



City of Woodland

300 First Street
Woodland, CA 95695

530-661-5820

Meeting Agenda - Final Planning Commission

Thursday, November 21, 2013

6:30 PM

Council Chambers

A. Call to Order

B. Roll Call

C. Quarterly Status Report

1. [13-338](#) Community Development Quarterly Report

Attachments: [Quarterly Status Report.pdf](#)

D. Directors Report

This an opportunity for the Community Development Department's Director or designee to provide the Commission with information on any items other than those listed on the Agenda.

E. Public Comment

This is an opportunity for the public to speak to the Commission on any item other than those listed on the Agenda. The Chairman may impose a time limit on any speaker.

F. Communications

Commission Statements and Requests: This is an opportunity for the Commission members to make comments and announcements to express concerns or to request Commission's consideration of any items a Commission member would like to have discussed at a future Commission meeting.

G. Subcommittee Reports

H. New Business

2. [13-337](#) SUBJECT: Woodland General Plan Update - Report Back Concerning Land Use Plan and Update Process

RECOMMENDATION:

Staff recommends that the Planning Commission:

1. Receive a report concerning recent communications prepared for the General Plan update; and
2. Provide general feedback and comments from the Commission members for consideration in the process

Attachments: [Attachment A - 11/19/13 Council Report](#)

I. Adjournment

The Planning Commission of the City of Woodland encourages all parties interested in a matter scheduled to be reviewed, discussed and acted on at a meeting, to participate in the public discourse, which may include the submission of written comments and materials. The Planning Commission notifies the public that those materials received less than 24 hours before a meeting date and time may not be able to be considered completely. Further, the Planning Commission encourages interested parties to attend the meeting to discuss any matter of concern and to explain their comments more fully.

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Legislation Details (With Text)

File #: 13-337 **Version:** 1 **Name:**
Type: Staff Report **Status:** Agenda Ready
File created: 11/15/2013 **In control:** Planning Commission
On agenda: 11/21/2013 **Final action:**
Title: SUBJECT: Woodland General Plan Update - Report Back Concerning Land Use Plan and Update Process

RECOMMENDATION:

Staff recommends that the Planning Commission:

1. Receive a report concerning recent communications prepared for the General Plan update; and
2. Provide general feedback and comments from the Commission members for consideration in the process

Sponsors:

Indexes:

Code sections:

Attachments: [Attachment A - 11/19/13 Council Report](#)

Date	Ver.	Action By	Action	Result
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TO: Members of the Woodland Planning Commission

FROM: Cindy A. Norris, Principal Planner
Heidi Tschudin, General Plan Project Manager

DATE: November 21, 2013

SUBJECT: Woodland General Plan Update - Report Back Concerning Land Use Plan and Update Process

RECOMMENDATION:

Staff recommends that the Planning Commission:

1. Receive a report concerning recent communications prepared for the General Plan update; and
2. Provide general feedback and comments from the Commission members for consideration in the process

BACKGROUND:

The purpose of this Planning Commission Agenda item is to report on information and documents that have been prepared for the Planning Commission regarding City Council direction and action. Information that has been provided as part of this report will include the staff report from the November 19, 2013 City Council agenda.

Attachments:

A - City Council Staff Report from November 19, 2013

Legislation Text

File #: 13-335, Version: 1

TO: THE HONORABLE MAYOR AND CITY COUNCIL**DATE: November 19, 2013****SUBJECT: Woodland General Plan Update - Report Back Concerning Land Use Plan and Update Progress**

Recommendation for Action: Staff recommends that the City Council provide the following preliminary direction of advancing the General Plan Update:

- 1) Confirm that developing a flood solution, advancing job creation, promoting infill, and build-out of the Spring Lake Specific Plan are top priorities for the General Plan Update,
- 2) Confirm that subsequent new growth should be prioritized in the following sequence subject to defining appropriate land use and triggers for advancement of future planning and build-out of these areas: Master Plan Remainder Area, East Area, Northwest Area,
- 3) Confirm that a range of growth rates (through 2035) should be analyzed: 250 dwelling units per year (± 1.1 percent annual average or $\pm 5,500$ units over 22 years) and 400 dwelling units per year (± 1.7 percent annual average or $\pm 9,000$ units over 22 years),
- 4) Direct staff to prepare a preliminary land use map with these assumptions, seek community input including the General Plan Steering Committee and Planning Commission, and return to City Council no later than March 2014 with a recommended land use map and draft phasing and trigger language,
- 5) Accept revised key work tasks and schedule; and
- 6) Direct staff to return no later than January 2014 with a revised budget and contract amendments if necessary to complete the General Plan Update pursuant to the above recommendations.

Staff Contact

Cindy A. Norris, Principal Planner - 530-661-5911, cindy.norris@cityofwoodland.org

Fiscal Impact

The proposed General Plan update is authorized for funding in the Capital Budget in FY 2012/13 in the amount of \$917,000. An additional amount of \$183,000 will be requested in the FY 2013/14 Capital Budget for a total of \$1,100,000. The full fiscal impact associated with the General Plan Update is estimated at \$1.1 million. Staff will schedule a General Plan Update budget overview and discussion at a future meeting of the City Council.

Background

On October 15, 2013 the City Council held a workshop on the General Plan update at which time staff requested direction relative to growth assumptions and land use scenarios. The City Council directed that staff incorporate a flood solution into the land use assumptions, use a 1.7 percent growth rate, incorporate the City's 900 acres in the East Area, recommend possible priorities and phasing for consideration in future analysis, and return with an updated schedule and work plan. The Council indicated that they desire to have a plan that allows a degree of flexibility and responsiveness to the market, provides a sound fiscal and economic base, and enhances quality of life features for existing and future development.

Discussion

Phasing and Sequencing

At the October 15 meeting the Council confirmed their desire to honor commitments that have been made, through prior General Plan and Specific Plan efforts, to the Spring Lake Plan and Spring Lake Master Plan Remainder areas. An additional key priority voiced was the encouragement of infill development within current city boundaries. Further, the Council requested that staff incorporate possible additional growth areas for consideration, utilizing phasing or trigger points.

Phasing or trigger options can be applied to future growth in such a manner as to ensure support of multiple community goals. These goals will be varied and may include considerations such as job creation, economic development, advancement of rail relocation, reduction of vehicle miles traveled, and maximum utilization of existing community facilities (including schools) and services. The plan may specify what growth options would be considered once a comprehensive flood solution is achieved.

For example, while providing support to key growth areas to the south, the General Plan should provide flexibility for alternative development areas should development in the south not advance. A trigger policy statement could be provided to outline the concept that if after either a substantial amount of growth is reached in Spring Lake or after a specified time frame, development would be allowed in another growth area, as long as key criteria, such as implementation of a flood solution, has been achieved.

Staff has attempted to describe possible phasing of growth areas in **Attachment 1** (A -- Approximate Phasing for General Plan Growth Areas, and B -- Preliminary Growth Phasing Map). This information illustrates the continued priority of development areas such as Spring Lake and downtown infill, while identifying approximate time frames for additional development areas to be considered. As shown in the attachment, the Spring Lake Master Plan Remainder area is identified as being the first phase of "new" development within the time frame of 2015 through 2025. New growth areas to the east and northwest would be deferred until the Master Plan Remainder Area had an opportunity to build-out.

This Attachment outlines growth assumptions in increments as follows:

Present to 2025 -- In the first phase or decade, the following assumptions would be made:

- Infill and revitalization throughout the City will continue
- Spring Lake area will be assumed to build-out pursuant to the existing specific plan
- Existing land uses in the northwestern area may develop as currently designated, aided by a new design

overlay to be established to highlight the area around the freeway interchange as an important gateway into the City

- MPRA master planning will commence and be assumed to partially develop
- Annexation and tax sharing will be completed for Gateway II, the Woodland Commerce center, and the City's 22-acre property
- Flood control solution will be identified and substantially or completely implemented
- Rail relocation will be identified and substantially or completely implemented
- An analysis of the type and rate of growth over the decade will be performed and used to inform master planning for the next decade

2025 to 2035 - In the second phase, the following assumptions would be made:

- East Area master planning will commence and be assumed to partially develop
- East Street Corridor Plan is updated to incorporate the vacated rail right-of-way
- Industrial area will be assumed to develop/redevelop based on the attainment of flood control
- Infill and revitalization throughout the City will continue
- An analysis of the type and rate of growth over the decade will be performed and used to inform subsequent master planning and the next General Plan Update

Post 2035 - In this third phase, which would be implemented through a subsequent General Plan Update, the following assumptions would be made:

- Northwest Area master planning will commence and be assumed to partially develop
- Infill and revitalization throughout the City will continue

The second phase (2025-2035) directs growth to the East Area which does not require annexation and allows for investments in flood control and rail relocation to be capitalized. The land to the east is the closest physically to the sewer plant for ease of service and contain soils that are less valuable for agricultural purposes. Growth in this direction was identified as the "environmentally superior" alternative in the 1996 General Plan EIR. Furthermore, the east area may play a strategic role in the resolution of a number of issues of community importance such as the attainment of flood control and the relocation of rail.

The northwest area is primarily outside the existing city limits and contains valuable agricultural soils. Development other than currently designated in the General Plan is presumed most likely to occur no sooner than post-2035, outside of the horizon year of the subject General Plan Update.

The table identifies the use of a Specific Plan (SP) designation to reflect an intent to develop, but allows for deferral until later phases the process of determining the best type of specific development for the land. However, for the Master Plan Remainder Area and the East Area, the General Plan EIR would include assumptions for some amount of growth as part of the "cumulative" development analysis. For the northwest area, build-out of existing land uses would be assumed for the cumulative analysis.

Growth Rate

The Council has indicated that a long term plan which allows flexibility to consider growth in such a way as to provide options for the city's future is preferred. It is acknowledged that there are many possible methodologies and options by which a possible growth scenario may be framed. These options are dependent upon multiple factors, some of which are difficult to predict. On October 15, 2013, the City Council provided

direction to use a 1.7 percent annual growth rate.

Since the October 15 Council meeting there has been considerable discussion in the community about alternative growth rates and their implications for residential development. Staff has prepared a response to specific questions received concerning growth and related development implications in **Attachment 2**. As of January 1, 2013, Woodland's estimated population was 56,908 and estimated housing units were 19,964. The following provides rough approximations of residential growth associated with different assumed rates of growth rates over the 22-year period from 2014 through 2035.

<u>Rate of Growth (pop)</u>	<u># of Dwelling Units</u>	<u>Units per Year Average</u>
0.8%	4,000 units	≈180/yr
1.1%	5,500 units	≈250/yr
1.7%	9,000 units	≈400/yr
1.9%	10,000 units	≈450/yr

For context, the City's historic rate of population growth at key points has been as follows:

<u>Period</u>	<u>Ave Annual Rate of Growth (pop)</u>	<u>Average Annual Units</u>
2010 - 2012	0.9%	87/yr
2005 - 2009	1.1%	274/yr
2000 - 2004	1.4%	261/yr
1995 - 1999	2.2%	276/yr
1990 - 1995	2.1%	158/yr

Analysis

In order to bracket the upcoming discussion and provide more information for Council and the public to consider, staff is recommending preliminary analysis of two rates of growth - 5,500 units through 2035 and 9,000 units through 2035. The first would provide an analysis of "projected absorption" over the 22 year plan horizon. The second, as directed by Council, would provide an analysis of "maximum growth" over the same period. This range of analysis will provide the basis for Council and the community to further assess important policy issues, including infill incentives, infrastructure capacity and service levels, density and intensity of development, and precise language for triggers and phasing.

After preparation of this analysis and a period of community outreach (see discussion of schedule below), staff proposes to return to Council with a preliminary land use plan, yield tables (to show how development would result from different growth rates), phasing and trigger language, and any additional alternatives that emerge from the community outreach efforts. Following that point, the consultant team will undergo testing of the map in topical areas necessary to begin to frame out key policies and plan text. In response to the Council's October 15th direction, these areas would be more focused in scope and would likely include infrastructure, fiscal/economics, and traffic.

Revised Schedule and Tasks

Mid November 2013 Council concurrence on interim assumptions for analysis

December 2013 Prepare preliminary land use plan - uses and sequencing

Jan -- Feb 2014 Community outreach on land use, phasing, and rate of growth, (Steering Committee, property owners, community workshop, Planning Commission). Input on development of land use map and key policies.

March 2014 Prepare land use map, yield tables, initial phasing and trigger language, and other public alternatives. Return to Council for confirmation.

Feb -- April 2014 Preliminary Testing - identify key information necessary to move forward with process (infrastructure, fiscal/economic, traffic, etc.)

April - May 2014 Steering Committee and Planning Commission for input on specific key issues if necessary.

March - June 2014 Write Draft General Plan and CAP

June - July 2014 Community Outreach on the Draft General Plan and CAP

August - October 2014 Prepare Draft EIR; complete all necessary technical analysis

Nov - Dec 2014 Community outreach on Draft EIR, Draft General Plan, and CAP

Jan - Feb 2015 Prepare Response to Comments

Mar - Apr 2015 Hearings and adoption (Final EIR, General Plan, CAP)

Conclusion

Staff recommends that the City Council provide the following preliminary direction of advancing the General Plan Update:

- 1) Confirm that developing a flood solution, advancing job creation, promoting infill, and build-out of the Spring Lake Specific Plan are top priorities for the General Plan Update,
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Prepared by: Cindy A. Norris, Principal Planner

Heidi Tschudin, General Plan Project Manager

Reviewed by: Ken Hiatt, Community Development Director

Paul Navazio, City Manager

Attachments: 1A - Approximate Phasing for General Plan Growth Areas
1B - Preliminary Growth Phasing Map
2 - Response to Recent Questions

Attachment 1A
Approximate Phasing for General Plan Growth Areas

Growth Area	Land Use	Approximate Phasing	Triggers
Downtown	Mixed use; infill	0 - Ongoing	None
Main Street Corridor	Mixed use; infill	0 - Ongoing	None
East Street (east side)	Mixed use; infill	0 - Ongoing	None
Industrial/Office/Flex	Infill	0 - Ongoing	None
Northwest	Existing land uses	0 - Ongoing	Interchange Design Overlay
SLSP	Per existing Specific Plan	0 - Ongoing	None
MPRA	SP-1 (Specific Plan – First Phase)	1 - 2015-2025	Master Plan; Interchange Design Overlay Development Agreement Annexation/Tax Sharing
Gateway II	General Commercial	1 - 2015-2025	Annexation/Tax Sharing
Woodland Commerce Center	Industrial park	1 - 2015-2015	Annexation/Tax Sharing Development Agreement
City 22 Acres	Regional retail	1 - 2015-2025	Annexation/Tax Sharing
Industrial	Expanded development opportunities	2 - 2025-2035	Flood protection Annexation/Tax Sharing
East Street (west side)	Mixed use; infill	2 - 2025-2035	Update Corridor Plan Rail relocation
East Area	SP-2 (Specific Plan – Second Phase)	2 - 2025 -2035+	Substantial build-out of SLSP Opportunity for build-out of MPRA Jobs/Housing Specific Plan Development Agreement Annexation/Tax Sharing Rail Relocation Flood Protection
Northwest	Existing Designation plus new overlay -- SP-F (Specific Plan – Future)	3 - 2035+	General Plan Update Specific Plan Development Agreement Annexation/Tax Sharing Substantial development in other growth areas Flood Protection

Note: General Plan growth phasing assumptions should be evaluated regularly. If conditions change the General Plan should be revisited.

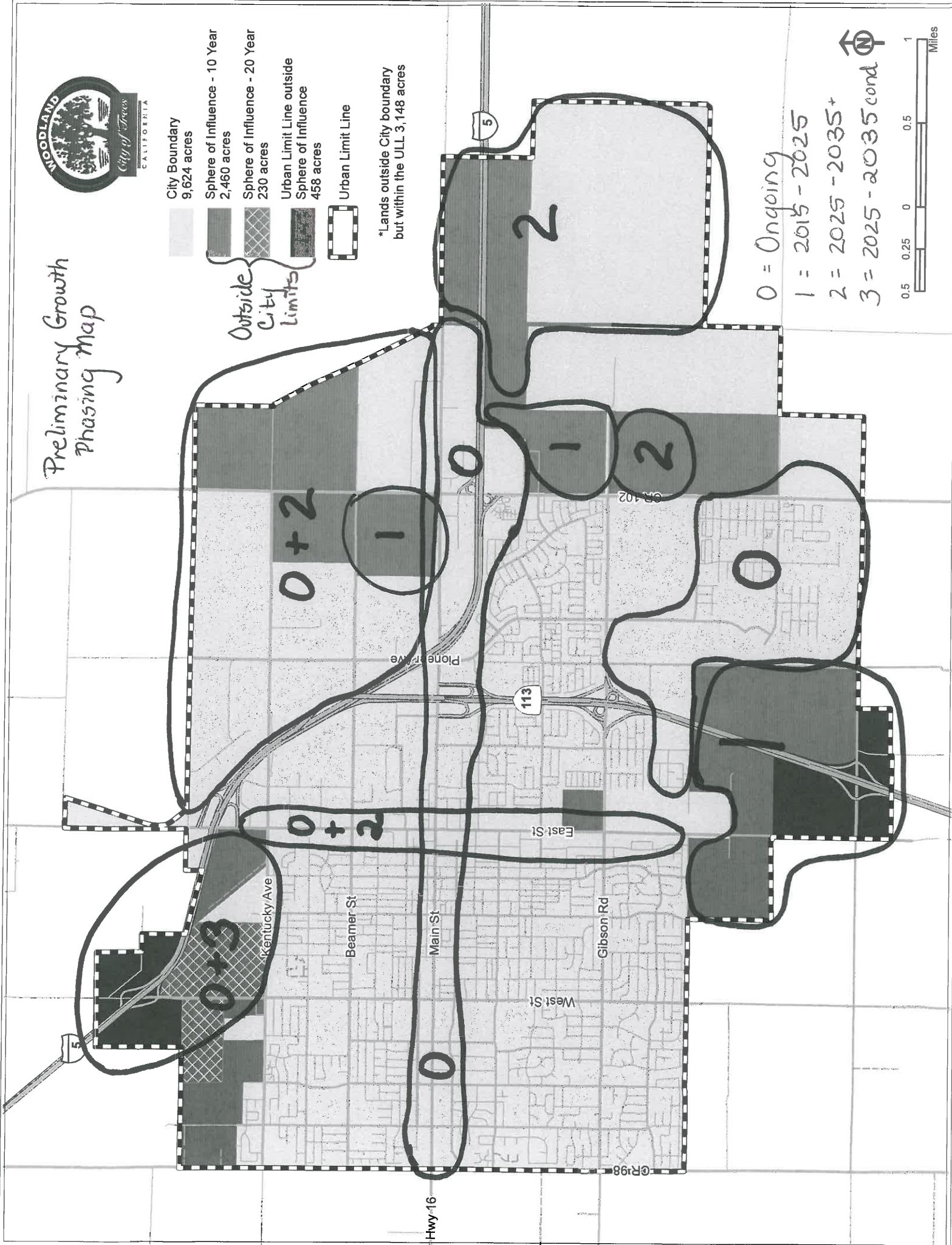


Preliminary Growth Phasing map

- City Boundary
9,624 acres
 - Sphere of Influence - 10 Year
2,460 acres
 - Sphere of Influence - 20 Year
230 acres
 - Urban Limit Line outside
Sphere of Influence
458 acres
 - Urban Limit Line
- Outside City Limits*

*Lands outside City boundary
but within the ULL 3,148 acres

- 0 = Ongoing
- 1 = 2015 - 2025
- 2 = 2025 - 2035*
- 3 = 2035 - 2035 cond



General Plan Update Information Responses to Recent Questions

Did the City's consultant recommend 4,000 new homes over the next 20 years?

In the Economic and Fiscal Background Report (April 29, 2013) prepared for the General Plan Update effort by BAE, there is a discussion of the SACOG growth projections (p. 21). For the City of Woodland, SACOG projects demand for about 1,000 new units between 2014 and 2020, and about 2,900 additional units between 2020 and 2035, for a total of 4,000 units. This was not independent new analysis; this was a summary of the regional forecast developed by the metropolitan planning organization. This background economic report provided a summary of existing analysis and economic information.

The Staff Report prepared for October 15, 2013 provided additional analysis of various projection methodologies. Upon review of all options, staff recommended ignoring the lows and highs, and suggested that a possible reasonable residential demand would be 5,500 units through 2035.

Does a growth rate of 1.7% translate to 10,000 new homes over the next 20 years?

The average 1.7% annual growth rate, over 22 years (2014 through 2035), would equate to approximately 8,963 added units. Woodland's current population (1/1/13) is 56,908 and we have 19,964 dwelling units. Assuming an annual 1.7 percent population growth rate and 2.85 persons per housing unit) the 2035 population would be 82,458 and there would be 28,927 dwelling units.

Did any individual propose actually propose 10,000 new homes on October 15, 2013?

The number 10,559 appears in Table 1 on page 2 of a memorandum from the firm Development Planning and Financing Group (DPFG) to Tim Taron of Hefner Stark and Marois (Attached to the staff report provided on October 15, 2013). The number was identified as the number of new housing units in 2035 based on 1.7 percent population growth over a 27 year period starting in 2008 through 2035, assuming 2.75 persons per household. However, as identified above, if applied for the 22-year period from 2014 through 2035 a 1.7 percent rate would equate to approximately 8,963 units by 2035.

Does a growth rate of 1.7 percent translate to an increase of Woodland's population to 84,000 over the next 20 years?

Population estimates will vary based on the assumptions used. You will get a different estimate if you use persons per household verses persons per housing unit, and if you use varying periods of time for the estimate. Using a the assumptions noted above for the 22-year period from 2014 through 2035, 1.7 percent population growth rate and a persons per housing unit factor of 2.85, results in a 2035 population number of 82,458.

Must infrastructure be sized to accommodate maximum growth? If so, who bears the cost? Do the existing citizens bear some of those costs or are they borne by the developers?

State law requires consistency throughout a general plan, including between elements such as land use, circulation, and public facilities and services. In that regard, infrastructure and facilities planning must be matched to land use planning. Any services or infrastructure that is deemed necessary based on growth expected to occur within the horizon period must be planned for and funding identified.

In order to match infrastructure with planned development, cities typically develop infrastructure plans to show how development will be served by need infrastructure over time, at required service levels. City's must plan not only for the installation of the new infrastructure and facilities, but the ongoing cost of operation and maintenance. The cost for new infrastructure may be assigned proportionately to those that benefit. To the extent that a given infrastructure improvement is required solely to serve new development, the full cost may be assigned to that development. Often, however, there is some proportion of new infrastructure that also serves existing development and the mechanisms to fund that burden are often difficult to implement.

Once built, the operation and maintenance costs of the facility, employees, and vehicles are paid for by all City users of the facility and services. It is important to determine whether the long term costs of serving development are acceptable. The costs and benefits may vary depending on the location and type of growth and services and facilities needed.

Most general plans contain more developable land than is likely to build out within the plan horizon year based on demand. One way to address long term impacts is through use of phasing and triggers as well as through the use of "holding" land use designations like Urban Reserve or Specific Plan.

Jurisdictions can choose to do detailed infrastructure and land use planning for near-term areas and assign "holding" designations to properties that, for a variety of reasons, are not likely to develop within the identified horizon year of the plan. Cities do not have to mitigate the impacts development of land reserved for future growth in these "holding" designations if later legislative approvals (e.g. general plan amendment and rezoning, with accompanying environmental analysis) are necessary for that land to move forward. However, if precise land use designations are assigned to land areas and/or there is a desire to provide environmental clearance, then it is assumed it will develop within the horizon and mitigation must be provided for impacts. Mitigation could include such items as requiring a new fire station, new police officers, a new interchange, more wells/tanks to meet water demand, etc.

When and how did the voters approve a growth rate or cap?

"City of Woodland General Plan Referendum Measure B" was on the November 5, 1996 Yolo County general election ballot. This measure stated as follows: *Shall Resolution No. 3944, approved by the Woodland City Council on February 27, 1996, entitled "Resolution of the City Council of the City of Woodland Certifying the Environmental Impact Report for the General Plan, Making Findings, and Adopting the General Plan for the City of Woodland," be adopted?* In the "Impartial Analysis by the City Attorney" the following language was used: *...The 1988 General Plan projects population of 60,700 in the year 2010, a growth rate of 2.25% annually. The 1996 General Plan would limit population growth to average 1.7% annually, to 60,000 in 2015 and 66,000 in 2020.*

The approved 1996 General Plan growth policy provided for expansion of the City and new growth to the south and a population of 60,000 by 2015 which equated to a 1.7% growth rate. However, the General Plan did not actually contain any references to a specific growth rate. The actual policy and implementation language is provided below:

1996 General Plan Policy 1.A. 7

The City shall manage residential growth at an even and reasonable pace, so as not to exceed a population of 60,000 in the year 2015.

1996 Implementation Program 1.3

The City shall monitor housing and population growth and regional growth projections and report annually to the CC regarding the need to take any actions so as not to exceed the growth projections of Policy 1.A.7

The City Council has amended the General Plan multiple times since 1996. These actions did not require voter approval. In particular, the policy from which the 1.7 percent growth rate was derived was modified in May 2005. The City Council adopted Resolution 4636 which modified the relevant policy and implementation action as follows:

2005 Revised Policy 1.A.7

*The City of Woodland shall manage residential growth at an even and reasonable pace so that single family residential construction in new planned residential neighborhoods does not exceed **5,000 houses by the year 2020** per approved Specific Plans. The intent is to limit the number of building permits each year, adjusting for market fluctuations. The intent is not to limit infill and multi-family development, including multi-family development approved in planned neighborhoods.*

2005 Revised Implementation Program 1.3

The City shall monitor housing growth and regional growth projections and report annually to the City Council regarding the need to take any action on limiting single family construction in new residential neighborhoods so as to not exceed the growth and housing projections of Policy 1.A.7.

The growth cap policy was amended and restated in 2005 in order tie growth regulation to building units rather than population. Further, clarifying language was added to address multi-family and infill. Single family “infill” development is exempt from the growth cap calculation.

In the Resolution findings for the 2005 amendment, it was stated that a key reason for the clarification in the growth policy was that with the adoption of Spring Lake, a higher population number would be realized (69,719), than allowed under the current growth policy. Spring Lake provided for a total estimated 6,935 new dwelling units, of which approximately 4,800 were assumed to be single family. Further, it was determined that due to variations in household size that population would be a difficult metric to track and regulate.

The new growth policy continued to confirm the decision in the 1996 General Plan to grow to the south, but it added the concept that the growth restriction applied only to new single family in new planned residential neighborhoods. “Planned Neighborhood” was a land use designation used in the 1996 and 2002 General Plan to show future growth areas and was applied over Spring Lake and the Spring Lake Master Planned Remainder Area.