



## City of Woodland

### Meeting Agenda

#### Historical Preservation Commission

City Hall  
Council Chambers  
300 First Street  
Woodland, CA 95695

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October 16, 2019  
6:00 PM

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*Please Note: The numerical order of items on this agenda is for the convenience of reference; items may be taken out of order.*

#### **A. CALL TO ORDER**

#### **B. ROLL CALL**

#### **C. APPROVAL OF MINUTES**

1. SUBJECT: Historical Preservation Commission Meeting Minutes of August 21, 2019

RECOMMENDATION FOR ACTION: Staff recommends that the Historical Preservation Commission adopt the minutes of the Historical Preservation Commission Meeting of August 21, 2019.

#### **D. SECRETARY'S REPORT**

#### **E. PUBLIC COMMENT**

#### **F. COMMUNICATIONS**

#### **G. PRESENTATIONS**

#### **H. NEW BUSINESS**

2. SUBJECT: Review of the Proposed Work Plan for a Comprehensive Zoning Update to Incorporate the Downtown

RECOMMENDATION FOR ACTION: Staff recommends that the Historical Preservation Commission

1) Receive a staff report that provides an initial overview concerning the forthcoming City zoning update specifically the portion related to the Downtown and greater Downtown area.

2) Provide comments and input to help inform specific discussion related to work program and the use of Form Based Codes.

#### **I. OLD BUSINESS**

3. RECOMMENDATION:

SUBJECT: Election of Officers for Chair and Vice-Chair of the Historic Preservation Commission

RECOMMENDATION FOR ACTION: Staff recommends that the Historical Preservation Commission:

- 1) Hold Elections; and
- 2) Vote and select among current membership, the appointments for Chair and Vice Chair of the Historic Preservation Commission.

**J. ADJOURNMENT**



TO: THE HONORABLE HISTORICAL PRESERVATION COMMISSION  
AGENDA: Historical Preservation Commission Meeting  
DATE: October 16, 2019  
ITEM #: C.1.  
SUBJECT: Historical Preservation Commission Meeting Minutes of August 21, 2019

**Recommendation for Action:** Staff recommends that the Historical Preservation Commission adopt the minutes of the Historical Preservation Commission Meeting of August 21, 2019.

**Staff Contact:**

Debbie Flemmer, Administrative Supervisor (530) 661-5818, [debbie.flemmer@cityofwoodland.org](mailto:debbie.flemmer@cityofwoodland.org)

Reviewed By: Megan Meier, Associate Planner

**Attachments:**

1. 8.15.19 HPC Minutes DRAFT

# **City of Woodland**

City Hall  
Council Chambers  
300 First Street  
Woodland, CA 95695



## **Historical Preservation Commission Meeting –**

**Wednesday, August 21, 2019**

**6:00 PM**

**A. CALL TO ORDER**

Meeting called to order at 6:00 PM

**B. ROLL CALL**

Council Members Present: Historical Preservation Commission Member Elizabeth Lambert, Historical Preservation Commission Member Steve Barzo, Historical Preservation Commission Member Jim Bohon, Historical Preservation Commission Member James Lapsley, and Historical Preservation Commission Member Jeff Rosenthal arriving late

Absent:

Excused:

**C. APPROVAL OF MINUTES**

None

**D. SECRETARY'S REPORT**

None

**E. PUBLIC COMMENT**

None

**F. COMMUNICATIONS**

None

**G. PRESENTATIONS**

None

**H. NEW BUSINESS**

1. New Member Orientation

a.) Welcome & Introductions

b.) Review Committee Purpose & Procedures

c.) Long Range Calendar

d.) Events

Orientation presented by Staff, Megan Meier.

**I. OLD BUSINESS**

None

**J. ADJOURNMENT**

Meeting adjourned at 6:40 PM.



TO: THE HONORABLE HISTORICAL PRESERVATION COMMISSION  
AGENDA: Historical Preservation Commission Meeting  
DATE: October 16, 2019  
ITEM #: H.2.  
SUBJECT: Initial Review of the Proposed Work Plan for a Comprehensive Zoning Update to Incorporate the Downtown

**Recommendation for Action:** Staff recommends that the Historical Preservation Commission:

- 1) Receive a staff report that provides an initial overview concerning the forthcoming City zoning update specifically the portion related to the Downtown and greater Downtown area.
- 2) Provide comments and input to help inform specific discussion related to work program and the use of Form Based Codes.

**Staff Contact:**

Megan Meier, Management Analyst, (530) 661-5814, [megan.meier@cityofwoodland.org](mailto:megan.meier@cityofwoodland.org)

**Background:**

The City is embarking on a work plan to update the existing zoning code to match the goals and policies of the City's new General Plan. Planning Staff on August 20th (Attachment 1) presented an initial overview of the proposed comprehensive zoning work plan to City Council that outlined key areas that would be addressed in the update. One of the areas identified for review is the Downtown

With regard to the Downtown, intent is to reduce to two and reconfigure the Districts and boundaries, incorporate the proposed maps of historic and non-historic areas, and the Downtown design standards and guidelines as its own chapter in the new Code, and to repeal the Downtown Specific Plan. The overarching goal is to reduce paperwork and potentially conflicting documents and policies, and to streamline information and improve certainty for the development community.

**Historic Downtown, subareas, allowed uses, and Development Standards.**

The consulting team will prepare standards for the Historic District and subareas, including use regulations and development standards. The consulting team will pay particular attention to establishing appropriate standards for maintaining the existing street fabric and pattern and enhance the tourist-oriented, historic commercial uses in the Historic Downtown to preserve the unique character of Woodland's center and support local business.

Some of the tools that are being looked at for the Downtown zoning update is the use of Form Based Codes that take into consideration the larger context of the area. (Attachment 2).

**Conclusion:**

Staff recommends that the Historical Preservation Commission:

- 1) Receive a staff report that provides an initial overview concerning the forthcoming City zoning update specifically the portion related to the Downtown and greater Downtown area.
- 2) Provide comments and input to help inform specific discussion related to work program and the use of Form Based Codes.

**Attachments:**

1. Comprehensive Zoning Update

## 2. An Introduction to Form Based Codes



TO: THE HONORABLE MAYOR AND CITY COUNCIL  
AGENDA: City Council Regular Meeting  
DATE: August 20, 2019  
ITEM #: K.25.  
SUBJECT: Comprehensive Zoning Code Update

**Recommendation for Action:** Staff recommends that the City Council adopt Resolution No. \_\_\_\_\_, to  
1) Appropriate \$310,000 of grant funding from the State Planning Grants Program - SB2 Grant to the Comprehensive Zoning Code Update Project (CIP#07- 07) - Fund 325; 2) Authorize the City Manager to execute an Agreement with the State Department and Community Development for the Planning Grant Program funds; and 3) Authorize the City Manager to execute a Contract with Lisa Wise Consulting, Inc (LWC) for Planning Services to prepare a Comprehensive Zoning Code Update.

**Staff Contact:**

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

**Fiscal Impact:**

The City of Woodland was successful in securing a State Planning Grant from the Department of Housing and Community Development in the amount of \$310,000. The intended use of the funds will be to update the City's Zoning Code. With existing funds in the Zoning Code Update Project (CIP# 07-07) the grant funds and general fund appropriation, will provide a project budget of \$410,000. Approximately \$50,000 has been spent on the Zoning Ordinance update actions in 2011 and 2018, which results in a remaining project budget of \$360,000. The City issued an Request for Proposals (RFP) for planning services for a Comprehensive Zoning Code Update and the firm of Lisa Wise Consulting, Inc.(LWC) was selected, with a project cost of \$358,610.

**Background:**

On May 21, 2019, the City Council of the City of Woodland approved Resolution No. 7283 authorizing the City Manager to submit a grant application to the State Department of Housing and Community Development (HCD) SB 2 Planning Grants Program. The City's grant application was submitted to HCD on June 6, 2019.

SB 2 (2017) was part of a 15 bill housing package that was aimed at addressing the state's housing shortage and high cost of housing. Specifically, SB 2 established a permanent source of revenue intended to increase the affordable housing stock in California. The initial Planning Grant Program (PGP) is intended to provide financial and technical assistance to local governments to update planning documents in order to:

- Accelerate housing production;
- Streamline the approval of housing development affordable to owner and renter households at all income levels;
- Facilitate housing affordability, particularly for all income groups;
- Promote development consistent with the State Planning Priorities; and
- Ensure geographic equity in the distribution and expenditure of allocated funds.

The State determined maximum award amounts based on population using estimates from the State Department of Finance. City of Woodland qualified as a medium sized locality, defined as having a population between 60,000 to 200,000. The maximum grant award possible for this category is \$310,000. A Zoning Code update is considered an eligible activity as long as there is a clear nexus in meeting state planning priorities.

The City's project description for the grant states that, *"An update to the Zoning Ordinance will serve to facilitate new development, particularly housing, through the provision of clear and understandable standards, guidelines, and procedures. An updated review process will assist staff and decision makers to allow qualified development with expedited review... That objective design standards will be provided so new housing projects that meet the criteria can move forward in an even more expedited fashion. The goal will be to reduce the front-end design/development costs for new housing projects."* The City's proposed performance objectives for the project will be to reduce processing time by a minimum of 20 percent and result in an increase in new multi-family development by a minimum of 20 percent.

The City has worked with HCD on the project application and were informed that Woodland was one of the first nine cities in California to qualify and receive grant approval. Staff will continue to work with HCD to finalize the reimbursement agreement for the grant.

In anticipation of the grant award, the City issued an RFP to invite proposals from qualified firms with expertise in zoning. Two proposals were received on May 7, 2019. Both were competitive proposals. Based on review considerations, the firm of Lisa Wise Consultants, Inc. (LWC) was selected.

### **Discussion:**

Following the May 16, 2017 approval of the 2035 General Plan, the City Council approved the Interim Zoning Ordinance on May 1, 2018. The Interim Zoning Ordinance was approved as an urgency Ordinance in order to address areas of inconsistency between the 2035 General Plan and the existing Zoning Code. The Interim Ordinance will expire in April 2020. The Interim Ordinance has allowed the City to test new standards and guidelines and has been successfully used to approve new infill development. These sections will be integrated into the Comprehensive Code Update as appropriate. In addition, a new chapter will be added to the Zoning Code to provide development standards and guidelines for the Downtown, thereby, replacing the Downtown Specific Plan. The new code will address increased densities in residential districts, signs and citywide regulations (fencing, landscaping, screening, parking, etc...), best practices, as well as new legislative requirements. The proposed scope of work for the Comprehensive Zoning Code Update is provided in Attachment 2.

Upon authorization from the City Council and execution of contracts, staff and the consultant will begin work immediately. It is anticipated that the new Zoning Code will be adopted by mid-June 2020. Eight public work sessions at various stages during the project will be held, in addition to staff level updates and information sessions. The public work sessions will be aimed at providing substantive opportunities for education and participation in the project. As part of the information gathering for the project, City staff with the help of interns have begun conducting field surveys to gather current, on-the-ground condition data in key focus areas. The data will be used to help inform possible standards and design criteria for those areas. Other work product, including the Synoptic Survey, prepared for the Downtown update, will be utilized. In addition, to assist in facilitating the timeliness of the project, staff has developed a preliminary draft outline and administrative sections for the code.

### **Conclusion:**

Staff recommends that the City Council adopt Resolution No. \_\_\_\_\_, to 1) Appropriate \$310,000 of grant funding from the State Planning Grants Program - SB2 Grant to the Comprehensive Zoning Code Update Project (CIP#07- 07) - Fund 325; 2) Authorize the City Manager to execute an Agreement with the State Department and Community Development for the Planning Grant Program funds; and 3) Authorize the City Manager to execute a Contract with Lisa Wise Consulting, Inc (LWC) for Planning Services to prepare a Comprehensive Zoning Code Update.

Prepared By: Cindy Norris, Principal Planner  
Reviewed By: Ken Hiatt, Assistant City Manager



Paul Navazio  
City Manager

**Attachments:**

1. Resolution
2. Exhibit A - LWC Scope Budget Schedule
3. Reso\_7337 Lisa Wise Consultants Inc - Comprehensive Zoning Code Update CIP #07-07

# An Introduction to Form-Based Codes



*Researching People, the Place, and the Processes necessary to identify the desired forms and functions*



*Creating the Form Based Code with sustainable systems layered into the forms*



*Applying, Testing, and Refining the Code*

**Stephen Coyle, AIA LEED CNU**  
Deputy / Director of Community  
City of Woodland, California



## Form-Based Codes

Form-based codes are land development regulations that emphasize the future physical form of the built environment, the design and form of buildings and public space, with less emphasis on the uses inside the buildings. Form-Based Codes should integrate sustainability into the form.

Form-based codes regulate land, infrastructure, and building development consistent with general or comprehensive plans. They aim to achieve a specific urban form and to shape a higher quality built environment that integrates rather than separates compatible uses. As a supplement, modification, or replacement to city or county zoning and development ordinances, form-based codes help create a predictable public and/or private realm by controlling or regulating its physical form as well as the building intensities and uses. The codes enable a community's vision by coding desired, specific outcomes appropriate to particular places or zones, from the edge of the natural landscape to the urban center.

Adoptable form-based codes should be compatible with the policy and goal-based city and county general or comprehensive plan formats used in most states. The code elements are similar: The zoning map simply evolves into a regulating plan that defines the boundaries of various urbanized zones, the natural and/or agriculture and future development areas, and the trajectories and connections of major thoroughfares.

The regulating plan identifies allowable uses or the percentage of specific uses within each zone through a legend or matrix, and may describe the permitted development intensities. However, each zone also includes the permitted building types and functions, plus other essential data relative to the public realm such as the types and scale of thoroughfares, plazas, and parks. The point is to increase the range of compatible development choices by defining an appropriate public context or place for each.

In a departure from design guidelines, form-based codes regulate rather recommend or advise, prescribing what's desired or intended rather than proscribing what's prohibited. Instead of controlling building densities only through numbers and formulas such as floor-area-ratios, dwelling units per acre, building height limits, setbacks, and parking formulas, form-based codes may control densities by regulating the total permitted volume of space that could be built, determined, for example, by the total number of floors allowed instead of maximum building heights, build-to lines and setback averaging rather than minimum setbacks, and maximum parking ratios and shared parking tables. The codes may still include conventions such as special-use districts and maximum units per acre.

# An Introduction to Form-Based Codes

## FORM BASED CODES

### Code Scale & Type

The form-based code may be introduced at the scale of the region, the community, neighborhood, or the site, and deployed at the general or comprehensive, sector or community, and specific or precise plan level. The code should encompass land zoning and subdivision regulations, and may include urban design, architectural and landscape standards, street standards, and even sustainability requirements - but not building/life safety codes.

The range and complexity of elements and details are defined by each jurisdiction, from identifying incompatible uses that require separation or other restrictions, to determining whether to limit or constrain architectural expressions or styles.

### Code Implementation

The form-based code may be generated from scratch, borrowed and modified from other adopted form-based municipal codes, or adapted from 'open-source' templates or models such as the SmartCode™. If derived externally, form-based codes require local customization or calibration by public and private planners and designers, with adequate jurisdictional and community input to reflect the community's vision.

The code should incorporate comprehensive sustainable systems and elements, and combine time-tested urban forms within the economical, social, aesthetic, and environmental context.

Since the form-based code represents regulations that may not initially include a set of policies or goals, the excellence of development outcomes will be dependent on the qualities of the vision, goals, and objectives described in the region, community, or local plans that the code implements.

continued next page



Outcome of Architectural Standards



Coding for Historic Buildings/Districts



# An Introduction to Form-Based Codes

The form-based code may be tested, refined, and adopted using several common methods to introduce, prepare, and integrate the regulations into established zoning and permitting systems. Ultimately, the adoption of form-based code regulations, a legislative act, requires the same type of review as the adoption of any other plan or zoning regulation in California, Arizona, Florida and states with similar statutes: planning commission public hearing(s), recommendation(s) to the local legislative body, and city or county council or board of supervisors' public hearings prior to adoption of the regulations, and the potential environmental review.

Alternative testing and adoption approaches include:

- Pilot projects, focused on a limited area, that may include form-based codes executed in the form of specific plans, special purpose zones, or 'hybrid' codes.
- Specific plans and other limited area codes that may include a form-based code in California and a number of other states that allow a specific plan to include zoning regulations unique to its bounded or defined area that supersede those in the citywide zoning code. However, unlike planned development ordinances that stipulate project-specific standards and densities, the intelligent form-based code facilitates flexibility and choice within a desired range of form and functional rules.
- Special purpose zones within conventional codes that provide a variation to the specific plan or limited area alternative. A jurisdiction may choose to adopt a new form-based zoning regulation by establishing and applying one or more new zones to specific limited areas within the jurisdiction through amendments to an existing conventional code text and property re-zonings. The outcome, a "hybrid code", retains the "conventional" zones and related standards of the existing code in areas that are not rezoned. The integration of form-based code provisions into a more extensive conventional code requires careful attention to the details of linkages or 'bridges' to other standards and procedures in the code.
- Alternative or "parallel optional codes" that consist of incentive-based form-based codes that

a development applicant may choose to apply under instead of the conventional jurisdiction-wide code. The incentives include a more predictable and straightforward development review process for the applicant under the form-based code. The range of possible development types available to them can be more both cost-effective and more marketable than those allowed by the conventional code. For the jurisdiction, the option can result in incrementally better development. However, given the complexity of planning and zoning in states like California, this approach increases the difficulty of administering two codes, and the potential for confusion over the requirements of two systems.

While introducing a new form-based zones into a conventional code could be an effective pilot project in the phased replacement of an existing code, this approach may create public uncertainty about the jurisdiction's commitment to better development. What's more, a code with two different "vocabularies" regarding regulation can be technically confusing to applicants and more difficult to administer. However, this approach may a feasible option for those jurisdictions that wish to move into the field incrementally, or where political support may be tenuous.

Comprehensive replacement of existing code with a form-based code creates the greatest range of opportunities for transforming targeted areas of a jurisdiction while maintaining established character in others. This approach is less expensive in smaller communities than larger, as would be in any conventional planning process, and offers the advantage of making the changes in a regulatory vocabulary employing procedures consistent throughout the code. However, this methodology potentially represents the most complicated, both logistically and politically.

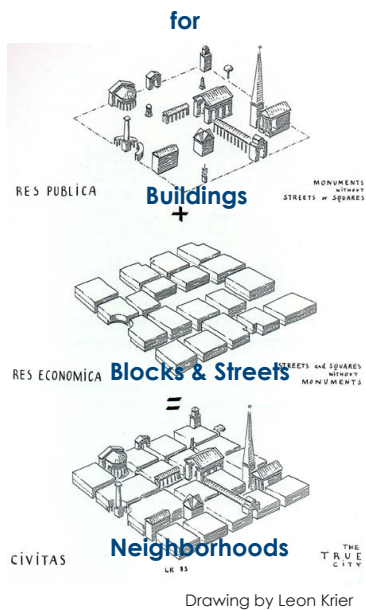
The best-loved communities and neighborhoods throughout the country – where social, environmental, and economic values remain stable over long periods of time, and periodic large-scale redevelopment or reconstruction is generally unnecessary – are places where land uses and sustainability are integrated with a distinct, coherent, and appropriately scaled urban character. A well-designed and implemented form-based code provides an essential means to create or reestablish those kinds of places.

# Conventional Zoning

# Form Based Coding

## THE DIFFERENCES

## FORM BASED CODES



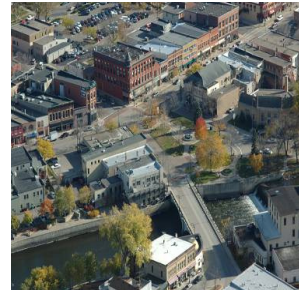
### Single-Use zoning

makes adjacent,  
non-integrated  
places

### Green-oriented

### mixed-use

coding helps create  
walkable, **sustain-  
able** places



F.A.R. - dominated,  
single use codes yield  
**commercial spaces that  
may be difficult to repur-  
pose as retail spaces shrink**

The right choice of  
form, character,  
and uses yields  
**place-making**



Focusing on use in-  
stead of form creates  
non-walkable  
**subdivisions**

Focusing on form and  
sustainable functions  
make  
**green neighborhoods**



Conventional coding  
by zoning map and  
text results in "**cookie  
cutter**" places

Form-based coding  
by graphics and text  
produce **diverse** and  
**adaptable** places



Coding for the car  
produces a car-ori-  
ented environment  
of **underperforming**  
strip centers

Coding for  
business, pedestrians  
and cars  
produces **Active  
Streets**





TO: THE HONORABLE HISTORICAL PRESERVATION COMMISSION  
AGENDA: Historical Preservation Commission Meeting  
DATE: October 16, 2019  
ITEM #: I.3.  
SUBJECT: Election of Officers for Chair and Vice-Chair of the Historic Preservation Commission

**Recommendation for Action:** Staff recommends that the Historical Preservation Commission:

- 1) Hold Elections; and
- 2) Vote and select among current membership, the appointments for Chair and Vice Chair of the Historic Preservation Commission.

**Staff Contact:**

Megan Meier, Associate Planner, (530) 661-5814, [megan.meier@cityofwoodland.org](mailto:megan.meier@cityofwoodland.org)

**Background:**

The positions of Chair and Vice-Chair are to be elected annually and typically this is done in August as stated in the Historical Preservation Commission Rules of Procedure (Attachment 1)

**Conclusion:**

Staff recommends that the Historical Preservation Commission:

- 1) Hold Elections; and
- 2) Vote and select among current membership, the appointments for Chair and Vice Chair of the Historic Preservation Commission.

**Attachments:**

1. City of Woodland Historic Preservation Commission Rules and Regulations

203. If a member of the Commission is absent without cause for three (3) successive regular meetings of the Commission, the office becomes vacant automatically and the Commission immediately shall notify the Council thereof. Acceptable cause for absence may include the following: personal or family illness, vacations, occasional business obligations, military leave or the loss of a loved one. Commission members will be expected to organize their calendars such that absences are kept to a minimum. If an absence will be unavoidable a Commissioner should leave word with the Planning Department no later than 12:00 P.M. on the day of the scheduled meeting.

### III. OFFICERS

301. The officers of the Commission shall consist of a Chairperson and Vice-Chairperson. The Chairperson and Vice-Chairperson shall be elected annually at the August Meeting by a majority of the Commission. The most senior member who has not yet held office will be next in line for being elected Vice-Chairperson. The Vice-Chairperson shall be next in line for election to Chairperson.
302. The Chairperson and Vice-Chairperson shall hold their respective offices until the next annual meeting after election and until their successors are elected.
303. Vacancies in the office of Chairperson and Vice-Chairperson shall be filled from the membership of the Commission by an election held at any meeting.

### IV. DUTIES OF OFFICERS

401. The Chairperson shall preside at all meetings. He or She shall appoint all standing committees each year following the election of officers and such special committees as from time to time may be authorized by the Commission. He or She may present to the Commission such matters as in his or her judgment require attention; and He or She need not vacate his or her chair for the purpose of actively discussing (as a member of the Commission) an item on the agenda or a subject for review, discussion and recommendation by the Commission. He or She shall sign documents of the Commission, see that all actions of the Commission are properly taken and assist staff in determining agenda items.
402. Except as otherwise provided in these Rules of Procedure, the Chairperson (and the Commission) shall be guided by the "Roberts Rules of Order, Newly Revised." The failure of the Commission to conform to said rules of order shall not, in any instance, be deemed to invalidate the action taken.