



City of Woodland
Meeting Agenda
Special Joint Study Session

City Hall
Council Chambers
300 First Street
Woodland, CA 95695

December 17, 2019
6:30 PM

SPECIAL JOINT CITY COUNCIL/PLANNING COMMISSION STUDY SESSION
6:30 PM

A. CALL TO ORDER

B. ROLL CALL

C. PLEDGE OF ALLEGIANCE

D. COMMUNICATIONS - PUBLIC COMMENT

This is an opportunity for the public to speak to the Council on any item other than those listed for public hearing on this agenda. Speakers are requested to use the microphone in front of the Council and to begin by stating their name, whether they reside in Woodland and the name of the organization they represent if any. The Mayor may impose a time limit on any speaker depending on the number of people wanting to speak and time available for the rest of the agenda. In the event comments are related to an item scheduled on the agenda, speakers may be required to wait to make their comments until that item is considered.

E. COMMUNICATIONS - COUNCIL/COMMISSIONERS/STAFF STATEMENTS AND REQUESTS

This is an opportunity for the Council Members/Commissioners and Staff to make comments and announcements, to express concerns, or to request Council's consideration of any items a Council Member would like to have discussed at a future Council meeting.

F. PRESENTATIONS

1. SUBJECT: Joint Study Session of the City Council and Planning Commission Concerning the Proposed Comprehensive Zoning Code Update

RECOMMENDATION FOR ACTION: Staff recommends that the City Council and Planning Commission: 1) receive a staff report and presentation; 2) offer questions, comments, and observations; and 3) provide feedback on discussion topics

G. ADJOURN

I declare under penalty of perjury that the foregoing Agenda for the Special Joint City Council Planning Commission of the City of Woodland scheduled for Tuesday, December 17, 2019 was posted on Monday, December 16, 2019 in the outside display case at City Hall, 300 First Street, Woodland, CA, and was available to the public during normal business hours.



Ana B. Gonzalez
City Clerk

Upon request, agendas and documents in the agenda packet will be made available in appropriate alternative formats to persons with a disability, as required by law. Any such requests must be made in writing to the Office of the City Clerk of the City of Woodland. Requests will be valid for the calendar year in which the request is received, and must be renewed prior to January 1st.

Persons needing disability-related modifications or accommodations in order to participate in public meetings, including persons requiring auxiliary aids or services, may request such modifications or accommodations by calling the Office of the City Clerk (530-661-5806) at least 48 hours prior to the meeting.



TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: Special Joint City Council/Planning Commission Study Session
DATE: December 17, 2019
ITEM #: F.1.
SUBJECT: Joint Study Session of the City Council and Planning Commission
Concerning the Proposed Comprehensive Zoning Code Update

Recommendation for Action: Staff recommends that the City Council and Planning Commission: 1) receive a staff report and presentation; 2) offer questions, comments, and observations; and 3) provide feedback on discussion topics

Staff Contact:

Cindy Norris, Principal Planner, cindy.norris@cityofwoodland.org

Fiscal Impact:

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. 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. 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. Following an RFP process the firm of Lisa Wise Consulting (LWC) was selected. On August 20, 2019 Council authorized a contract with LWC in the amount of \$358,610.

Report in Brief:

The purpose for the joint study session will be for the City Council and Planning Commission to receive a report and presentation concerning the Comprehensive Zoning Code Update process that will include an analysis of the existing Zoning Ordinance and Interim Zoning Ordinance, and suggested recommendations to achieve a more effective regulatory tool to encourage the type of development desired consistent with the 2035 General Plan. The assessment, based upon detailed technical review, site assessments, as well as stakeholder interviews, provides suggestions concerning code organization and usability, zoning districts, use regulations, development standards, development review and approval process, and compliance with state and federal law. After the report and presentation, the City Council and Planning Commission will be asked to provide feedback on discussion topics that will assist in drafting the code update.

The goal of the Comprehensive Zoning Ordinance update will be to facilitate new desired development through the provision of clear and understandable standards, guidelines, and procedures. An updated development review process will assist staff and decision makers to allow qualified development with expedited review, thereby helping to reduce the front-end design/development costs particularly for new housing projects.

Background:

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 significant areas of inconsistency between the 2035 General Plan and the existing Zoning Code.

Interim Zoning Ordinance targeted specific land use districts, primarily along corridors, but did not address all areas in the current code. The Interim Ordinance has allowed the City to test new standards and guidelines, including an updated use table and development review process, which has utilized a staff level minor

conditional use review.

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. 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. 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.

Over the last three years the State has approved a number of new laws that are intended to streamline and facilitate housing. A total of 18 bills were passed in 2019 alone. In addition, the State has released new housing needs allocation numbers (RHNA). Woodland will need to zone or designate land to accommodate the regional housing allocation by 2021.

The intended purpose for the project is to update the City's Zoning Code to address recent legislation, to accelerate housing production and streamline approval of housing development, and to prepare a code that utilizes best practices to facilitate livability, sustainability, increased density, and multi-modal access. As stated in the recommendations memo; *"A well designed city that incorporates appropriate development standards into its regulations will directly elevate the quality of life and appearance of the community, attract investment, an increase communal pride."*

Discussion:

Upon initiation of the contract with LWC, Staff held a kick off meeting and tour with the consultant team. Additionally, LWC has conducted a detailed technical and site analysis of Woodland. Further, over a period of two days, the team conducted interviews with 31 individuals identified as stakeholders who conduct business and/or development in Woodland in order to gain insight regarding concerns or constraints they may have experienced with zoning.

Presentation and Review:

The consultant team from Lisa Wise Consultants (LWC) and Staff will lead a joint study session with the City Council and Planning Commission. A copy of the presentation slides accompanied by the Recommendations Memo prepared by LWC are attached to this report. Review and input from the Planning Commission and City Council will be critical in helping to identify the proper direction to take on issues that are critical to the drafting of the Zoning Ordinance update.

Power Point Slide Deck

The slides provide a presentation overview including a graphic site analysis and summary of key discussion topics as well as a summary of the Memo and Outline discussed below.

Zoning Code Recommendations Memo

The Memo will highlight General Plan policy direction, assess strengths and weaknesses of the of the existing Zoning Ordinance and Interim Zoning Ordinance, and present ideas for the Code Update. The memo will also provide recommendations for appropriate zoning approaches, including form-based, performance based, incentive based, and use based.

The assessment, informed by detailed technical review, site assessments, as well as stakeholder interviews, provides preliminary recommendations concerning code organization and usability, zoning districts, use regulations, development standards, development review and approval process, and compliance with state and

federal law.

The memo discusses the balance required between certainty and flexibility as stated in Section 5 Development Review and Approval:

“Generally, prospective developers value three central qualities in any administrative code: 1) certainty in the requirements and structure of the review process, 2) built-in flexibility to adjust development standards to the needs of individual projects, and 3) opportunities to request relief from requirements that constitute a substantial burden”.

Project Time Frame

The Comprehensive Code Update process anticipates final code adoption by August of 2020. The Public Review Draft Zoning Code and Revised Zoning Map are proposed to be released mid-May 2020. Public hearings on the draft will be scheduled in June and July of 2020.

Public Noticing

A display ad providing notice of, and inviting the public to attend the Joint Study Session was posted in the Daily Democrat on Saturday, December 14, 2019.

The process will build upon the extensive public outreach and input received during the recent General Plan update process in 2017 and adoption of the Interim Zoning Ordinance in 2018. Additional public outreach will be incorporated into the process as appropriate including stakeholder interviews, study sessions and public hearings. Notice regarding meetings will be posted on the Comprehensive Zoning Code update web page: <https://www.cityofwoodland.org/1165/Comprehensive-Zoning-Update>

Conclusion:

Staff recommends that the City Council and Planning Commission: 1) receive a staff report and presentation; 2) offer questions, comments, and observations; and 3) provide feedback on discussion topics

Prepared By: Cindy A. Norris, Principal Planner
Stephen Coyle, Deputy Director Community Development

Reviewed By: Ken Hiatt, Assistant City Manager / Community and Economic Development Director



Paul Navazio
City Manager

Attachments:

1. Comprehensive Zoning Power Point
2. Recommendations Memo

Joint Planning Commission/ City Council Study Session

December 17, 2019

WOODLAND COMPREHENSIVE ZONING UPDATE

Growing Strong

LWC

1

Introduction

Consulting Team

- LWC
 - Lisa Wise
 - Monica Szydlak
 - Alex Chapman
- Fisher Town Design
 - Lois Fisher

City of Woodland

- Steve Coyle, Deputy Director of Community Development
- Cindy Norris, Principal Planner

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City of Woodland Comprehensive Zoning Code Update

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Agenda

1. Project Goal

2. Project Overview and Objectives

3. Site Analysis

4. Recommended Framework for Comprehensive Code

5. Some Key Issues/Challenges for Discussion

WOODLAND COMPREHENSIVE ZONING UPDATE

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Project Schedule

We are here

2019

SEP

OCT

NOV

DEC

2020

JAN

FEB

MAR

APR

MAY

JUN

JUL

AUG

Project Kick-off

Stakeholder Interviews

Site Analyses and Recommendations Memo

Joint PC/CC Study Session

Joint PC/HPC Study Session

Admin Draft Zoning Code

Community Open House

Hearing Draft Zoning Code

Public Review Draft Zoning Code and Revised Zoning Map

Public Hearings

Final Code

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Project Goal

The goal of the Comprehensive Zoning Ordinance update will be to facilitate new desired development through the provision of clear and understandable standards, guidelines, and procedures.

City of Woodland

Community Development Department

1000 E. Main Street, Suite 100

Woodland, CA 95694

Phone: (916) 932-4400

Fax: (916) 932-4401

www.cityofwoodland.org

General Application Form

1. OWNER/APPPLICANT

Project Name:

Address:

City/Zip:

Phone Number:

Cell Number:

Email Address:

2. REQUEST DESCRIPTION

Project Description:

Request Type: New/Existing:

Request for: New/Existing:

Request for: New/Existing:

Request for: New/Existing:

Request for: New/Existing:

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Project Overview and Objectives

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Project Overview

- Identify Issues, Challenges, and Opportunities
- Recommend Strategies for a Comprehensive Code Update
- Community Outreach on Key Issues and Ideas
- Draft Code Update



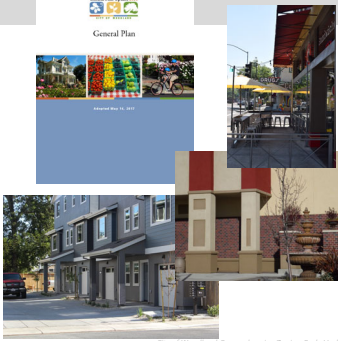
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Purpose of Zoning

- Implements the General Plan
- Determines the form and character of what is built
- Encourages appropriate uses of land
- Facilitates neighborhood compatibility and preserves community character
- Maintains and enhances the value of property



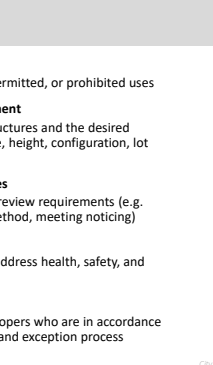
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What Zoning CAN Do

- Regulate Use**
 - Identifies permitted, conditionally permitted, or prohibited uses
- Regulate Development Form and Placement**
 - Clarifies the types of buildings or structures and the desired character of the community (e.g. size, height, configuration, lot coverage)
- Set Review Requirements and Procedures**
 - Provides administration and project review requirements (e.g. submittal requirements, approval method, meeting noticing)
- Facilitate Land Use Compatibility**
 - Provides performance standards to address health, safety, and welfare
- Provide Predictability and Flexibility**
 - Provides by-right approvals for developers who are in accordance with identified zoning requirements and exception process



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What Zoning CANNOT Do

- Dictate Architectural Style**
 - Development controls can improve physical character with respect to building envelope but cannot dictate style
- Regulate Free Market**
 - Cannot determine exact mix of tenants in private development
- Establish Land Use Policy**
 - A land use and development code is an implementation tool
- Reallocate Impact Costs**
 - Making density or desired uses less expensive by shifting the cost burdens of the externalities of excessive land consumption

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Objectives of Comprehensive Code Update

- Implement the City's General Plan policies
- Reflect community character
- Respond to economic realities and trends
- Reinvestment in the community
- Build on Interim Zoning
- Legally adequate
- User Friendly
- Facilitate development of housing for all segments
- Stay within existing CEQA clearance

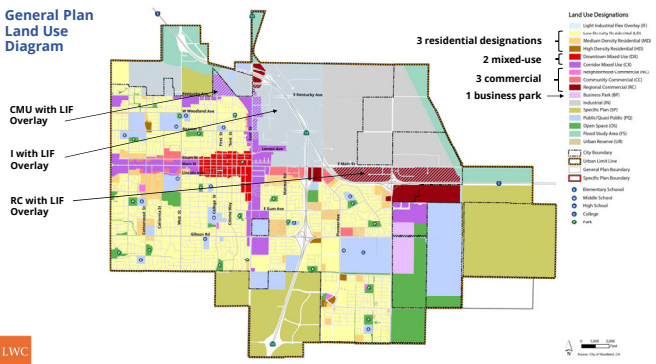


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General Plan Land Use Diagram



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Existing Policy Document Framework

Policy Documents:

- 2035 General Plan
- 2035 Climate Action Plan
- Downtown Specific Plan
- Community Design Standards

Other Regulatory Requirements:

- CEQA
- HCP/NCCP

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State Requirements

New Legislation Relevant to the Code Update.

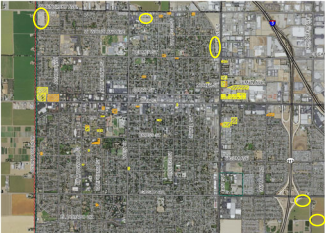
- Density (AB 1397, 2017 RHNA; AB 1763, 2019)
- Streamlined Ministerial Approval Process (HAA, SB 35, 2017; SB 330, 2019)
- Application requirements (SB 330, 2019)
- Affordable Multi-family/Objective Standards (SB 2, 2017, AB 1505, 2017)
- Accessory Dwelling Units (ADUs) (Multiple 2017, 2018 and 2019)
- Cannabis
- Farmworker housing
- Supportive Housing (AB 2162, 2018)

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Sites for Housing



2021-2029 RHNA Requirements:
Total: 3,087 units
Low and Very Low Income units: 1,062

An analysis of potential housing sites will be required and proper zoning applied, which may result in use restrictions on some properties.

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Site Analysis

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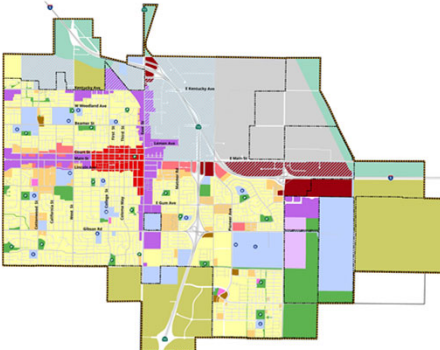
City of Woodland Comprehensive Zoning Code Update

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Zoning and Development Standards

Citywide Issues

- Density – areas that can support increased density
- Affordability – units should be distributed throughout the City
- Mix of uses – provide for a mix of jobs and housing as appropriate
- Economic Development – promote economic development and community reinvestment



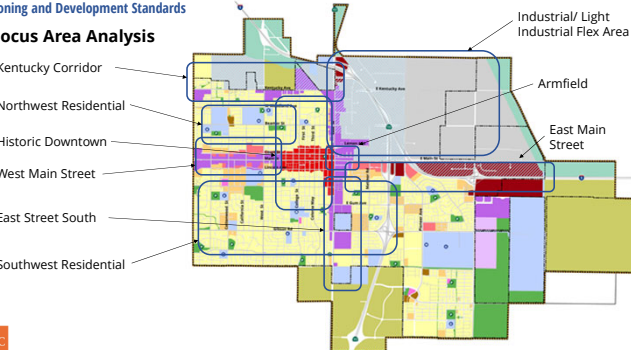
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Zoning and Development Standards

Focus Area Analysis



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Historic Downtown Commercial and Residential

Historic preservation areas:

- Context - scale and design
- Architectural history
- Challenges for adaptive re-use of historic properties

Downtown infill:

- Challenges for new residential
- Upper-floor vacancies
- Challenges for re-use of historic properties
- Historic building code

Alleys:

- Connectivity
- Access
- Parking
- Design
- Utilities/Services

Transitions:

- Side and rear setbacks
- Height
- Use compatibility
- Parking

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West Main Street

Opportunity areas

Uses:

- Service uses
- Auto-oriented
- Professional office

Improvements to West Main:

- Bicycle lanes
- Sidewalk
- Pavement rehabilitation
- ADA corner improvements
- Utility upgrades
- Traffic signal improvements

Building Form and Streetscape:

- Small parcels
- Inconsistent setbacks
- Variety of sign types
- Building orientation
- Driveway conflicts

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East Main Street

East and Main:

- Infill opportunities
- Transit entryway

Critical east-west corridor:

- Community Commercial uses
- Transit services/hub
- Planning improvements to bike path/lanes
- New hotel approved

North of I-5:

- Regional Commercial
- Industrial/Logistics
- Auto dealers
- Hotels

South of I-5:

- Regional Commercial expansion

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Armfield

Intersection improvements:

- Lemen Ave
- Walkability
- Street Trees
- Connectivity

Infill/Affordable Housing Opportunity:

- Master Planned Development Opportunity
- Mixed support for allowing housing areas among stakeholders

Connectivity/Barriers:

- Railroad ROW
- Utility mains
- Road circulation

Adjacency Issues:

- Industrial Processing and Residential

Alleys:

- Connectivity
- Access
- Parking
- Design

Existing homes:

- Streamlined ADU process would benefit this area
- Impacts to adjacent uses (Noise, AQ)

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Kentucky Avenue Corridor

Existing parks/open space connections

Kentucky Ave Street Improvements/Infrastructure upgrades

Flex Industrial/commercial space connections:

- Ag support uses
- Housing restrictions to the north
- Flood study area

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Industrial/Light Industrial Flex Area

Shaping the streetscape/public realm of N East Street:

- Bike lanes, screening, visibility of parking
- Rail corridor

Industrial Uses:

- Impacts to adjacent uses (Noise, AQ, food safety)
- Flooding
- Truck parking

Light Industrial Areas:

- Nature of LIU uses
- Mixed support for allowing housing
- Transitions between LI areas and corridors

City gateways/identity:

- Storage uses
- Screening

Flood zone

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Current Zoning

Performance-based zoning: an essentially discretionary review and approval process that requires qualifying “targets” rather than specific development standards.

- Requires assessment on a case by case basis.
- Fundamental constraint: a high level of discretion by Planning.
- Can be a tool to assist in separating or mitigating uses that may have negative impacts on sensitive uses, e.g. dust, odor, noise.

Use	Permitted	Not	Not
17.72.050 Performance standards.			
A. All uses or activities shall be conducted wholly within completely enclosed buildings; temporary outdoor uses, vehicle leasing, sales and services, or where in the opinion of and the proposed outside use is in character and harmony with the surrounding area.			
B. All uses adjacent to residential zones shall be located, oriented and designed to a:			
C. Fencing and landscaping adequate to screen development from adjacent residents.			
D. Maximum noise level at property lines not to exceed 65 dBA Ldn.			
E. Outside storage of solid wastes and containers for solid waste, containers, merchandise prohibited except where screened to the satisfaction of the Planning Commission or its:			

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Interim Land Use and Zoning Map

- Adopted May 2017 as a first step in implementing the GP
- Applies to areas where the Code was most inconsistent with the GP

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Interim Land Use and Zoning Map

Community Commercial

Regional Commercial

CMU-Kentucky

CMU-West Main

DMU

Establishes mixed-use and commercial zones with basic dimensional standards that are generally limited to **first floor height; reduced front, side and rear setbacks; a higher maximum lot coverage; reduced parking requirements; and a range of qualitative regulations relating to the building-to-street relationship.**

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Form-Based Zoning

Form-based codes (FBC): Land development regulations that emphasize the desired physical form—the design, scale, and relationships—of buildings and public space.

- Seeks to achieve a specific urban form and to shape a higher-quality built environment
- Does not replace state and local building codes.
- Meets new State requirements of the Housing Accountability Act for objective standards.

Conventional Zoning (Euclidean)	Form-Based Zoning
Use/Density	Form
Management	Management
Form	Use

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Form-Based Zoning Approach

Form-based codes:

- Include graphics that are easy to understand and implement.
- Specifies desired building form and site development
- Describes desired or intended outcome rather than what is prohibited.
- Provides greater flexibility for uses.

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Form-Based Zoning Objectives

Flexibility: Uses may change over time with less regulatory approval.

Predictability: Physical standards rather than numerical parameters.

Placemaking: Private buildings shape public realm. Desirable neighborhood characteristics such as massing, openings, placement, shape, and roof form are preserved and codified.

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Discussion Topics Continued

Shall vs. Should

A zoning code should balance prescriptive and discretionary requirements. The state requires "objective standards" for housing development.

- Prescriptive standards provide developers with certainty and streamline approvals
- Set minimum standards of quality
- Should be location-appropriate
- Flexibility can be allowed with a discretionary review process
- Flexibility can accommodate special conditions and cases

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Discussion Topics Continued

Zoning and Sustainability

Enhance walkability/bikeability, reduce GHG

- Introduce walk-to destinations in neighborhoods
- Increase variety of employment opportunities and the location and compatibility of those jobs
- Accommodate changing employment trends

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Discussion Topics Continued

Streetscape and the Public Realm

Zoning regulates the private realm. Private investment follows public commitment.

- By-right development may not trigger significant public improvements

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Discussion Topics Continued

Density

To achieve the required regional housing need (RHNA) numbers as well as many of the desired results in the General Plan re-zoning to achieve increased housing will be required.

- Locations
- Prioritize housing over other uses
- By-right development standards
- Compatibility

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Discussion Topics Continued

Questions or Comments about the Zoning Code

- What **is** effective in the current code and should not change?
- What is **not** effective in the current code and should change?

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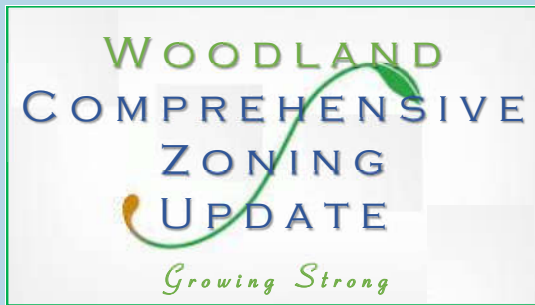
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The End

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CITY OF WOODLAND COMPREHENSIVE ZONING UPDATE

RECOMMENDATIONS MEMO

December 2019

Prepared for:

City of Woodland
300 First Street
Woodland, CA 95695

Prepared by:



Lisa Wise Consulting, Inc.
983 Osos Street
San Luis Obispo, CA 93401

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Appendix A: Key Policy Direction

Appendix B: Stakeholder Interview Summary

Introduction

The City completed a comprehensive update to its General Plan in 2017. The Zoning Code is one of the primary tools a city has for implementation of its General Plan. A Zoning Code translates the policies of a general plan into parcel-specific regulations, including land use regulations and development standards. The type and intensity of land uses that are permitted and how they perform will be critical to achieving the General Plan's vision for neighborhood preservation and enhancement, economic development, environmental sustainability, and community health.

The Project

The Comprehensive Zoning Update will replace the City's Zoning ordinance (Chapter 17 of the City's Municipal Code) and repurpose it as a more effective tool to provide the kind of development that Woodland wants, consistent with the General Plan. The objective is to produce a user-friendly set of regulations that provide clear direction about the City's expectations and to facilitate development of quality projects by tailoring standards to specific areas of the city, making standards clear and effective, streamlining review processes, and incorporating flexibility to adapt to specific circumstances. This memo evaluates the effectiveness of the existing Code and identifies a set of recommendations to be considered by the City for the Comprehensive Code Update.

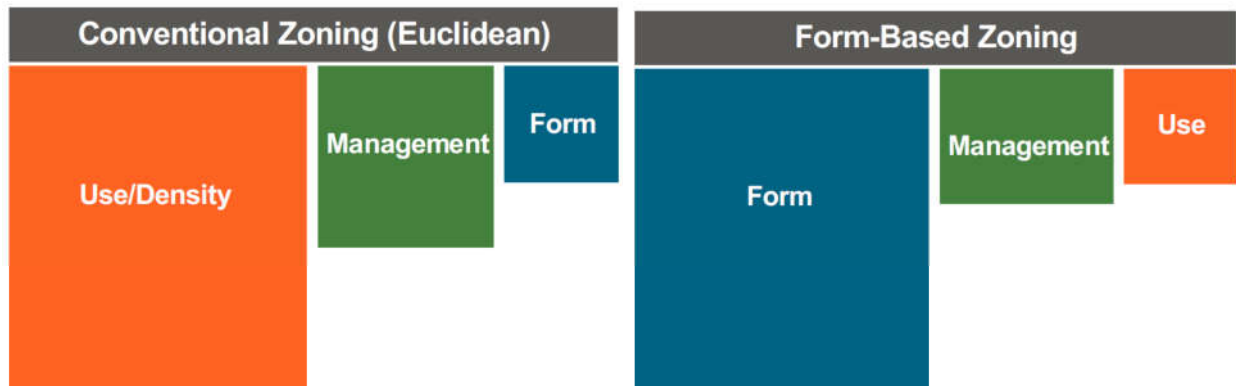
As a first step in ensuring that the Zoning Code implements the new General Plan, the City adopted the 2018 Interim Zoning Ordinance, which applies to approximately 11 percent of the land area within the City. The Interim Zoning Ordinance, however, is limited to specific corridors within the city. While the interim ordinance provides predictability and certainty for some property owners and developers during a "transition" period, the city has now embarked on a comprehensive update of the city-wide Zoning Code.

What is Zoning?

While the General Plan sets forth a wide-ranging and long-term vision for the City, the Zoning Code specifies how each individual property can be used to achieve those objectives. Zoning is the body of rules and regulations that control what is built on the ground, as well as what uses occupy buildings and sites. It determines the form and character of development, such as the size and height of buildings, and also includes provisions to ensure that new development and uses will fit into existing neighborhoods by establishing the rules for being a "good neighbor."

Zoning codes in many jurisdictions are also evolving from being primarily Euclidian or "use-based" codes with a primary emphasis on the regulation of land use with the built form of a community considered secondarily, to codes that focus primarily on the built form of a community with use of the building or site as a secondary consideration. These "Form-Based Codes" are growing in acceptance nationally and elsewhere around the world as an appropriate tool to provide alternatives to traditional City development patterns especially where mixed-use development in more walkable

urban contexts is desired. Form-based code elements will be included as part of the updated Woodland Code.



The Form-Based Code Institute (www.formbasedcodes.org) defines a form-based code as “a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a guideline, adopted into city, town, or county law. A form-based code offers a powerful alternative to conventional zoning regulation”.

A Form-Based Code also addresses the relationship between building façades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. Standards in FBCs are presented primarily with clearly drawn diagrams and other visuals as well as supporting text keyed to a regulating plan that designates the appropriate form and scale (and therefore, the character) of development, rather than only distinctions in land-use types.

This approach contrasts with conventional zoning’s focus on the segregation of land uses, and the imprecise control of development intensity through tools like FAR, density, setbacks, parking ratios, etc. which do not regulate built form well.

What Zoning Can Do

Zoning codes are used to implement the community goals expressed in the General Plan. Zoning codes include the following:

- ✓ **Use Regulations.** Development codes specify which uses are permitted, which uses are required to meet specified standards or limitations, and which uses are prohibited. In this way, the development codes determine the appropriate mix of compatible uses, as well as how intense these uses can be.
- ✓ **Development and Design Standards.** Development codes reflect the desired physical character of the community in a set of development and design standards that control the height and bulk of buildings, street frontage and architectural character, location of parking and driveways, “buffering” of uses, and landscape needs.
- ✓ **Performance Standards.** Development codes often include standards that control the “performance” of uses to ensure land use compatibility between new and existing

neighborhoods or uses. Performance standards address items such as noise, glare, vibration, and stormwater runoff.

- ✓ **Predictability.** The use regulations and development standards established in development codes provide neighbors with assurance of which land uses are permitted and the scale to which they may be developed. Developers benefit from knowing exactly what can be done. City staff benefits too, since the need for case-by-case discretionary review of development applications is reduced.

What Zoning Cannot Do

There are things that zoning cannot do, since it is limited in some respects by State law and legal precedent. However, issues not addressed in zoning are usually addressed by other planning tools, such as specific plans and design guidelines. Zoning will not do the following:

- ✗ **Dictate Architectural Style.** Although development codes can improve the overall physical character and design of the community, they must present objective, quantifiable criteria when it comes to design. Architectural style is usually addressed in specific plans and design guidelines adopted separately.
- ✗ **Regulate Free Market.** Development codes cannot create a market for new development. For example, it cannot determine the exact mix of tenants in a private development. It can, however, create opportunities in the real estate market by removing barriers and offering incentives for desirable uses.
- ✗ **Establish Land Use Policy.** Development codes are a tool for implementing land use policy, not setting it. As such, development codes are not the appropriate means for planning analysis or detailed study. Development codes take direction from the General Plan.

Why Update the Code?

A zoning code is a critically important tool for the implementation of a city's General Plan. A well-written and easily implementable zoning ordinance will enable property owners and developers to build new projects that meet the cities stated goals and objectives. The Zoning Code, Chapter 17 of the Woodland Municipal Code, was last comprehensively decades ago. It has been amended numerous times, leading to internal inconsistencies, does not reflect recent laws, and several sections lack clarity and specificity. While it has generally worked well over the years, as land use patterns diversify and modernize, the regulations can sometimes hinder new objectives and economic development, particularly in areas that necessitate more context-sensitive applications. Additionally, continuing to implement the General Plan through individual amendments to the Zoning Code may result in a Code whose length, complexity and organization will be a constant source of frustration for users.

Policy and Regulatory Framework

Aside from the Zoning Code itself, key sources that contribute to the existing policy and regulatory framework and that will inform the comprehensive update include:

The General Plan

The 2017 Woodland General Plan represents the basic policy direction of the City of Woodland regarding community values, ideals, and aspirations to govern a shared environment through 2035. It provides a vision for the future, establishes a framework for how the city should grow and change over the next two decades, and addresses all aspects of development including land use, transportation, housing, economic development, public facilities and infrastructure, and open spaces, among other topics. It emphasizes retaining and enhancing the Woodland's small-town characteristics, strengthening the historic Downtown, fostering economic growth, providing a choice of housing types, providing options for mobility, and promoting an active, healthy, and green lifestyle for Woodland residents.

The challenge now is to evaluate the City's regulatory framework's ability to achieve the City's vision and get the type and quality of development it wants. The Zoning Code should clearly communicate and effectively implement the Plan's policies and incorporate its carefully crafted direction for the development, maintenance, and improvement of land and properties. This paper contains observations and strategies for improving regulations to be more conducive and effective in achieving the vision articulated in the General Plan. Key policy direction from the General Plan is listed in Appendix A.

Interim Zoning Ordinance

The adoption of the Interim Zoning Ordinance in May 2017 was a first step in implementing the General Plan. The IZO establishes interim zones and zoning regulations for the areas of the City where the Zoning Code was most inconsistent with the General Plan vision. While the IZO addresses select corridors of the city, its approach to development standards is a departure from that of the Zoning Code. The IZO establishes several mixed-use and commercial zones that with basic dimensional standards that are generally limited to first floor height; reduced front, side and rear setbacks; a higher maximum lot coverage; reduced parking requirements; and a range of qualitative regulations relating to the building-to-street relationship. In addition, land uses have been updated.

Downtown Specific Plan

Adopted in 2003, the Downtown Specific Plan establishes the vision development regulations for the 139-acre core of the city. It begins with a vision for the downtown – that of a that of a “vibrant Downtown area where visitors, shoppers, and businesspeople stroll on attractive sidewalks shaded by trees, canopies, and tasteful awnings that reflect the historic nature of the area. Along the sidewalks are benches that encourage people to stop to talk or rest along the way.” It also includes a land use and development plan, design guidelines, policies and standards, and actions, among other elements.

In 2016, the City began an effort to update to Specific Plan by outlining new strategies for achieving the Plan's vision. This included a detailed survey of existing buildings in the Downtown and draft updated development standards for the Specific Plan Area. While the draft standards are not adopted, the evaluation and recommendations presented in this paper respond to the draft updated standards instead of those of the adopted Specific Plan. Ultimately, the City intends for the Comprehensive Code to carry forward the efforts begun on the update to the Specific Plan and to supersede the Specific Plan document itself.

Community Design Standards

The 1998 Community Design Standards were last updated in 2004. The document, which was developed due to the lack of design guidance in the Code, includes community design standards on the following topics: Neighborhood Design; Single-Family Residential Development; Multi-Family Residential Development; Duplex Residential Development; Commercial Development; Industrial Development; Signs; Landscaping; Walls; Screening and Lighting; Street, Streetscapes, Improvements and Entryways; and Enforcement. Like the Downtown Specific plan, it is anticipated that the Comprehensive Zoning Code will replace the Community Design Standards.

This Paper

As the first step of this project, the City's consultant team, Lisa Wise Consulting, Inc. (LWC), is evaluating the City's current regulatory approach and determining if there are alternative approaches that would better implement the new General Plan, carry forward the elements of the IZO that have been successful, attract high quality development that meets community needs, and respond to State and federal mandates.

This working paper summarizes the principal findings and conclusions of an assessment of existing regulatory tools, field reconnaissance of current development, and discussions with stakeholders and City staff. Six topical areas were identified:

1. Code Organization and Usability;
2. Zoning Districts;
3. Use Regulation;
4. Development Standards;
5. Development Review and Approval; and
6. Compliance with State and Federal Law

Each of these issue areas is addressed in subsequent sections of this paper. Included as appendices are a summary of the stakeholder interviews (Appendix A) and a style guide for form-based sections of the Code (Appendix B).

Next Steps

This paper will be the basis for the December 17 Joint City Council/Planning Commission study session. Comments and direction from the study session and further work with City staff will guide preparation of an Annotated Outline and Style Guide representing a recommended approach to the overall organizational structure of the new Zoning Code and a work plan for conducting the Update.

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1 Code Organization and Usability

The need to update the Zoning Code to implement the General Plan presents the opportunity to make the code more user-friendly, concise, and clear. The Code-user interviews, summarized in full in Appendix B, indicated that the learning curve for the Code is an obstacle to outside developers, which has an impact on economic development and development in Woodland. As described above, development standards are found in separate documents, making navigation difficult. Applicable regulations should be easy to find within a single well-organized code that is easy to use and understand. This section contains general observations about the Code's existing organization, format, and usability, as well as strategies for improvement.

The Existing Code

The Woodland Zoning Code, Title 17 of the Woodland Municipal Code, comprises the following 41 chapters:

- 17.04 GENERAL PROVISIONS
- 17.08 ESTABLISHMENT AND DESIGNATION OF ZONES
- 17.12 DEFINITIONS
- 17.16 RESIDENTIAL LAND USE TABLE
- 17.20 A-1 AGRICULTURAL ZONE
- 17.24 O-S OPEN SPACE ZONE
- 17.28 R-R LARGE LOT RESIDENTIAL ZONE
- 17.32 R-1 SINGLE-FAMILY RESIDENTIAL ZONE
- 17.36 R-2 DUPLEX RESIDENTIAL ZONE
- 17.40 N-P NEIGHBORHOOD PRESERVATION ZONE
- 17.44 T TRANSITION OVERLAY ZONE
- 17.48 R-M MULTIPLE-FAMILY RESIDENTIAL ZONE
- 17.52 P-D PLANNED DEVELOPMENT OVERLAY ZONE
- 17.56 SPRING LAKE SPECIFIC PLAN PREZONING DISTRICTS
- 17.60 COMMERCIAL LAND USE TABLE
- 17.64 C-1 NEIGHBORHOOD COMMERCIAL ZONE
- 17.68 CBD CENTRAL BUSINESS DISTRICT

17.72 C-2 GENERAL COMMERCIAL ZONE
17.76 ESD EAST STREET DISTRICT
17.80 C-3 SERVICE COMMERCIAL ZONE
17.84 C-H HIGHWAY COMMERCIAL ZONE
17.88 EOZ ENTRYWAY OVERLAY ZONE
17.92 I INDUSTRIAL ZONE
17.96 FP FLOODPLAIN OVERLAY ZONE
17.100 CONDOMINIUM DEVELOPMENT
17.104 SPECIAL PROVISIONS
17.108 PERSONAL CULTIVATION OF CANNABIS
17.110 COMMERCIAL CANNABIS BUSINESSES
17.112 LANDSCAPING
17.116 OFF-STREET PARKING AND LOADING
17.120 SIGNS
17.124 EXCEPTIONS AND MODIFICATIONS
17.128 PLAN LINES
17.132 CONDITIONAL USE PERMITS
17.136 VARIANCES
17.140 AMENDMENTS AND ZONE CHANGES
17.144 ADMINISTRATION AND ENFORCEMENT
17.148 ZONING ADMINISTRATOR
17.152 EMERGENCY SHELTERS
17.156 SPECIFIC PLANS
17.160 SPRING LAKE SPECIFIC PLAN BUILDING UNIT ALLOCATION PROGRAM

The Code's 41 chapters, numbered sequentially in increments of four, are not grouped or placed in any organizational hierarchy, and several lack a purpose statement. The two sections of the Code containing use tables are separated by many chapters. Chapters for base zoning districts are not all consecutive. Similarly, overlay districts are scattered throughout the base zoning districts. Standards and provisions that apply citywide generally begin with 17.100 Condominium Development and those of an administrative nature generally begin at 17.124 Exceptions and Modifications. While the chapters of the Code are generally grouped by topic in this way, there is no level in the organizational hierarchy to group the chapters to make the Code easier to use and navigate.

The Interim Zoning Ordinance, by contrast, do reflect an organizational hierarchy. The Ordinance is grouped into six Articles of between three and 11 sections each:

ARTICLE 1 GENERAL PROVISIONS

- 1.01 Title
- 1.02 Purpose and Authority
- 1.03 Definitions and Key Terms of Reference
- 1.04 Permit Procedures and Variances
- 1.05 General Plan Conformity Review

ARTICLE 2 INTERIM ZONES

- 2.01 Purpose
- 2.02 Zoning Ordinance Provisions Superseded
- 2.03 Interim Zones
- 2.04 Interim Zoning Map

ARTICLE 3 ZONING DISTRICT REGULATIONS

- 3.01 Purpose
- 3.02 Zoning Ordinance Provisions Superseded
- 3.03 Uses Permitted, Conditionally Permitted, and Prohibited
- 3.04 Zoning Administrator Review Minor/Major
- 3.05 Special Regulations in the Corridor Mixed Use Zones
- 3.06 Special Regulations in the Community Commercial Zone
- 3.07 Special Regulations in the Regional Commercial Zone
- 3.08 Special Regulations in the Light Industrial Flex Overlay Zone
- 3.09 Residential Density in the R-M Residential Multiple Family Zone
- 3.10 Flood Study Area Zone
- 3.11 Use Regulations and Standards in All or Several Zones

ARTICLE 4 DIMENSIONAL, INTENSITY, AND DENSITY REGULATIONS

- 4.01 Purpose
- 4.02 Zoning Ordinance Provisions Superseded
- 4.03 Setbacks
- 4.04 Landscaping, Open Space and Parking
- 4.05 Residential Density, Building Intensity, and Height

ARTICLE 5 REQUIRED FINDINGS

- 5.01 Purpose
- 5.02 Uses in Corridor Mixed Use, Community Commercial and Regional Commercial Zones
- 5.03 Commercial Cannabis Uses in the Industrial and Industrial/Light Industrial Flex Zones
- 5.04 Uses in the Light Industrial Flex Overlay Zone

ARTICLE 6 DEFINITIONS

- 6.01 Purpose
- 6.02 Use Groups
- 6.03 Definitions of Terms

Exhibit A – Interim Zoning Map

Exhibit B – Comprehensive Use Table

The organization of the Interim Zoning Ordinance (IZO) into Articles aids in navigation. In general, the Ordinance is concise and easy to use. However, some sections may be more logically located in different articles or re-ordered. For example, some procedural provisions are located in Article 3 instead of in Article 1, and the basic development standards by zone found in Article 4 (height, setbacks, etc.) would typically precede special regulations (building transparency, landscaping, etc.) found in Article 3. The Code also includes a separate use table that has embedded within many standards specific to use and other special provisions in addition to those use-based standards located in Articles 3 and 5. Furthermore, the IZO contains standards that apply to non-IZO zones, such as R-H (Section 3.09).

Complexity and Clarity

The organization of the current Code leaves definitions and standards of development spread out among various chapters and documents. The areas where the document's complexity is most apparent is in the various places and layers of regulations that apply to different uses: the Residential Land Use Table refers to special conditions a through q; the Commercial Land use Table refers to special conditions a through s; and the IZO refers to special limitations L1 through L35. Many of these conditions and limitations may be better located as separate rows on the use table, as separate entries in the Definitions, or in a development standards section, depending on the content. Chapter 17.104 Special Provisions adds complexity by combining into the same chapter standards for specific land uses (e.g. Alcoholic Beverage Establishments), general development standards (e.g., Fences), and procedural provisions (e.g., Site Plan Review). This organizational structure requires code users to flip through a number of different sections, chapters, and documents in order to find all of the regulations that apply to a particular site.

The Code also does not include a separate chapter on rules of measurement. In many cases, measurements are incorporated into definitions or development standards, such as in the definition of "frontage". Clear rules of measurement ensure that all code users are able to determine the way that standards should be applied in the same manner in order to arrive at the same conclusion. In addition, the City's Zoning Code uses map colors and zone names that colors that can be difficult to distinguish among, and also to distinguish from General Plan Land Use map colors and land use designation names.

Duplication

The IZO also contains instances of direct duplication and unnecessary redundancy. Many of the special regulations sections for the interim zones, for example, contain standards for design elements such as building frontage, architectural design, pedestrian access, building transparency and connectivity. When the Code repeats information in nearly identical language, it is not always clear whether nuances in wording or syntax are intended to accomplish different goals. This duplication not only lengthens the text, but also introduces an element of doubt that differently worded regulations might affect a person's ability to develop and use property. It can also complicate zoning administration.

Similarly, definitions are located throughout the Code. While Chapter 17.12 is called Definitions, there are also sections called in other chapters throughout the Code, including in 17.120 Signs, 17.108 Personal Cultivation of Cannabis, 17.100 Commercial Cannabis Business, and 17.152 Emergency Shelters, as well as a Definitions article of the IZO.

Legibility

The existing Code does utilize tables to present certain regulatory requirements; however, table organization and layout could be improved to enhance clarity. For example, the “Area, lot width, and yard requirements” tables that list basic development standards for residential base zones would benefit from simple 2D diagrams in plan. In addition, the tables lack borders, headings, titles; are at times unclear on whether the standards are minimum or maximum; and include cross-references to other sections, that, in turn, refer to a third section. The citywide standards that appear later in the Code, addressing commonly illustrated regulations such as parking, landscaping, and signs, also use diagrams and tables sparingly. Without clear tables and visual examples of development standards and other complex provisions, these sections present difficulties for code users and administrators in visualizing the intent of the regulations and are vulnerable to misinterpretation.

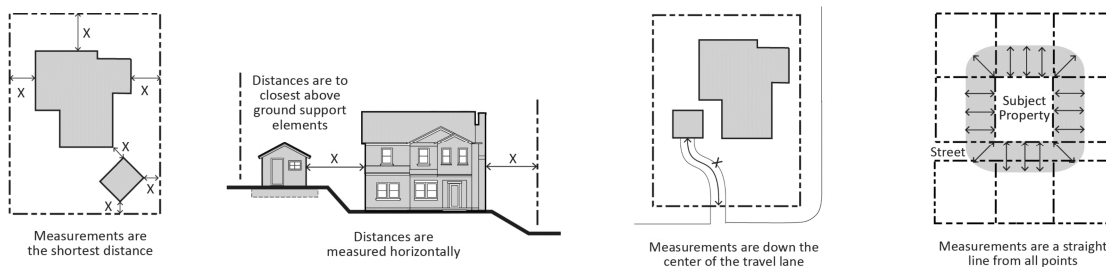
Recommendations for Improving Code Usability

There are a number of strategies that Woodland could consider in drafting a Comprehensive Zoning Code to make it easy to use and understand. These are summarized below.

Consolidate Definitions and Provide Clear Rules of Measurement

The definitions should be consolidated into one location and updated to include modern terminology and be made more general so that they will apply to terms as they are used throughout the Zoning Code and other City codes and ordinances.

The Zoning Code should include a separate chapter on rules of measurement (i.e., measuring height, measuring setbacks, determining lot area, etc.). Clear rules of measurement ensure that all code users are able to determine the way that standards should be applied in the same manner in order to arrive at the same conclusion. Placing a complete set of rules of measurement in one location, either at the beginning or the end of the Code, provides an easy-to-locate reference tool to ensure consistent interpretation and application of standards.



Graphics help provide consistent measurement and interpretation.

Remove/Move Sections as Needed

Chapters and sections that are unnecessary or obsolete should be deleted or moved. For example, base and overlay zones that no longer apply should be deleted; 17.128 Plan Lines may be better located in Engineering Standards or elsewhere under the purview of Engineering or Public Works; and 17.100 Condominium Development sections may be better located in the Subdivision Ordinance. The contents of 17.104 Special Provisions may best be moved to the appropriate section in Administration

and Procedures or Citywide standards. Similarly, provisions specific to uses, such as 17.152 Emergency Shelters, may be moved to a Specific Uses chapter or section.

Utilize a 6-Part Format with Two Different Approaches for Zones

The organization of a Comprehensive Code should retain the most effective parts of the existing Code and IZO and reflect an organizational structure that is intuitive and seamless to the extent possible. Generally adopting the structure of the IZO, a Comprehensive Code could be divided into the following six parts:

- **Division I: General Provisions.** Includes legislative intent, authority, and severability.
- **Division II: Administration and Procedures.** This part includes all permits and procedures. May also include non-conforming provisions.
- **Division III: District Regulations – Conventional.** Includes the establishment of all conventional zones and the basic development standards specific to those zones. Also includes use tables for the conventional zones.
- **Division IV: District Regulations – Form-Based.** Includes the establishment of all form-based zones and the basic development standards specific to those zones. The focus of development regulations will be the interface between the public and private realm and the development's role in creating a healthy, active, and livable urban area. The format and organization of Division IV will be different from Division III, in that the district regulations will be more graphic, focusing on the quality, scale and character of the buildings and spaces around them. It is anticipated that the zones in Division IV will cover the Downtown, corridors, neighborhoods nodes, and other areas as determined appropriate. This section also includes use tables for the form-based zones.
- **Division V: Citywide Standards.** Includes landscaping; parking/loading; lighting and illumination; fences, walls, and screening; encroachments; affordable housing; density bonuses; signage; public art; performance standards; standards specific to uses, and any other standards applicable citywide. Division V will apply to conventional as well as form-based zones, with an applicability section noting exceptions.
- **Division VI: Definitions and Rules of Measurement.** Will separate Definition of Terms and Definition of Uses by Group. Definitions of Sign Terms may also be listed separately or as part of Definition of Terms.

Within each division, chapters, sections, and subsections should also progress from the most often referenced to the least. This organizational structure should be supplemented with improvements to the appearance of the text itself, including wider spacing, different fonts for divisions, chapters, sections, subsections, and the main text, and consistent indentation.

While this paper recommends the above as a general organizing structure, the recommended contents and organization of each division will be detailed in an Annotated Outline.

PAGE HEADER

PROMINENT HEADINGS

CONSISTENT NUMBERING

TABLES

CROSS-REFERENCES

WHITE SPACE

ILLUSTRATIONS

PAGE NUMBER

**Zoning Ordinance
District Regulations**

19.08.050 District Standards

Table 19.08.050A: Building Placement

Setback Distance	Front ¹ A	Corner Side ¹ B	Interior Side C	Rear D
Min.	10 ft	10 ft	0 ft	10 ft
Max.	20 ft	20 ft	--	15 ft

Primary Building

Min. 10 ft 10 ft 0 ft 10 ft

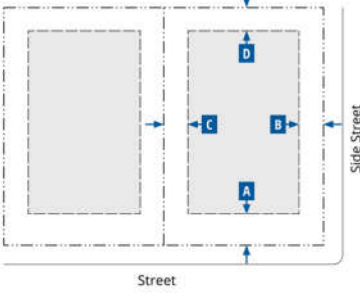
Max. 20 ft 20 ft -- 15 ft

Miscellaneous

A building form with a chamfered corner is only allowed on corner lots and only if a corner entry is provided.

Notes:

¹ See Section 19.16.030 for additional setback standards.



Key for Diagram

- Lot Line
- Buildable Area
- Building Setback Line

19.08.060 Development Regulations

A. Parking Area Landscaped Setback. A landscaped setback at least 10 feet wide shall be provided between the parking area and the adjacent right-of-way. A minimum of one fifteen-gallon tree and two five-gallon shrubs shall be provided for every 40 feet of the street frontage.

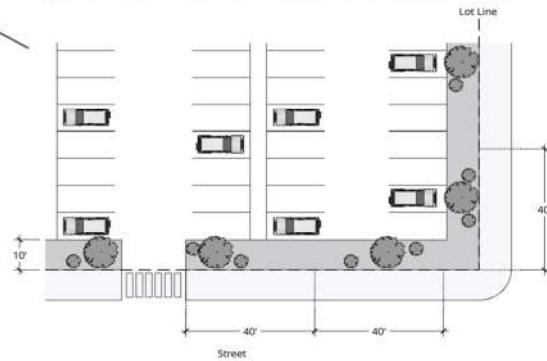


Figure 19.08.060.1: Parking Area Landscaped Setback

*User-friendly
formats help users
find applicable
information and
references quickly.*

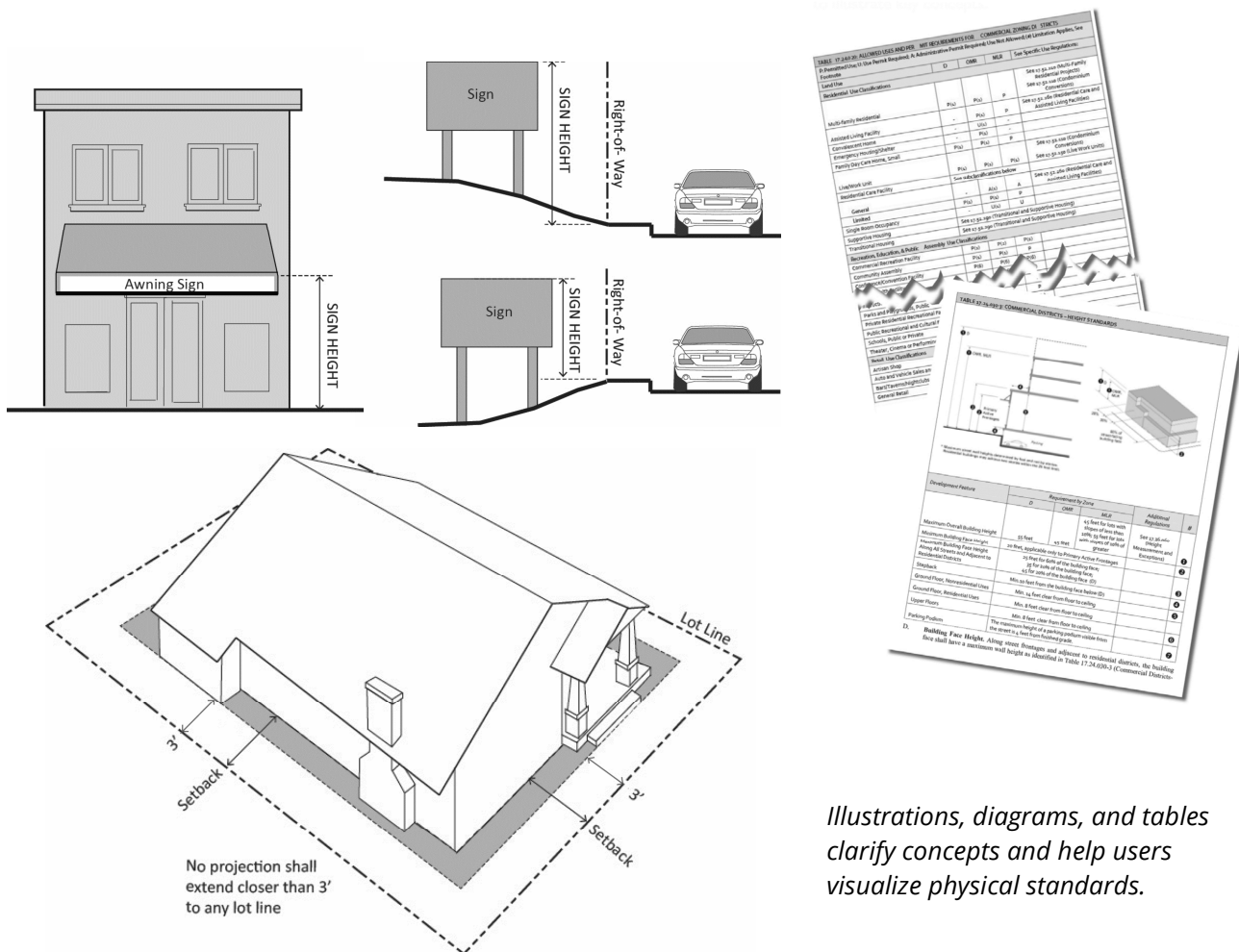
Utilize Tables and Cross-References

The Zoning Code should rely more extensively on tables and cross references in presenting use regulations and development standards. Tables and cross references can provide quick and consistent access to all relevant regulations for a particular topic. The Code can establish a development standard in a single location and utilize extensive cross-references to the standard in applicable situations. This approach helps avoid unnecessary redundancy, repetition of provisions, and confusion from conflicts.

Tables and cross-references also greatly improve the general legibility of complex regulations, and allows the user to quickly compare use regulations and development standards across different districts. This method also helps web-based versions of the Code by facilitating searches with hyperlinks.

Incorporate Graphic Illustrations

In many instances, graphics can communicate development regulations more clearly and in less space than written standards. For example, images can clearly depict standards for measuring building height or yard setbacks, while verbal equivalents are prone to misinterpretation and uncertainty. With visual clarification, fewer sections of the Comprehensive Code will be subject to competing or incorrect interpretations, and regulations can be cleared of much of the jargon that can obscure the Code's intent.



Illustrations, diagrams, and tables clarify concepts and help users visualize physical standards.

Emphasize Clarity and Legibility on Maps

The City's Zoning Code uses map colors and zone names that colors that can be difficult to distinguish among, and also to distinguish from General Plan Land Use map colors and land use designation names. Unless there is a truly "one-to-one" relationship between a land use and a zone, the zoning district names and zoning maps colors should be chosen to avoid confusion with the General Plan land use designations and map.

2 Zoning Districts

Zoning districts create the framework for implementation of General Plan policies and land use designations. The General Plan establishes land use designations and the overall policy basis for land use and development. Zoning then establishes districts which are intended to define distinct locations for different uses, consistent with General Plan land use designations. The Zoning Code and the Interim Zoning Ordinance (IZO) include standards for each of these districts with detailed regulations as to what uses are allowed and what physical development standards apply.

General Plan Land Use Designations and Key Policy Direction

The General Plan establishes distinct land use designations. Land use and development parameters for each land use designation are broadly summarized below:

Residential. Three residential land use designations establish different densities ranges. Low-Density Residential provides opportunities for housing at a gross density of 1 to 8 units per acre; Medium-Density Residential at 8 to 20 units per acre; and High-Density Residential at 20 to 40 units per acre.

Mixed Use. Woodland's residential mixed-use land use designations include the Downtown Mixed Use, the Neighborhood Commercial, and the Corridor Mixed Use designations. The Downtown Mixed Use designation does not limit residential density but specifies an overall floor area ratio (FAR) of between 1.0 and 4.0. Similarly, Neighborhood Commercial does not limit residential density above the ground floor, but the overall FAR range must be between 0.15 and 0.5 and the maximum floorplate for any single user is of 60,000 square feet. In Corridor Mixed Use areas, residential densities are 20 to 40 units per acre and FARs are 0.25 to 2.0 for single use, 0.5 to 3.0 for mixed-use.

Commercial. Two commercial land use designations allow a range of commercial, retail, service, and office uses at different development intensities. Community Commercial allows an FAR of 0.15 to 0.5 with a maximum floorplate for any single user is of 60,000 square feet. Regional Commercial allows an FAR of 0.15 to 0.7, and limits ground floor office uses to 10 percent of the total square footage.

Business and Industrial. This category of uses is limited to the Business Park and Industrial designations. The Business Park designation, while not currently applied within the city boundaries, accommodates master-planned office parks with an overall FAR between 0.25 and 2.0, and may include offices, hotels, and high-density housing ancillary to a business park. The Industrial designation has a maximum FAR of 0.8 and allows ancillary retail and dining.

Other. Three other land use designations include Public/Quasi Public, Open Space, and Flood Study Area, all of which significantly affect the City's character and the quality of life for residents. These include parks, schools, hospitals, museums, and government offices.

Additionally, the General Plan land use map identifies one overlay, the Light Industrial Overlay, which is applied over the Corridor Mixed Use, Regional Commercial, and Industrial designations. This overlay indicates that light industrial or services commercial uses are appropriate or desired, with building

and site design that is context-sensitive and streetscape design that promotes an attractive street appearance.

General Plan Land Use/Existing Zoning District Correspondence

The correspondence of the City's existing General Plan land use designation and existing zoning districts is provided in the table below. In general, more than one zoning implements each land use designation. In some cases, such as Business Park (BP) and Urban Reserve (UR), the land use designation is not currently applied within the City limits and there is therefore no corresponding zoning district.

CURRENT GENERAL PLAN LAND USE DESIGNATIONS AND CORRESPONDING ZONING DISTRICTS AND LOCATION	
<i>General Plan Land Use Designation</i>	<i>Zoning District(s)</i>
Low Density Residential (LD)	R-1 Single Family Residential
	R-2 Duplex Residential
	R-M Multiple-Family Residential
	N-P Neighborhood Preservation
Medium Density Residential (MD)	R-1 Single Family Residential
	R-2 Duplex Residential
	R-M Multiple-Family Residential
High Density Residential (HD)	R-1 Single Family Residential
	R-M Multiple-Family Residential
Downtown Mixed Used (DX)	Downtown Mixed Use (areas 1 through 4 of draft update materials)
	R-M Multiple-Family Residential
Corridor Mixed Use (CX)	Corridor Mixed Use - West Main
	Corridor Mixed Use - East St
	Corridor Mixed Use - Kentucky
	Corridor Mixed Use - Armfield
Neighborhood Commercial (NC)	C-1 Neighborhood Commercial
	C-2 General Commercial
Community Commercial (CC)	Community Commercial
Regional Commercial (RC)	Regional Commercial
Business Park (BP)	-
Industrial (IN)	I Industrial
Specific Plan (SP)	To be assigned Zoning District following adoption of Specific Plan

CURRENT GENERAL PLAN LAND USE DESIGNATIONS AND CORRESPONDING ZONING DISTRICTS AND LOCATION	
General Plan Land Use Designation	Zoning District(s)
Public/Quasi Public (PQ)	O-S Open Space
	R-1 Single Family Residential
Open Space (OS)	O-S Open Space
	R-1 Single Family Residential
Flood Study Area (FS)	Flood Study Area
Urban Reserve (UR)	-
Light Industrial Overlay (IF)	Light Industrial Flex

The adoption of the IZO was instrumental in beginning to bring the Zoning Map in conformity with the General Plan Land Use Designation Map, by establishing zoning districts to implement the CMX land use. Since that time, the City has further identified properties where existing zoning does not align with the General Plan land use designations and seeks to create a single comprehensive code to address these and other issues.

Existing Zoning Districts

Generally, development codes include two types of districts, base and overlay. “Base districts” set the basic regulations that apply within the geographic area that defines the district. A community may want to vary some of the regulations within the base district to respond to particular conditions within defined areas. “Overlay districts” are often used for this purpose.

Overlay districts are “laid over” or applied to base districts in situations in which modification of permitted uses or required standards is appropriate due to specific conditions, circumstances, or goals. Overlay districts can be geographically defined and mapped or can apply wherever specific conditions exist.

The City is divided into the following base zoning and overlay districts. The intent of each of the base zoning districts is described, along with the document where the associated development standards are located.

CURRENT BASE ZONING DISTRICTS			
Zoning District	Summary of intent	Percent of City	Location of Zoning District Regulations
Base Zones			
A-1 Agricultural Zone	Not currently in use.		Zoning Code

CURRENT BASE ZONING DISTRICTS			
Zoning District	Summary of intent	Percent of City	Location of Zoning District Regulations
R-R Large Lot Residential Zone	Not currently in use.		Zoning Code
R-1 Single Family Residential	Provide living areas where development is limited to low density housing	18.01	Zoning Code
R-2 Duplex Residential	Provide living areas where a compatible mixture of one- and two-family dwellings will provide a suitable environment for family living	2.26	Zoning Code
R-M Multiple-Family Residential	Provide residential areas which can accommodate a suitable mixture of more intensive land uses, including multiple-family dwellings, community facilities, and office	2.82	Zoning Code
N-P Neighborhood Preservation	Stabilize and protect the established diverse character of older, predominately residential neighborhoods, where a mix of housing types and other uses exists, and preserve the overall low density residential character of these neighborhoods.	1.71	Zoning Code
Downtown Mixed Use – Area 1	Not defined in draft update materials.	1.44	Draft Update to Downtown Specific Plan
Downtown Mixed Use – Area 2	Not defined in draft update materials.		Draft Update to Downtown Specific Plan
Downtown Mixed Use – Area 3	Not defined in draft update materials.		Draft Update to Downtown Specific Plan
Downtown Mixed Use - Area 4	Not defined in draft update materials.		Draft Update to Downtown Specific Plan
Corridor Mixed Use - West Main	Accommodate significant residential infill and neighborhood-serving retail.	1.23	Interim Zoning Ordinance
Corridor Mixed Use - East St	Facilitate revitalization with design flexibility, while also improving urban character.	2.89	Interim Zoning Ordinance
Corridor Mixed Use - Kentucky	Allow this area to continue to function as an agriculture-industrial corridor while sensitively integrating newer, higher-intensity mixed-use development that activates specific sections of the corridor.	0.94	Interim Zoning Ordinance

CURRENT BASE ZONING DISTRICTS			
Zoning District	Summary of intent	Percent of City	Location of Zoning District Regulations
C-1 Neighborhood Commercial	Provide neighborhood shopping areas where retail business or service establishments supply commodities or perform services to meet the daily needs of the residential neighborhood but not to permit commercial uses which would be more appropriate in the CBD, ESC, C-2, C-3, C-H zones.	0.02	Zoning Code
C-2 General Commercial	Provide a general commercial area for the sale of commodities or the performance of services to serve the entire community.	0.06	Zoning Code
Community Commercial	Provide for commercial development that serves local neighborhoods as well as the rest of the City but does not regularly attract regional, visitor, or pass-through traffic.	0.98	Interim Zoning Ordinance
Regional Commercial	Accommodate retail establishments that serve residents and visitors of the region at large.	3.07	Interim Zoning Ordinance
I Industrial	Encourage sound industrial development by providing areas exclusively for such development subject to regulations necessary to insure the protection of adjoining uses.	16.09	Zoning Code
Flood Study Area	Applies to areas restricted from urban development due to health and safety concerns related to flood risk, or because the property falls within a likely future flood project improvement area.	0.40	Interim Zoning Ordinance
O-S Open Space	Preserve open space recreation area and areas of historical and cultural value, and devoted to the enjoyment of scenic beauty, conservation of natural resources and landscaped areas; to reduce impervious surface coverage for stormwater management.	18.13	Zoning Code
Overlay Zones			
T Transition Overlay Zone	<i>Not currently on Zoning Map.</i>		Zoning Code
Planned Development Overlay Zone	<i>Not currently on Zoning Map.</i>		Zoning Code
EOZ Entryway Overlay Zone	<i>Not currently on Zoning Map.</i>		Zoning Code

CURRENT BASE ZONING DISTRICTS			
Zoning District	Summary of intent	Percent of City	Location of Zoning District Regulations
FP Floodplain Overlay Zone	<i>Not currently on Zoning Map.</i>		Zoning Code
Light Industrial Flex Overlay	Over CMU: Create a transition between industrial and residential mixed-use areas Over RC: Provide for a transition from industrial to retail for the area south of East Main Street and north of Interstate (I-5) Over I: Create a transition from more intensive industrial uses to the east with the intent of minimizing conflicts to other sensitive uses.	9.99	Interim Zoning Ordinance
Southeast Area Specific Plan	<i>Comprehensive Zoning Code will not apply to this area.</i>	3.74	Applicable Specific Plan
Spring Lake Specific Plan	<i>Comprehensive Zoning Code will not apply to this area</i>	9.38	Applicable Specific Plan

Zoning districts listed in the Code that do not appear on the Zoning Map are A-1 Agriculture, R-R Large Lot Residential, T Transition Overlay Zone, PD Planned Development Overlay Zone, and EOZ Entryway Overlay Zone. Zoning districts listed in the Code that were replaced by the IZO and are no longer applicable within the City are ESD East Street District, C-3 Service Commercial Zone, and C-H Highway Commercial Zone.

Recommendations for Zoning Districts

Recommendations for developing Zoning Districts for the Comprehensive Zoning Code are described below.

Streamline Land Use Designation/Zoning District Correspondence

Zoning districts create the framework for implementation of General Plan policies and land use designations. While the City took the first step in General Plan implementation by adopting the IZO, these full range of districts throughout the City needs to be mapped and appropriate development standards and use regulations determined. New overlay districts in addition to the LIF may be warranted to implement General Plan policies related to geographic areas that cover more than one land use designation. For example, new overlay districts could implement the standards and guidelines for historic areas or affordable housing. In addition, a new zone to correspond to the Public/Quasi Pubic land use designation may be warranted to regulate the development of buildings such as schools, hospitals, and community centers.

In general, zoning district boundaries should be adjusted so that an individual district corresponds to the fewest number of General Plan land use categories possible. Zoning District/General Plan land use designation boundaries should be evaluated for alignment, particularly in cases where the

General Plan land use designation makes up less than one percent of the zoning district. There may also be opportunity for combining existing zoning districts or eliminating those that are no longer necessary. In the interest of creating a concise and user-friendly development code, the total number of zoning districts within the Code should be minimized and districts that are no longer needed should be removed. An analysis of the use regulations and development standards for each district will reveal whether a combination or elimination of districts is appropriate.

In addition, the geographic area over which the draft Downtown Specific Plan update material applies is inconsistent with the area designated as DMX by the General Plan. The Comprehensive Zoning Code should ensure direct correspondence between these two areas.

Streamline Overlay Districts

Existing overlay districts should also be evaluated for their usefulness in implementing General Plan policies. The goals of some of the existing overlay districts could be achieved by incorporating requirements in the base district regulations. For example, if the intent of all or part of the LIF Overlay is to encourage uses and design of a particular nature and character, a new base district may be warranted. The floodplain areas, as determined by FEMA, should either be shown on the Zoning Map and regulated as an overlay zone, or be removed as an overlay and referred to instead through a separate provision in a supplemental regulations section.

Overlays are most useful when they involve more complex regulations and special criteria that apply to different parts of a single district or several different base districts. In cases in which an overlay district applies to only one or two base districts or uniformly imposes relatively straightforward regulations in a geographically defined area, an alternative would be to utilize base district regulations.

Determine Conventional Zones Areas and Form-Based Zones Areas

As discussed in Chapter 1, a technical site analysis will help inform which areas would benefit most from a form-based approach to development regulation, and which areas are best regulated in a conventional manner. The two templates for the base zone sections would be tailored for the range of conditions observed in Woodland, and a single Zoning Map including all zones would be developed.

Conventional Zones: In many areas of Woodland, existing zoning districts and associated standards are generally effective in reflecting the community vision and supporting desired development. These areas include established low-density residential neighborhoods, industrial areas, and parks and civic uses. In these areas, existing conventional zoning districts may remain.

Form-Based Zones: In an effort to reflect the unique urban forms of Woodland, form-based areas may be categorized into Place Types (Corridor, Downtown, Neighborhood Node, etc.) and secondly, Transect Zones (N3, N4, CMU5, CMU6, etc.). In this system, any given parcel in the form-based would be identified by a Place Type *and* a Transect Zone (e.g., "D/N3"). Together, the standards associated with the Place Type and those associated with the Transect Zone will comprise the base zone standards for the parcel.

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3 Use Regulation

Use regulations detail the type of uses that are allowed, the review process, and specific limitations that apply to a particular activity or use. Land use categories are building blocks that establish the basis for regulation; while use regulations identify the specific use categories that are permitted, conditionally permitted, or prohibited in each zoning district. Use regulations may also include special requirements applicable to specific land uses.

Land use designations in the General Plan outline what is allowed in terms of uses and intensity of development for each area of the city. In addition, citywide policies, particularly those related to economic development, call attention to particular land uses that should be promoted. It is important to ensure that the use regulations in the Zoning Code are sufficient to carry out these General Plan policies. The regulation of uses ensures that the operation of permitted uses within a district will be consistent with the policies of the General Plan and the purposes of the district.

Current Use Regulations

Uses are currently defined in the Code in Chapter 17.12 Definitions. This section includes both definitions of use and definition of terms. In the IZO, however, uses are defined separately from the definitions of terms. Use tables, which are listed in the Code in chapters 17.16 and 17.60, identify uses that are not permitted, or permitted by right, with a permit, or given one of a variety provisions listed below the tables. In the IZO, however, a single use table groups and lists all uses for every interim zone, and indicates whether the use is not permitted, or permitted by right, with a permit, or given one of a range of limitations listed below the table.

Organization of Use Lists

Currently, the Zoning Code contains three use tables: one for residential uses (Chapter 17.16), one for commercial uses (Chapter 17.60), and one for industrial uses (Section 17.92.020) while the IZO has a single table. A comprehensive code may group uses into broader categories (e.g., residential, public and semi-public, commercial, industrial), consolidating similar uses and make comparisons between districts more straight-forward. Through this 'use group' approach, use definitions may be revised to consist of an overall fewer number of use categories and to better accommodate new and changing uses.

Development Standards and Review Procedures Embedded in Use Tables

Some uses in the Code include limitations and requirements. Although limitations may be appropriate for certain types of uses, embedding policies and standards within the use table complicates administration and makes it difficult for applicants to find the standards that apply to a particular proposal. For example, the Residential Use Table, the Commercial Use Tables and the IZO Use Table all use notes to specify provisions such as required distances between uses, required setbacks of development on the lot, maximum square footage, hours of operation, whether design review by Planning Commission is required, and when a Zoning Administrator permit is required, among others. The use tables could be simplified by locating such provisions elsewhere in the code with similar

provisions. This may be in the applicable development standard section, in the Standards for Specific Uses section, the Administrative Procedures section, or elsewhere. Minimizing the notes in the use tables to, for example, a simple “permitted, not permitted, or CUP” will make the use tables easier to interpret and ensure that code users will find standards or procedural requirements where they expect to find them.

An Outdated Approach

The changing nature of land use also warrants flexibility in regulation. Specialized operations and segregated uses are becoming less prevalent as operations and uses adapt to rapidly changing technology and market preferences. Traditionally, a company may have manufacturing in one place, an office somewhere else, and a shop in still another location. Increasingly, and particularly for smaller operations, functions are blending. For example, a craft brew establishment may brew and distribute beer, sell beer and brewery related merchandise, serve beer and food, and feature live entertainment. This type of operation combines five traditionally separate uses: manufacturing, distribution, retail sales, eating and drinking, and entertainment. The rigidity of the current Code makes it difficult to determine how operations that combine uses fit into the City’s use regulation scheme.

The Code update provides the opportunity to update the City’s approach to use regulation to reflect modern uses, current development practices, and State and federal law. The updated regulations can address specific considerations for certain uses such as urban agriculture, artisan workspace, entertainment, and others. They can provide flexibility to allow for adaption to changing preferences, technology, and other circumstances. The updated regulations can also support community objectives such diversity of housing types and vibrant commercial and employment centers.

Recommendations for Use Regulations

The Code and IZO uses tables can be combined and reorganized into a more logical, systematic framework, and a strong framework will make the regulations more thorough and straightforward. Following are recommendations for use regulations.

Adopt a Use Classification System

Like the IZO, the Comprehensive Zoning Code would consolidate use types into a clearly defined modern classification system, placing land uses and activities into groups based on common functional, product, or physical characteristics. This helps to streamline the use regulation parts of the Code. Categories are also broad enough to allow classification of new, unanticipated uses, so that the City does not need to amend these sections or make interpretations as frequently in order to adapt. This system can still allow for standards for problematic uses, such as tattoo parlors, outdoor storage, and auto repair.

Under this system, all use categories would continue to be defined in a single chapter of the Code. This chapter would organize use categories into groups such as residential; public and semi-public; commercial; industrial; and transportation, communication, and utility uses. This way, similar uses are found near one another for comparison when a classification question arises. The official names of

each use group would be utilized throughout the Code in a consistent manner, with the definitions chapter serving as a reference.

ANIMAL CARE, SALES, AND SERVICES

Animal Sales and Grooming
Boarding/Kennels
Veterinary Services

AUTOMOBILE/VEHICLE SALES AND SERVICES

Automobile Rentals
Automobile/Vehicle Service and Repair
Automobile/Vehicle Sales and Leasing
Fueling Stations
Towing and Impound

BANKS AND FINANCIAL INSTITUTIONS

Banks and Credit Unions
Check-Cashing Businesses

COMMERCIAL ENTERTAINMENT AND RECREATION

Cinema/Theaters
Indoor Sports and Recreation
Outdoor Sports and Recreation

DRIVE-THROUGH FACILITY

EATING AND DRINKING ESTABLISHMENTS

Bars/Night Clubs/Lounges
Restaurant

LODGING

Hotel
Motel

Example of a simple classification system for commercial uses.

Reflect Contemporary Land Uses

To help modernize the Zoning Code, a new use classification system should eliminate obsolete uses (i.e., those no longer allowed, or those containing outdated terms) and also include new contemporary uses such as industrial flex space, shared office spaces, and urban agriculture uses (e.g., community gardens, produce stands, etc.), and short-term rentals (Air B-n-B, VRBO, etc.). The Code update should also incorporate mechanisms to allow for flexibility in the change in uses or combination of uses. In addition to identifying and providing for accessory uses that are typically associated with certain principal uses, the Code can incorporate provisions to allow other accessory uses, up to a certain threshold, that are subordinate and incidental to a principal use. Special attention can also be given to having uniform requirements or standards for uses, where appropriate. Reducing nuances between requirements for varying uses will ease administration and provide flexibility with regard to evolving operations and re-use of property.

Ensure All Zoning Districts Allow Appropriate Mix of Land Uses

The allowable uses within each zoning district should be evaluated for compatibility with the purpose of the district and the corresponding General Plan land use designation, and for adaptability to contemporary trends. In particular, use regulations in nonresidential districts should be evaluated to allow a broader range of combination of uses by-right, reflecting the changing nature of land use and allowing a creative combination of uses. Industrial district use allowances should also balance the need to protect the viability of industrial development as an employment base, and the need to support industrial development with adequate amenity uses. Amenity uses that are conducive to and supportive of vibrant employment areas can include restaurants, entertainment, retail, and service uses.

Locate Use Tables in District Regulations

Currently, use tables are located in two separate chapters of the Code sections, with residential uses in one table and commercial uses in the other. In order to find the permitted uses for a particular zone, a code user must refer to both tables. Instead, a single use regulation table for each district or group of districts located in divisions III and IV of the Comprehensive Code can simplify things greatly. In the regulations for each zoning district, a single use table that is organized by use classification would ensure that all permitted uses for any given parcel would all be found in one table. The Comprehensive Code would include a table for Residential Districts (as opposed to *uses*), a table for Mixed Use Districts, a table for Commercial Districts, etc.

1109.030 Allowed Land Uses and Permit Requirements

- A. Land uses must comply with the allowed uses of the base zone, except as specifically modified or waived by an overlay zone in Chapter 1117 (Overlay Zones).
- B. The land uses allowed by this Code in the residential zones are listed in Table 1109.030.A, together with the type of planning permit required for each use. Each land use listed in Table 1109.030.A is defined in Chapter 1179 (Definitions).
- C. **Establishment of an Allowable Use**
 1. Any one or more land uses allowed in Table 1109.030.A may be established on any lot within the identified zone, subject to the planning permit requirement listed in the Table, and in compliance with all applicable requirements of this Code.
 2. Where a project on a single lot includes two or more of the land uses allowed in the Table, the overall project will be subject to the most restrictive permit level required by the Table for any individual use.
 3. If a use is not defined (in whole or in part) in Chapter 1179 (Definitions), the use is not allowed unless a Conditional Use Permit is approved. If a use is defined in Chapter 1179 (Definitions) and not listed in Table 1109.030.A, the use is not allowed.

Table 1109.030.A Residential Zones Allowed Uses

Land Use Type	Permit Required by Zone							Use Standards
	SE	SN-1	SN-2	TN	MRN-1	MRN-2	MRN-3	
Agriculture and Animal Uses								
Agriculture	P	-	-	-	-	-	-	
Animal Raising and Keeping	P	-	-	-	-	-	-	Section 1121.020
Community Garden	CUP	CUP	CUP	CUP	CUP	CUP	CUP	Section 1121.060
Kennel	CUP	-	-	-	-	-	-	
Veterinary Clinics and Hospitals	CUP	-	-	-	-	-	-	Section 1121.210
Civic, Recreation, and Community Assembly Uses								
Cemetery	CUP	-	-	-	-	-	-	
Child Care Center	MUP	CUP	CUP	CUP	CUP	CUP	MUP	Section 1121.050
Community Assembly	P	MUP	MUP	MUP	MUP	MUP	P	
Family Child Care Home Type A	P	P	P	P	P	P	P	
Family Child Care Home Type B	CUP	CUP	CUP	CUP	CUP	CUP	CUP	
Indoor Recreation	-	-	-	-	-	-	CUP	
Library and Museum	-	-	-	-	-	-	MUP	
Park and Outdoor Recreation	CUP	CUP	CUP	CUP	CUP	CUP	CUP	
Public Service Facility	CUP	CUP	CUP	CUP	CUP	CUP	CUP	
School - Public and Private	CUP	CUP	CUP	CUP	CUP	CUP	MUP	
Vocational/Technical School	-	-	-	-	-	-	CUP	

District regulations can include simple use allowance tables for easy reference and comparison.

Consolidate Standards for Specific Uses and Activities

The City should consolidate requirements that are applicable to specific uses and activities and locate them within the Citywide Standards. Within this the section on Standards Specific to Uses, the uses can be alphabetized, making them easy to locate. The standards for specific uses can be referenced in the land use tables in the district regulations, which will reduce overall wordiness in the Code. The following is a preliminary list of uses that may warrant special standards:

- Accessory Uses
- Accessory Dwelling Units
- Adult-Oriented Businesses
- Alcoholic Beverage Sales
- Animal Keeping
- Home Occupations
- Outdoor Dining and Seating
- Outdoor Sales

- Telecommunications Facilities
- Temporary Uses
- Urban Agriculture

While regulations for specific uses are consolidated into one section, they should also be distinguished from “permit and approval” processes.

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4 Development Standards

A well-designed city directly elevates the quality of life, attracts investment and increases communal pride. As Woodland grows and becomes increasingly more urbanized, the City will face design challenges, particularly with respect to density, building appearance, compatibility and relationship to key rights-of-way.

The current Code has a variety of standards that address the design and quality of development. Many of the standards were established more than 20 years ago and reflect the specific development style, financing availability, and context popular at the time. Over the years, additional development standards and requirements have been added without thorough analysis of how all the standards work together and collectively influence resulting development. As the City has grown and developed, new development areas will cease to be the dominant pattern and attention must be paid to better address infill and redevelopment contexts.

Base Zone and Overlay Development Standards

Development standards that apply by zone are found in chapters 17.20 through 17.96 of the Zoning Code; articles 3 and 4 of the IZO; Chapter 8 of the Downtown Specific Plan; and draft material for the update of the Downtown Specific Plan. The different documents and draft material take different approaches in terms of which elements of design are regulated and how, and this section provides a brief summary of the approaches for key issues that warrant closer evaluations and testing as a Comprehensive Code is drafted.

Residential Densities

In the R-1, R-2, and N-P zoning districts, the Zoning Code effectively limits density to two dwelling units per acre by listing lot standards for single-family and duplex development. The RM district, however, does not include a standard limiting residential density. In the IZO, permitted residential densities range from 12 to 40 units per acre, and in the Downtown Specific Plan areas, densities are unlimited. The Comprehensive Zoning Code will balance the need for residential units per the Regional Housing Needs Assessment against the existing density limits throughout the City to determine where higher densities may be supported by nearby commercial and mixed-use development, nearby transit, and other community facilities.

Vertical Mixed-Use Development

Development standards currently apply only as described in the IZO for the CMU-WM, CMU-E, and CMU-K districts. In CMU-WM, higher-density and intensity development is allowed to give the corridor a more urban character. Residential, retail, commercial service, and office uses are permitted in a vertical mixed-use setting, subject to appropriate development and design standards to enhance the streetscape. In the CMU-E district, a district described as an auto-oriented corridor, the same range of uses plus light industrial uses are permitted in a vertical mixed-use setting subject to appropriate development and design standards to enhance the streetscape. In the CMU-K district, residential mixed-use development is permitted on the north side of the corridor only if a Specific Plan is adopted

for the entire area shown as SP-3A on the General Plan Land Use Diagram. Looking ahead to the Comprehensive Zoning Code, higher residential densities and vertical mixed-use development standards should be developed with specific building types in mind, in an effort to facilitate development that both relates to the streetscape and ad needed infill units.

Performance Criteria

Performance standards and criteria are identified for non-residential zoning districts in the Zoning Code, for the zones established in the IZO, and for development in the Downtown Specific Plan. In the Zoning Code and in Chapter 8 of the Downtown Specific Plan, criteria are not based on only on impact; rather, many criteria relate to building form, placement, landscaping and screening. In the IZO, however, performance standards relate exclusively to lighting, fire hazards, liquid or solid waste, vibration, buffers/lot perimeters, and noise. While the Comprehensive Zoning Code will likely establish different standards for conventional vs. form-based districts, the range of topics addressed should be limited to impacts as opposed to design criteria that may vary based on use. Some of the criteria described may be better located in supplemental standards or standards specific to use, with cross-references as needed to the performance standards section. Alternately, some topics such as noise may be best addressed elsewhere in the Municipal Code, e.g., the Nuisance chapter of the Title 9, Public Peace and Welfare.

Addressing Context: Infill, Adjacencies, and the Public Realm

During interviews, code users expressed some frustration with development standards not performing well in an infill or adaptive reuse context and/or not being comparable with the City's engineering standards. The planning team also heard that the code lacks sufficient tools to ensure quality design along corridors and transitional areas, particularly at the edges of industrial and light industrial areas. Similarly, stakeholders stressed the importance of context along historic preservation areas, with buildings that reflect the existing neighborhood scale. While a single Comprehensive Zoning Code will reduce internal conflicts and form-based districts standards in particular will be sensitive to existing form, the coming effort will focus on establishing more objective and measurable standards for many context-related issues, including:

- *Compatibility among different industrial uses as well as compatibility between industrial and non-industrial uses.* Currently, the LIF Overlay zone is applied with the intent of creating a transition from more intensive industrial uses to the east and minimizing conflicts to other sensitive uses. Design standards specific to the LIF Overlay district include larger setbacks, screening, streetscape design that promotes an “uncluttered street appearance”, and parking location and screening.
- *Building heights and transitions in building heights between areas of different function and character.* This will be true particularly in and adjacent to industrial and light industrial areas, areas designated as Community Commercial by the General Plan, and the transition between any areas newly designated with a form-based zone and adjacent areas zoned with a conventional approach.
- *The building-to-street relationship.* While the existing Zoning Code is largely silent on the larger framework of the public realm, the IZO includes a range of topics that relate to urban form and the its larger context. These include building frontages, pedestrian entries, building transparency, variation in massing and form, connectivity, and outdoor spaces, among others. Similarly, Chapter 6 of the Downtown Specific Plan provides guidelines by district as

well as by topic, including materials, texture/pattern, scale and proportion, building height, roofs, signs, streetscape, and landscaping. Most notably, the draft material for the update of the Downtown Specific Plan includes six private frontage types that are permitted within the four DMU areas: common yard, porch & fence, forecourt, shopfront, and arcade. The Comprehensive Zoning Code will be judicious in determining which districts and areas warrant development standards that address the larger urban design, and which need not emphasize the public realm, will draw on the draft Downtown material, and will avoid duplication with other sections of the code (e.g., Signs, Landscaping). In addition, the Comprehensive Code will clarify which design standards are requirements and which are guidance only. For example, the provisions in the IZO that address urban form are, collectively, titled “Design Guidelines and Standards for Desired Urban Form”, with “should” statements and “shall” statements included within the same section.

Citywide Development Standards

Some key issues that warrant close consideration in the preparation of the Comprehensive Zoning Code include the following:

Historic Areas

Existing standards related to preservation of historic areas are limited to the N-P zoning district. The standards in this district are generally similar to those of the R-2 district, except that building height is limited to 40 feet, there is a required open access width between the street and rear dwelling, and there is a required one-story and two-story building separation. The Zoning Code does not include any additional standards specific to historic areas, either in the Special Provisions or chapters specific to districts. While the draft revised Downtown Specific Plan development standards do not address historic context or preservation, the adopted Downtown Specific Plan document outlines a three-step Preservation/Restoration Program and provides additional guidance on additions, materials, building code requirements, and demolition.

Accessory Structures

The Zoning Code includes sections for Accessory Dwelling Units (17.104.101) and Accessory Buildings and Uses (17.104.020) that address topics including parking, minimum lot size, and setbacks. In addition, the draft Downtown Specific Plan update material includes development standards for setbacks of Secondary Buildings, which are footnoted as “Accessory, Garage, Other”. These standards, are not, however, all consistent with recent state law governing setbacks of ADUs., particularly the side and rear setbacks. The Comprehensive Code should be drafted to ensure that the standards for accessory dwelling units and other accessory structures are clear and consistent with State law.

Parking

The Zoning Code Chapter 17.116.020 establishes off-street parking requirements of two spaces per single-family unit, 1.5 spaces per multi-family units, and minimum ratios for various non-residential uses. The IZO modifies the requirements for the CMU zones only, with one required space per dwelling units and parking for non-residential uses “as determined by owner”. There are no maximum parking requirements in either the Code or the IZO.

The quantity, location, and appearance of parking areas have a substantial impact on the character and functionality of streets, commercial corridors, and residential neighborhoods. Too much parking can limit the utilization of a property and be an impediment to achieving a wide range of community goals. Too little parking can impede accessibility and impact nearby residential neighborhoods. The amount of parking is optimized when it strikes a right balance between supply and demand.

Parking requirements also have a large influence on the overall cost of development and the ability to utilize property. This is particularly true in already built-out areas, where there may not be enough space to provide required parking on already developed sites. Where additional parking spaces cannot be provided due to site constraints, this may result in the negative effect of deterring businesses from expanding or investing within the City.

The comprehensive Code Zoning Code will revise parking standards that best support the development types and the urban character envisioned in the various areas of the City.

Recommendations for Development Standards

Developers and builders construct and develop projects based on the rules and regulations in the zoning ordinance. This reinforces the importance of ensuring that the development standards that apply to all residential, commercial, mixed-use and industrial zones must be clear, support the vision and goals of the General Plan, allow for the creation of a “sense of place” that is unique to Woodland, and are legally defensible. A well-designed city that incorporates appropriate development standards into its regulations will directly elevate the quality of life and appearance of the community, attract investment and increase communal pride.

As noted by a number of stakeholders, the current Code does not have sufficient standards to address development control, especially in design compatibility and in establishing the right building-to-street relationship. Establishing effective regulations for these and other topics will go hand-in-hand with determining which areas and parcels are best regulated in a conventional manner in Division III, which will be best addressed through a form-based approach laid out in Division IV, how to craft citywide development standards that complement the standards of both Division III and IV.

Provide Sufficient Physical Form and Design Related Standards

Building on the intent of the IZO and the draft Downtown Specific Plan update material, the City should update development regulations to address the form and design of new development, particularly in infill areas. Infill standards should differentiate among commercial and mixed-use areas, industrial areas, and residential areas; promote a desirable physical form, and ensure that more intense uses of land do not become public nuisances. Neighborhood compatibility standards should be tailored to the range of neighborhood patterns throughout the City.

Woodland should consider adopting clear development standards to achieve quality design that addressed infill, adaptive reuse, and transition areas. This includes:

- Location of a building on a lot – where a building may or must be built to the street and where setbacks are required.
- Number of stories and/or building height ranges;

- Ground floor height and design;
- Façade design and articulation;
- Orientation of building and location of entries;
- Transparency (pedestrian level windows offering views into buildings and displays);
- Limitations on blank walls;
- Relation to adjoining sites;
- Connectivity to and across site, including from access from alleys;
- Location and screening of parking; and
- Landscaping.

Establishing minimum design standards will set the tone for the type of development the City hopes to attract. These standards will allow developers to know exactly what is expected of them. At the same time, flexibility can still be achieved by allowing a modification of standards so long as certain findings and criteria are met. For instance, setback requirements could be modified if a wider sidewalk area or outdoor dining area is provided and creates a more pedestrian-oriented feel. In single-family residential areas, the City should adjust standards carefully to maintain compatibility with surrounding development and avoid creating problematic nonconformities.

Tailor Standards to Reflect Differences in Areas

Development standards should be refined to foster the type of character desired within various areas of the City. In commercial and mixed-use areas, the objective should be to provide an interesting, engaging street frontage, making walking and shopping pleasurable. In these areas, standards may address requirements for “active frontages,” where a building must include spaces for businesses with walk-in clientele, ground level fenestration, awnings and arcades, and visible entries, rather than long sections of ill-defined buildings, blank walls, and fences. In less intense and industrial areas, by contrast, development is more auto-oriented and there is more potential for incompatibility between uses, so landscaping and screening may be important.

While each zoning district should have individually tailored requirements, the organization of the district requirements should be uniform, so that users can easily ascertain the requirements for a particular district.

Utilize a Form-Based Zone Template Specific to Woodland’s Development Needs

As discussed in Chapter 1, the Comprehensive Code may create two separate sections for design standards of base zones – Division III for conventional zones and Division IV for form-based zones. A separate form-based template for areas warranting close attention to the building-to-street relationship would illustrate in a three-dimensional format the various standards that shape this relationship, including buildings frontages, entries, street wall dimensions, and public spaces along the right-of-way.

Create a Section in Division IV for Right-of-Way Design

While the design of the right-of-way is not part of the current Comprehensive Code update, the City may acknowledge that in areas regulated with a form-based approach, the relationship between the building and the adjacent right-of-way is, in fact, the focus of the code. During interviews, for example, there was a general consensus among code-users that the East Street corridor needs attention in terms of design—both the right-of-way, building types, and frontages. Form-based code is most effective when the design of the right-of-way must be regulated in tandem with the development on the adjacent private property. For this reason, the City may decide to add a blank “Streets” section to Division IV of the Code that will, in the future, specify the design of the rights-of way within form-based areas.

Accessory Structures

The Comprehensive Code should provide clear design standards for non-habitable accessory structures and accessory dwelling units and ensure that all are consistent with recent State law. In addition, standards for ADUs as well as for primary buildings on lots should accommodate the various forms that an accessory dwelling may take, including additions, extensions to an existing floor plate, and detached structures; should reflect the variety of ways the accessory structure might be accessed; and should permit flexibility in parking requirements for accessory units. The City is will be taking updates to the ADU ordinance forward in January, and these updates will be reflected as appropriate in the Comprehensive Code.

Address Affordability in the Code

Stakeholders saw a need to support and facilitate construction of affordable units and by-right low-income housing and to ensure that such units are distributed throughout the City. In general, all interviewees expressed support for ADUs, duplexes, and triplexes within existing residential areas of the city. The Comprehensive Zoning Code should support strategies for addressing affordability in Woodland, which may include modifying permitted densities in select areas or districts, modifying required setbacks, creating an affordable overlay, reducing parking requirements, allowing micro-units, or other strategies.

Update Signage Regulations

Chapter 17.120 will require extensive revisions. As discussed above sign-related definitions would be moved to the Divisions VI. The chapter then must be reviewed for compliance with the *Reed vs. Town of Gilbert* decision. Some conflicts include definitions of sign types that are content-based (e.g. billboard, construction sign, neighborhood identification sign, political sign, etc.), and a separate severability clause and substitution clause must be added for compliance with *Reed*. Exempted signs should be updated to remove *Reed* issues such as flags, holiday graphics, and nameplates.

Other issues to be reviewed and updated include the visibility triangle provision (how does this compare to similar provisions found in the City's engineering standards?) and to reflect current illumination practices, particularly for billboards, electronic message signs (EMS). The City may also determine whether the addition of basic sign design standards may be warranted to improve the look of signs, and to reconsider the prohibition on statutory signs, which can have an important role in neighborhood identity and character. Lastly, throughout the Sign section, page layout and use of graphics is particularly important for legibility and interpretation are easy to read.

Clarify “Shalls” vs. “Shoulds”

There is common sentiment that more flexibility should be built into the development standards. This can be accomplished a number of ways, including striking the right balance of development standards and design guidelines. The City may establish a system where development standards address key elements of development form (i.e., height, building placement, site layout) while design guidelines provide clarity about the City's design objectives. The design guidelines should give examples of acceptable solutions, but not mandate particular architectural styles. Another option is to offer a menu of options as a flexible way to comply with a particular design principle.

The Comprehensive Zoning Code should incorporate as appropriate into the development standards material from the Community Design Standards, ensuring that it is consistent with recent legislation and that it leads to the best outcome for the City. Additionally, all planning documents should be clear as to which statements are “shalls” (required) and which are “shoulds” (recommendations or guidelines), and each should be presented in a separate section, or (preferably), a separate document.

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5 Development Review and Approval

Development code provisions governing development review and other administrative matters create the procedural environment through which the City can achieve the goals and policies laid out in its General Plan and other adopted policies. At their best, development review provisions can promote the type of development a community wants by providing a clear, predictable path to project approval; conversely, vague review processes can cause developers a high level of anxiety, frustrate community residents, and severely dampen a City's ability to attract desirable growth.

Generally, prospective developers value three central qualities in any administrative code: 1) certainty in the requirements and structure of the review process, 2) built-in flexibility to adjust development standards to the needs of individual projects, and 3) opportunities to request relief from requirements that constitute a substantial burden. Certainty about the types of development they can expect to see in their community is also important to residents. The degree to which Woodland can incorporate these qualities into its Comprehensive Zoning Code will help improve its ability to compete for desirable development. This section contains general observations about the existing development review procedures and strategies to streamline development review and approval process.

Current Review Processes

Some code users reported that administrative procedures are restrictive, fee structures are prohibitive, and that requirements for entitlements lack clarity/predictability. While these comments referred to the Zoning Code and not the IZO, interviewees stressed that streamlining the process is key to improving business, especially in the downtown/industrial areas.

The flexibility of a development code is largely defined by its hierarchy of uses and their required permits. This hierarchy establishes the different levels of review the Code requires to make various types of land use and development decisions. These decisions typically range from a relatively informal counter staff review of proposed uses and structures for compliance prior to the issuance of a building permit or business license to more formal and complex procedures requiring public notice and a hearing before the Planning Commission prior to issuance of a use permit or other discretionary approval.

The primary factor influencing a project's place in the hierarchy of uses is whether the proposed use is permitted "by right" or allowed subject to certain conditions, or whether a Conditional Use Permit, with review by the Planning Commission, is required. This determination is a reflection of community issues and concerns that should be embodied in the General Plan. Decisions about where an application fits in the hierarchy may also, however, be influenced by how a jurisdiction selects and designs administrative techniques. It is often possible, for example, to reduce the review threshold for a particular type of application (i.e. place it lower in the hierarchy), by increasing the specificity of development standards and performance-based criteria, along with a related increase in one or more of the following.

- Scope of public notice,
- Length of time for public review, and
- Opportunities for informal public review and consultation.

A development code update provides an opportunity to adjust review thresholds based on analysis of the types of issues and projects in the City that have typically generated the most interest and concern and to ensure compliance with recent legislation including SB 330, the Housing Crisis Act of 2019 (see Appendix B). Responsibilities should be assigned with a view toward minimizing the number of players involved in making any given decision, while increasing opportunities for meaningful public input.

Administrative Authorities

The Zoning Code authorizes five authorities to administer and make interpretations for the Code.

- **Zoning Administrator**
- **Community Development Director**
- **Historic Preservation Commission**
- **Planning Commission**
- **City Council**

Land Use Permits and Approvals

The following table summarizes the types of land use and development approvals that the current code authorizes and lists the authorities that can issue these approvals.

APPROVALS AND ISSUING AUTHORITIES		
<i>Permit or Approval Type</i>	<i>General Purpose</i>	<i>Decision Making Authority</i>
Text Amendments Rezoning Zoning of Annexed Areas Pre-zoning	The provisions of this title may be amended by changing or supplementing the regulations, or by changing the zoning of property whenever the public necessity, convenience, and general welfare require such amendments.	City Council
Adoption of Plan Lines	The provisions of this title are intended to provide for the establishment of plan lines for future streets or for the extension or widening of existing streets.	City Council
Planned Unit Developments Master Land Use Plan PUD Rezoning Final Development Plan	The purpose of this chapter is to encourage a creative and more efficient approach to the use of land and to provide for greater flexibility in the design of integrated developments than otherwise possible through strict application of zoning regulations.	Planning Commission/Zoning Administrator

APPROVALS AND ISSUING AUTHORITIES		
Permit or Approval Type	General Purpose	Decision Making Authority
Conditional Use Permits	The purpose of this chapter is to allow the proper integration into the community of uses which may be suitable only in specific locations in a zoning district or only if such uses are designed or laid out on the site in a particular manner.	Planning Commission/Zoning Administrator
Site Plan Review (<i>Interim Zoning Ordinance</i>)	The site plan review process ensures that new development will conform to General Plan Policies, City Codes, applicable Specific Plans, Community Design Guidelines, and project Conditions of Approval. Through these development standards, the City tries to promote attractive, compatible architectural design and preserve natural landforms and existing vegetation.	Zoning Administrator
Variances	The purpose of this chapter is to allow variations from the rules, regulations, and provisions of this title where practical difficulties or unnecessary hardships may result from the strict application of the provisions of this title.	Zoning Administrator
Zoning Administrator Permit (<i>Interim Zoning Ordinance</i>) Minor Major	The zoning administrator review process ensures that new development will conform to applicable Conditions of Approval. A Zoning Administrator Permit (ZAP) is required for uses that possess locational, use, structural, traffic, or operation characteristics requiring special consideration in order to be compatible with neighboring properties. The process allows for public consultation and if needed a staff level public hearing. A. Includes review of uses, minor additions or modifications, or it is anticipated that the application will typically have less impact on adjacent properties. B. Includes significant alteration, modification, or new construction, or it is anticipated that the application could have an impact on adjacent properties or may be controversial.	Zoning Administrator

Some approvals, such as Conditional Use Permits, have multiple issuing authorities. Clearly distinguishing the issuing authority and applicable review process helps clarify the level of review required for a project. The creation of a simplified permit structure that establishes a limited number of procedural tracks for approvals would provide greater clarity for all code users and simplify administration.

Noticing

The following table summarizes the types of noticing required for the permits and approvals described above.

APPROVALS AND ISSUING AUTHORITIES	
Permit or Approval Type	Noticing
Text Amendments Rezoning Zoning of Annexed Areas Pre-zoning	The Planning Commission shall hold a public hearing on any such proposed rezoning. Notice of the time and place of said hearing including a general explanation of the matter to be considered and including a general description of the area affected shall be given at least 10 calendar days prior to the hearing in the following manner. A. The notice shall be published at least once in a newspaper of general circulation. B. The notice shall be mailed to all property owners, any part of whose property lies within a radius of 300 feet of the property which is the subject of the proposed rezoning, using for this purpose the names of such owners as shown on the last equalized assessment roll, or alternatively, from such other records of the assessor or tax collector as contain more recent addresses. In addition, if warranted in the determination of the Community Development Director, notice shall be provided by conspicuously posting the subject property for at least 10 days prior to the hearing. C. In the event that the number of owners to whom notice would be sent is greater than 1,000, the City may, as an alternative to the notice required by two above, place a display advertisement of at least one-fourth page in a newspaper having general circulation within the area affected by the proposed rezoning.
Adoption of Plan Lines	A. Procedure—Planning Commission. Notice of the time and place of said hearing shall be published in a newspaper of general circulation at least 10 calendar days before the hearing. At least 10 calendar days before said hearing a copy of the notice shall be mailed to the owners of all property abutting the proposed plan lines. B. Procedure—City Council. Notice of the time and place of said hearing shall be published in a newspaper of general circulation at least 10 calendar days before the hearing. At least 10 calendar days before said hearing a copy of the notice shall be mailed to the owners of all property abutting the proposed plan lines. After the public hearing the City Council may adopt by resolution the proposed plan lines, or any portion thereof, in such form or with such modifications as the City Council may deem to be advisable. (Prior code § 25-26-10)
Planned Unit Developments Master Land Use Plan PUD Rezoning Final Development Plan	See Conditional Use Permit.
Conditional Use Permits	A notice of hearing shall be mailed at least 10 calendar days prior to said hearing to all property owners, any part of whose property lies within a radius of 300 feet of the applicants property, using for this purpose the names of such owners as shown on the last equalized assessment roll, or alternatively, from such other records of the assessor or the tax collector as contain more recent addresses. In addition, if warranted in the determination of the Community Development Director, notice shall be provided by conspicuously posting the subject property for at least 10 days prior to the hearing. Failure to receive the notice required by this section shall not invalidate the action of the Planning Commission.

APPROVALS AND ISSUING AUTHORITIES	
Permit or Approval Type	Noticing
Site Plan Review	Not applicable
Variances	A notice of hearing shall be mailed at least 10 calendar days prior to said hearing to all property owners, any part of whose property lies within a radius of 300 feet of the applicant's property, using for this purpose the names of such owners as shown on the last equalized assessment roll, or alternatively, from such other records of the assessor or the tax collector as contain more recent addresses. In addition, if warranted in the determination of the Community Development Director, notice shall be provided by conspicuously posting the subject property for at least 10 days prior to the hearing. Failure to receive the notice by this section shall not invalidate the action of the Zoning Administrator
Zoning Administrator Permit Minor Major	A. A public notice will be provided to properties and tenants within a 300-foot radius and a 10-day comment period will be provided. The site shall be posted to include notice informing the public of the type of application, date, time, and location of the administrative hearing. The applicant shall be responsible for posting the site consistent with a format provided by the City and shall provide verification of such posting. If no comments, concerns or issues received, the application will be acted upon without holding an administrative hearing. B. A public hearing notice will be provided to all properties and tenants within a 300-foot radius and a 10-day comment period will be provided. The site shall be posted to include notice informing the public of the type of application, date, time, and location of the administrative hearing. The applicant shall be responsible for posting the site consistent with a format provided by the City and shall provide verification of such posting. An administrative public hearing will be scheduled prior to final action on the application.

Recommendations for Administrative Procedures

Perhaps the most significant shortcoming of the existing code is its complex and confusing structure, which is reviewed in greater detail under the first section of this paper, Code Usability. Simply reorganizing the existing regulations would be a meaningful first step toward streamlining existing procedures because this action alone would make the Code's provisions much easier to locate, use, and understand. Streamlining procedures is not merely about making the approval process faster, it is about providing certainty in the requirements and structure of the review process and providing built-in flexibility to allow the community to say 'yes' to the development it wants.

Create a Single Chapter for Administration and Procedures

As discussed in Chapter 1 of this paper, Zoning Code chapters that address administrative procedures generally begin at 17.124 Exceptions and Modifications. The Comprehensive Code should group all provisions of an administrative or procedural nature in Division II: Administration and Procedures, which describes the legislative intent and includes authority and severability.

Define All Administrative Authorities

The Code lacks definitions of the various hearing bodies and administers of the Code. Division I should include a section that defines each body, their authority, and their role in planning decisions.

Clarify Procedures for all Decisions

The updated Zoning Code should clearly set forth in Division IV administrative procedures for all types of planning-related decisions. This should include all common procedures (review of application, public noticing, appeals, modification of approved plan, etc.) as well as chapters for zoning clearance, certificate of occupancy, design review, use permits, variances, waivers, and amendments. and all types of decisions requiring review.

In all sections, the level and extent of administrative process required for different types of decisions should be clarified. For even the simplest administrative procedures, the Comprehensive Zoning Code should, at a minimum, establish unambiguous authority for approval, a clear process illustrated with an appropriate graphic (see below), and, where appropriate, clarify the right to appeal to a higher authority and the process for all applications to the City Council through the Planning Commission will be clarified.

The approval process can be streamlined simply by consolidating and clarifying procedures and permit approval criteria. Decision-making protocols should be clearly defined so that it is clear how approvals are processed, and the intent of these regulations should be included to help determine if a proposal meets the purpose of the regulation. Findings that the decision-making body are required to make in order to approve a project should be clear so that all interested parties know the criteria against which a project is evaluated.

Clarify Noticing Requirements

All pertinent public hearing information (e.g., what information should be included in the notices, how notices are to be given [e.g., mailing, posting, publishing, use of the Internet], to whom notices should be sent, how hearings are to be conducted) should be located in one succinct chapter so that Code users will only need to look in one place to locate the applicable information.

Reduce Reliance on Discretionary Review

The number of uses that require discretionary review through approval of a Conditional Use Permit can be reduced by including carefully crafted standards and restrictions that are specific to specific uses in particular zoning districts or uses throughout the City. As a result, more decisions to approve or deny a particular use based on these clearly defined standards may be made administratively without the financial costs and time constraints otherwise required in seeking approval at public hearings of the Planning and Zoning Commission. There are a variety of approaches the City could use to reduce the number of uses requiring review, including permitting more uses by right subject to:

- Compliance with enhanced and more detailed development and design standards added to the Code;
- Compliance with new standards and requirements that reflect “standard conditions” that are typically imposed when such uses have been conditionally approved by the Zoning Administrator, Planning Commission, or City Council; and

- Compliance with specific limitations on location, floor area, hours of operation, and similar features that are the source of potential adverse impacts.

Create a Minor Use Permit

The Comprehensive Zoning Code could include a new type of use permit – a Minor Use Permit – approved by the Community Development Director. The Minor Use Permit would be required for uses that are “limited in scope and impacts”. Applications for Minor Use Permits would be subject to public notice and a hearing before the Director would only be held if someone requested one. All decisions would be subject to appeal. The Director would also have the authority to defer action and refer the application to the Planning Commission for final action. Notice of decision or notice of pending decision could be given to Planning Commissioners with an option for the Planning Commission to call for review of a project. Such a procedure creates more certainty in the process for both the community and developers while still providing opportunities for meaningful public input. Conditional Use Permits would be reserved for uses that pose potential or significant land use compatibility issues and warrant Planning Commission review and approval.

The Interim Zoning Ordinance effectively did this by adding the Zoning Administrator Permit Review process (ZAPs). This process changed the use table to include more items at a staff level approval which has resulted in fewer items coming forward to the Planning Commission, greater flexibility in the Code, and more certainty for applicants. Staff has found this process works well, especially when considering all discretionary actions by staff can be challenged and appealed to the Planning Commission.

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6 Compliance with State and Federal Law

California law grants cities and counties relatively broad discretion in the regulation of land uses and development, and the Federal courts and United States Congress have, for the most part, left land use and environmental regulation up to state and local government. There are, however, some important exceptions to this approach. If local regulations conflict with federal law, pursuant to the supremacy clause of the United State Constitution, then local laws are preempted. In some cases, both Congress and the State have identified matters of critical concern that limit the authority of California cities.

This section discusses some of State and Federal laws that should be addressed as part of the Zoning Code Update.

Accessory Dwelling Units

California Gov't Code 65852.2 requires local agencies treat all accessory dwelling units that comply with specific standards as ministerial approvals. Standards that may be imposed on accessory dwelling units include, but are not limited to height, setback, lot coverage, landscape, architectural review, maximum size of a unit, and standards that prevent adverse impacts on any real property that is listed in the California Register of Historic Places. Cal. Gov't Code 65852.2 is applicable to single-family and multi-family residential zoning districts. Local agencies cannot require parking if accessory dwelling units meet certain criteria such as being located within a half-mile from public transit or being located within one block of a car share area. Otherwise, parking requirements cannot exceed one space per unit or bedroom. Additionally, absent topographic or safety considerations, local agencies must allow parking in setback areas or tandem parking. Local agencies are also authorized to permit junior accessory dwelling units (units less than 500 square feet and contained completely within the space of an existing structure) through an ordinance. Adoption of a junior accessory dwelling unit ordinance is optional.

The current regulations will also be evaluated against the most recent legislation passed by the State in 2019, including:

- **AB 68**, which prohibits cities from regulating minimum lot size, lot coverage, or open space; enables cities to reduce or eliminate parking requirements; and allows for units within attached garages.
- **AB 670**, which states that CC&Rs can not prohibit the creation of ADUs or Junior ADUs.
- **AB 881**, which states that cities cannot increase setbacks for buildings converted to ADUs; and allows for ADUs and Junior ADUs on the same lot.
- **SB 13**, which states that ADU's can be in both single- and multi-family zones; that lot coverage, open space, setback restrictions can not preclude an 800 square foot ADU from being constructed; and that no impact fees can be charged for ADUs under 750 square feet.

Adult Oriented Businesses

Local agencies may regulate, pursuant to a content-neutral ordinance, the time, place, and manner of operation of sexually-oriented business when the ordinance serves a substantial government interest, does not unreasonably limit alternative avenues of communication, and is based on narrow, objective, and definite standards (Cal. Gov't Code §65850.4). Section 17.104.170 should be reviewed to ensure there are a reasonable range of alternative sites where adult-oriented businesses may be located.

Density Bonus Law

The State Density Bonus Law (Cal. Gov't Code §65915) allows for density bonuses and additional incentives for affordable housing. Cal. Gov't Code §65913 expedites state and local residential development, assuring local agencies can sufficiently zone for affordable housing, and encourage and incentivize affordable housing. Recent changes to Cal. Gov't Code §65400 require local agencies to provide streamlined approval for eligible projects (projects with 2 or more units, located in an urbanized area, on a site designated residential, and providing at least 50% of units as affordable housing). Other laws include provisions that bar discretionary review of certain attached or multifamily housing projects (Gov't Code §65589.4) and require local agencies to make specific written findings in order to deny an affordable housing development (Gov't Code §65589.5(d)). SB 35, just passed in 2019, allows affordable housing development by right, authorizing a development proponent to submit an application for a multifamily housing development, which satisfies specified planning objective standards, that is subject to streamlined ministerial approval process and not subject to a conditional use permit. Due to the statewide affordable housing crisis, State laws related to affordable housing are amended with some frequency.

Chapter 17.104.070, Bonus Incentive Projects, is intended to implement State law, and will require an update to bring it into conformity with recent changes to State law. Due to the potential for revision of these laws, many jurisdictions simply refer to the applicable Government Code sections rather than adopting similar language that may be in need of continual updates.

Cannabis Operations

California is currently passing new legislation to help regulate the state's cannabis industry under the Medicinal and Adult-Use Cannabis Regulation and Safety Act ("MAUCRSA") or senate bill 94. The California State Legislature passed Senate Bill 94 which integrated previous bills (MCRSA with AUMA) to create the Medicinal and Adult-Use Cannabis Regulation and Safety Act (MAUCRSA). Under MAUCRSA, a single regulatory system governs the medicinal and adult-use cannabis industry in California. The Adult Use of Marijuana Act (AUMA), under Proposition 64, allowed adults 21 years of age or older can legally grow, possess, and use cannabis for non-medicinal purposes, and also made it legal to sell and distribute cannabis through a regulated business as of January 1, 2018. The Medical Cannabis Regulation and Safety Act (MCRSA), through a series bills created a state licensing and regulatory system for the existing medical market and established California's cannabis licensing authorities – (Bureau of Cannabis Control, CalCannabis Cultivation Licensing, and Manufactured

Cannabis Safety Branch). The Adult Use of Marijuana Act and the Medical Cannabis Regulation and Safety Act were repealed when MAUCRSA was passed in 2017.

Continued Legislation passed in October 2019 will affect the comprehensive zoning code update and commercial cannabis uses for manufacturing, testing, and distribution. Two such bills include AB 404 which alters cannabis testing laws and AB 1259 changes up the packaging and labeling requirements for vape cartridges and pen makers. Lisa Wise Consulting will ensure compliance with all upcoming and current regulation regarding cannabis operations.

Cottage Food Operations

Pursuant to Cal. Gov't Code §51035, a city or county may not prohibit cottage food operations (homemade and packaged food defined in Cal. Health & Safety Code §113758) in any residential dwelling, but shall do one of the following: 1) classify the use as a permitted use in any residential district; 2) grant a nondiscretionary permit for the use, or 3) require a permit for the use.

Emergency Shelters; Transitional and Supportive Uses

Cal. Gov't Code §§65582, 65583, and 65589.5 require each local government to: 1) amend its Code to identify district(s) where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit to include sufficient capacity to accommodate the need for emergency shelter identified in the housing element, and 2) treat transitional and supportive housing as a residential use of the property subject only to those restrictions that apply to other residential dwellings of the same type in the same district. Cal. Gov't Code §65582 contains definitions for "supportive housing," "target population," and "transitional housing" to be more specific to housing element law.

AB2162 requires that supportive housing be a use by right in districts where multifamily and mixed uses are permitted, including nonresidential districts permitting multifamily uses, if the proposed housing development meets specified criteria, and requires a local government to approve, within specified periods, a supportive housing development that complies with these requirements. Local governments are prohibited from imposing any minimum parking requirement for units occupied by supportive housing residents if the development is located within ½ mile of a public transit stop. In addition, the recently-passed AB 139 expands the scope of the Housing Element update to include provisions for citizens experiencing homelessness and vulnerable populations; requires the identification of areas where homeless shelters are allowed, requires that each city has a location where a shelter is allowed to operate year-round; and states that cities can write clear objective standards for maximum number of shelters beds.

Family Day Care Homes

Pursuant to Cal. Health & Safety Code §§1597.30 et seq., small family day care homes in a residential unit is a residential use and is not subject to a fee or business license. Large family day care homes may not be prohibited in any district where residential is allowed, but a city or county shall do one of the following: classify the use as a permitted residential use, grant a non-discretionary permit for the use, or require a permit for the use. However, zoning requirements for large family day care home must be reasonable and are limited to spacing and concentration, traffic control, parking, and noise

control. Noise control standards must be consistent with the general noise ordinance and must take noise levels generated by children into consideration.

Housing for Persons with Disabilities

Various provisions in both federal and State law limit the authority of local agencies to regulate facilities for mentally and physically handicapped persons. In 1988, Congress extended the 1968 Fair Housing Act's prohibitions against housing discrimination to include discrimination on the basis of handicap or familial status (families with children). The Federal Fair Housing Act Amendments (FHAA) defined "handicapped" to include persons with physical or mental disabilities and recovering alcoholics and drug addicts. The FHAA not only prevents communities from discriminating against handicapped individuals but also requires "reasonable accommodations in rules policies, practices, or services, when such accommodations are necessary to afford [handicapped persons an] equal opportunity to use and enjoy a dwelling." The California Fair Employment and Housing Act, codified as Government Code Sections 12900 to 12996, reinforces provisions of federal statute to prohibit any unlawful discrimination against persons with disabilities. The State Supreme Court has prohibited local agencies from limiting the number of persons unrelated by blood, marriage, or adoption who can reside in a single-family home. The Code does allow exterior accessibility retrofitting for reasonable accommodations subject to administrative design review. Such retrofits may be located in setback areas when compliant with the Americans with Disabilities Act design guidelines. However, the Code could more broadly allow the Director to grant waivers when necessary to comply with the Federal Fair Housing Act, the Americans with Disabilities Act, and the California Fair Employment and Housing Act to provide reasonable accommodation to persons with disabilities seeking fair access to housing through a waiver of the application of the City's zoning regulations.

Pursuant to Cal. Health & Safety Code §1566.3, a residential care facility that serves six or fewer people is considered a residential use and its occupants, regardless of legal relation, are considered a family for purposes of residential use laws and zoning codes. Further, such a use shall not be included within the definition of a boarding house, rooming house, institution or home for the care of minors, the aged, or persons with mental health disorders, foster care home, guest home, rest home, community residence, or other similar term that implies that the residential facility is a business run for profit or differs in any other way from a family dwelling. The current Code identifies residential care facilities serving six or fewer people as accessory to a residential use. It identifies different types of residential care facilities, such as for the elderly, mentally and physically handicapped persons, alcohol and drug treatment, and intermediate care, and in some cases, has different allowances for the different type of facilities. Through the Code update, the definition of residential care facilities should be revised to include any facility licensed by the state of California to provide living accommodations, 24-hour care for persons requiring personal services, supervision, protection, or assistance with daily tasks and such facilities should be treated as a residential use.

Manufactured Housing

The Comprehensive Zoning Code will ensure compliance with Cal. Gov't Code §§65852.3-.5 which requires local agencies to allow the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 U.S.C. §§5401 et seq.) on a foundation system, pursuant to Cal. Health & Safety Code §1855, on lots zoned for single-family dwellings.

Nonconforming Multifamily Dwellings

Local agencies may not prohibit the reconstruction, restoration, or rebuilding of a multifamily dwelling that is involuntarily damaged or destroyed by fire or other catastrophic event, unless certain findings are made that the reconstruction, restoration or rebuilding would be detrimental to public health or safety, and the existing nonconforming use would be more appropriately moved to a district that allows the use (Gov't Code §65852.25). The Comprehensive Zoning Code will ensure compliance.

Processing and Review Procedures

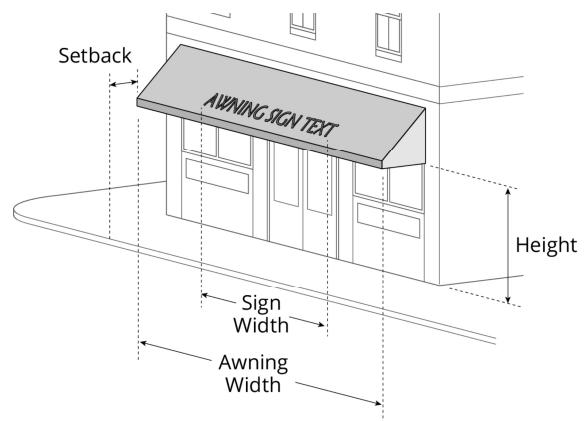
State law specifies a number of processing requirements and review procedures related to land use regulation. These include procedures and requirements for development agreements (Cal. Gov't Code §§65864 et seq.), general plan consistency (Cal. Gov't Code §65860), permit review timelines (Cal. Gov't Code §§65920 et seq.), rezoning land upon annexation (Cal. Gov't Code §65859), notice of public hearings (Cal. Gov't Code §§65090 et seq.), variances (Cal. Gov't Code §§65900 et seq.), and zoning amendment procedures Cal. Gov't Code §§65853 et seq.). The Comprehensive Zoning Code and the City's project review procedures follow State law requirements, including SB 330 (2019) which freezes a City's ability to downzone or change a general plan designation that would result in less intensive land use (reduced height, reduced density, increased lot size) for a five-year period. SB 300 also limits the number of discretionary permits a city can require of a housing development, limits the number of hearings a jurisdiction can have on a project, and reduces the time that a city has to approve a project once it is deemed complete.

Religious Uses

The Federal Religious Land Use and Institutionalized Persons Act of 2000 (RLUIPA) requires public agencies to demonstrate a compelling government interest and to use the least restrictive means when making a land use decision that imposes a substantial burden on religious exercise. Religious uses must be treated the same as similar non-religious uses. Additionally, regulations cannot impose a substantial burden to religious uses. The Comprehensive Code should ensure that religious uses are subject to the standards for 'membership organization facilities' and ensure the applicable standards do not create a substantial burden.

Signs

In June 2015, the U.S. Supreme Court decision in *Reed v. Town of Gilbert* (No. 135 S.Ct. 2218, 2015) affirmed that sign regulations must be “content-neutral” to survive a legal challenge. In order to be content-neutral and satisfy First Amendment limitations, sign regulations must be based on “time, place, and manner” restrictions, rather than by content- or message-based restrictions. Content-based regulations are subject to what is called a “strict scrutiny” standard – that is, a compelling governmental interest must be demonstrated and regulations must be narrowly tailored to serve that interest.



Solar Energy Systems

Cal. Gov't Code §65850.5 requires that solar energy systems be approved administratively with requirements limited to health and safety requirements per local, State, and federal law and those necessary to ensure systems will not have a specific, adverse impact on public health or safety. A use permit may be required if the building official makes a finding based on substantial evidence that a specific, adverse impact on public health or safety would result. Every city and county is required to have an ordinance expediting permitting for small residential rooftop solar energy systems. Section 17.104.160 should be updated for compliance with recent legislation.

Telecommunications

The Federal Telecommunications Act of 1996 Limits state or local governments' authority to regulate placement, construction, and modification of personal wireless service facilities. State or local governments must not unreasonably discriminate against providers of functionally equivalent services and not prohibit or effectually prohibit use of personal wireless devices. Further, state or local governments shall not regulate placement, construction, and modification of personal wireless service facilities based on the environmental effect of radio frequency emissions, to the extent that such facilities comply with FCC regulations. Cal. Gov't Code § 65850.6 requires a city or county to ministerially approve an application for a co-location facility on or immediately adjacent to an existing wireless telecommunications co-location facility. It also prohibits a city or county from imposing certain conditions of approval on permits for construction or reconstruction of wireless telecommunications facility. Section 17.104.180 should be updated to reflect current technologies, provide clearer direction on the design and citing of telecommunication facilities, and to specifically identify the provisions related to co-location facilities.

Appendix A: Key Policy Direction

KEY POLICY DIRECTION	
Policy Number	Policy Text
General Plan	
2.A.4	<i>Downtown.</i> Promote Downtown Woodland as the city's sole civic, cultural, entertainment, and central business district that serves as the primary specialty-retail and dining, entertainment, office, arts, and government center. Support new mixed-use development in the Downtown with an emphasis on retail, entertainment, and other active uses at the ground level and residential and office uses on upper levels along Main Street. In addition, allow ground floor office uses on side streets.
2.D.3	<i>Technology Sector.</i> Grow the technology sector in Woodland by leveraging the research strength at UC Davis. Establish business parks in the Southern Gateway at CR 25 and SR 113 and along CR 102. Encourage smaller companies and start-ups to locate in incubator spaces Downtown and in areas with the Light Industrial Overlay designation.
2.E.6	<i>Building Street Facades.</i> Encourage the use of horizontal and vertical building articulation to break up building mass, create visual interest, and design to activate street level frontages.
2.E.9	<i>Community Benefits.</i> Consider allowing new development to exceed FAR limits if it offers significant community benefit, such as the provision of publicly accessible open space, zero net energy design, the restoration and/or adaptive reuse of a historic resource, or the promotion of alternative modes of transportation.
2.G.2	<i>Sensitive New Development.</i> Require new construction, additions, renovations, and infill to be physically compatible with neighborhood context, historic development patterns, and building form and scale.
2.G.3	<i>Neighborhood Preservation Zone.</i> Maintain the Neighborhood Preservation zoning district to foster sensitively designed development at an appropriate density and scale in existing older neighborhood districts.
2.I.1	<i>Building and Site Design.</i> Require buildings located along corridors be designed to define the public realm and promote multimodal mobility and sidewalk activity that provides eyes on the street. Key components of good design should include: • Mix of building patterns • Building frontages located directly adjacent to the sidewalk where appropriate, especially on West Main Street; minimal setbacks on other corridors

KEY POLICY DIRECTION	
Policy Number	Policy Text
	• Ground floor transparency to encourage activity • Minimize driveways, curb cuts, and parking visibility • Pedestrian-oriented elements, including public outdoor spaces
2.I.2	<i>Increase Density.</i> Within mixed-use corridors, encourage replacement of older, low-scale, auto-oriented development with well-designed, higher-density, new projects that offer pedestrian orientation, more efficient use of land, and continued, productive economic value.
2.J.8	<i>Transition Areas.</i> Require commercial development to incorporate buffering and sensitive transitions or design techniques to minimize impacts on adjacent less intensive uses, particularly residential uses.
2.K.4	<i>Light Industrial Overlay.</i> Utilize the Light Industrial Overlay designation to transition between districts of different intensity, accommodate small incubator space, and promote a mix of agricultural, biotechnology and emerging technology companies.
2.K.6	<i>Transition Areas.</i> Require industrial development to incorporate context-responsive transitions to minimize impacts on nearby land uses.
2.M.2	<i>Mixed Uses.</i> Require neighborhood design that incorporates a mix of residential and non-residential development that addresses the basic daily needs of residents and employees. Each new growth area must incorporate some new employment-generating uses.
2.M.4	<i>Pedestrian and Bike Mobility.</i> Design streets to facilitate pedestrian and bicycle mobility in order to reduce automobile dependence and vehicle miles travelled. Utilize a traditional street grid with walkable blocks. Integrate a seamless greenbelt/trail system that provides recreational and transportation benefits.
2.M.7	<i>Characteristics of Older Neighborhoods.</i> Incorporate the best characteristics of older neighborhoods, such as an orthogonal street grid with smaller blocks, front porches, shallower front setbacks, a variety of architectural styles, unique lighting and monument features to create a sense of place.
2.O.1	<i>Neighborhood Preservation Overlay District.</i> Preserve the Neighborhood Preservation Overlay zoning district to ensure that new development in historic neighborhoods is well-designed and appropriately scaled.
2.P.3	<i>Historic Neighborhood Design Criteria.</i> Establish design guidelines that ensure that new residential construction, additions, repairs, and remodels in historic neighborhoods are contextual and preserve the historic nature of the neighborhood.
3.E.4	<i>Interconnected Network.</i> Require new development to create complete pedestrian networks with linkages such as walkways, paseos, and shared-use paths that interconnect pedestrian facilities.
3.E.8	<i>Active Design.</i> Design buildings so that the architecture enhances and encourages pedestrian travel. Provide clear internal pedestrian routes and avoid “blank walls” to maintain a visually engaging walking environment.

KEY POLICY DIRECTION	
Policy Number	Policy Text
3.H.1	<i>Parking Footprint.</i> Strive to reduce the amount of land devoted to parking through such measures as development of consolidated parking facilities/structures, the application of shared parking for mixed-use developments, car share programs, alternative investment in bike and pedestrian facilities, and the implementation of Transportation Demand Management plans to reduce parking needs.
3.H.2	<i>Shared Parking.</i> Encourage the use of shared parking facilities and programs as conditions of approval in mixed-use and transit oriented neighborhoods and districts.
3.H.3	<i>Parking Lot Design.</i> Require that parking lots be designed to minimize heat island effects, have significant tree canopies with ample landscape areas designed to pre-treat storm water runoff where feasible, and ensure pedestrian access.
3.H.5	<i>Priority Parking Locations.</i> Promote priority parking in safe and convenient locations for employee carpools, park-and-ride lots, electric/clean vehicle, and cyclists.
3.H.6	<i>Parking Standards.</i> Reduce minimum parking requirements and set maximums over time, particularly for mixed use and transit oriented developments, to promote walk and bike friendly environments throughout the city.
3.H.8	<i>Parking Lot Placements.</i> Strongly discourage the design and construction of parking lots along street frontages except in auto oriented areas where they shall be well designed to reduce their visual impact and maximize pedestrian and bicycle compatibility and safety.
5.A.6	<i>Crime Prevention through Design.</i> Consider public safety issues in public facility, commercial, and residential project design, and enhance public safety through implementation of Crime Prevention Through Environmental Design (CPTED) strategies. These include designing the placement of activities and physical features, such as buildings, entrances and exits, corridors, fences, pavement, signs, lighting and landscaping, in such a way as to clearly define public and private space, maximize visibility, control access and circulation and foster positive social interaction.
5.I.4	<i>Low Impact Development.</i> Require new development and redevelopment projects to incorporate site design and low impact development runoff requirements, in accordance with the Municipal Code to reduce runoff rates, filter out pollutants, and facilitate groundwater infiltration. Such features may include, but are not limited to: • Canopy trees or shrubs to absorb rainwater; • Grading that lengthens flow paths over permeable surfaces and increases runoff travel time to reduce the peak hour flow rate and the number of required drain inlets; • Partially removing curbs and gutters from parking areas where appropriate to allow stormwater sheet flow into vegetated areas; • Use of permeable paving in parking lots and other areas characterized by significant impervious surfaces;

KEY POLICY DIRECTION	
Policy Number	Policy Text
	- On-site stormwater detention, use of bioswales and bioretention basins to facilitate infiltration; - Integrated or subsurface water retention facilities to capture rainwater for use in landscape irrigation and other non-potable uses; and - Innovative engineering practices that allow for compact, connected, and walkable urban design.
5.J.2	<i>New Development.</i> Require waste collection in all new development and ensure that all new development complies with applicable provisions of the City of Woodland Source Reduction and Recycling Element and the Yolo County Integrated Waste Management Plan.
6.A.3	<i>Off-site Health Clinics and Workshops.</i> Encourage Yolo County Health and Human Services Agency to explore the feasibility of a program of health clinics or workshops, run by medical service providers or the Yolo County Healthy and Human Services Agency, but hosted in local neighborhood facilities such as schools, parks, businesses, or parking lots.
6.B.10	<i>Improved Pedestrian Connections.</i> Provide pedestrian connections in all new developments to provide full connectivity within a project as well as connections to adjacent uses and the larger network.
7.A.4	<i>Best Management Practices.</i> Continue to require the use of feasible and practical best management practices (BMPs) and promote Low Impact Development to protect receiving waters from the adverse effects of construction activities and urban and agricultural runoff.
7.A.11	<i>Sensitive Site Planning.</i> Site new development to maximize the protection of native tree species and special-status plant and wildlife habitats.
8.G.2	<i>Site and Building Design.</i> Orient buildings such that the noise sensitive portions of a project are shielded from noise sources.
Downtown Specific Plan	
3.C.1	The City shall require provision of adequate off-street parking in conjunction with new development. Parking shall be located convenient to new development and shall be easily accessible from the street system. The adequacy and appropriateness of parking requirements in the Zoning Ordinance shall be periodically reevaluated
3.C.2	The City shall require that parking lots be designed for maximum pedestrian safety and convenience, motorist convenience and safety, and handicapped access.
3.C.4	The City shall promote priority parking in safe and convenient locations for employee carpools, park-and-ride lots, and cyclists.
3.C.5	The City shall continue to implement Zoning Ordinance parking standards that establish minimum and maximum number of spaces for parking lots.
3.C.7	The City shall encourage parking lots to be located at the back of buildings away from the primary street to reduce visual impacts in new and existing areas.

KEY POLICY DIRECTION	
Policy Number	Policy Text
3.C.8	Parking lots along street frontages shall be well designed to reduce their visual impact and maximize pedestrian and bicycle compatibility and safety.
3.E.5	The City shall encourage the development of adequate, convenient, and secure bicycle parking at employment centers, schools, recreational facilities, transit terminals, commercial businesses, the Downtown core area, and in other locations where people congregate.
3.E.6	The City shall establish minimum bicycle parking standards for commercial land uses (e.g., office, retail, food service) to ensure bicycle parking for use by employees and customers.
6.B.8	The City shall implement the design guidelines in the Downtown Specific Plan to ensure that new construction, renovations, and additions are compatible with existing adjacent structures, especially those that are on the National Register, or are eligible or potentially eligible for listing on the National Register.
9.C.3	The City shall maximize opportunities for outdoor eating to reinforce Downtown as a food and entertainment destination.
9.C.5	The City shall promote intensified office development within Downtown.
Climate Action Plan	
Objective 1: Reduce Building Energy Use	<i>Strategy E1:</i> Require that new construction include LED lights, solar tubes or skylights in windowless internal rooms, and consideration of room orientation to maximize the use of natural lighting.
	<i>Strategy E3:</i> Promote sustainable construction and development practices contained in the CalGreen Code, such as using cool roofs, vegetation, and permeable or other special pavements where appropriate to reduce heat-island effects on and around buildings.
	<i>Strategy E4:</i> Encourage innovative site designs and building orientations for new construction that incorporate passive and active solar designs and natural cooling techniques.
	<i>Strategy E4:</i> Require that natural temperature-control factors, such as cross ventilation, wind protection, and shade, be considered in site and building design for new construction.
Objective 1: Implement Land Use Policies to Support Reduced Motor Vehicle Use	<i>Strategy T/LU2:</i> Increase allowable residential density and building height standards.
	<i>Strategy T/LU3:</i> Require new commercial development to include bicycle parking, electric vehicle charging stations, and/or other incentives for non-fossil fuel transportation.
	<i>Strategy T/LU3:</i> Adopt policies that encourage building smaller houses.

KEY POLICY DIRECTION	
Policy Number	Policy Text
Objective 2: Reduce Vehicle Miles Traveled and Equipment Idling Emissions	<i>Strategy T/LU5:</i> Require new multi-family developments to provide secure bicycle storage options and/or bicycle-share programs.
Objective 3: Replace Gas and Diesel Vehicles with Alternative- Fuel Vehicles	<i>Strategy T/LU7:</i> Encourage developers to include EV charging infrastructure in new residential developments.

Appendix B: Stakeholder Interview Summary

On Tuesday, October 29 and Wednesday, October 30, 2019, the Woodland Comprehensive Zoning Update team conducted a series of stakeholder interviews at City Hall. While the team was prepared with a list of questions and prompts listed in on page 12 below, the discussions were generally conversational in nature and guided by the interviewees, their experiences, interests, concerns and recommendations.

INTERVIEW SUMMARY

Design and Context

Interviewees indicated that Woodland's code should embrace and preserve its agricultural and architectural history while attracting and facilitating more development. There was a general acknowledgement that car-centric design has led to a decline in the quality of life, business, and climate, and that Woodland should become more walkable with neighborhood amenities within residential zones, outdoor dining, and alleyway access to pedestrians.

Interviewees also stressed the importance of context, especially along historic preservation areas, with buildings that reflect the neighborhood scale and prevailing design aesthetic. Design also must be high in quality and avoid pastiche. There was a general consensus that East Street corridor needs attention in terms of design—both the right-of-way, building types, and frontages—but views about appropriate design varied.

Interviewees indicated that while development regulations are good, new design standards are not entirely compatible with existing uses and infrastructure. The new code needs to carefully address the framework of old/existing uses so that new ideas don't create impractical/problematic conditions in an infill environment.

Transitions and Compatibility

There was a general agreement that corridors and transitional areas at the edges of industrial and light industrial areas have suffered in terms of economic development due to a lack of tools to ensure good design. Discussions addressed incompatibilities and sensitivities among various uses, including compatibility among different industrial uses as well as compatibility between industrial, residential, and commercial/retail. In addition, there was some concern expressed about unsightly uses at entry points to the city compromising the image of the city.

Code Usability and Economic Development

A number of stakeholders had mentioned that the permitting process is difficult/convoluted, that administrative procedures are restrictive, fee structures are prohibitive, and that requirements for entitlements lack clarity/predictability. This shared opinion refers to the old code, not necessarily the interim zoning code. The team heard that the learning curve for the code is an obstacle to outside developers, hurting economic development and housing development in Woodland. Interviewees stressed that streamlining the process is key to improving business, especially in the downtown/industrial areas, and that there should be review at the staff level.

Other hurdles mentioned by stakeholders included the FEMA Flood Zones, the Yolo County Habitat Conservation Plan (specifically, hawk and burrowing owl), cost of energy, the requirement for EIRs, design standards that are incompatible with existing uses and infrastructure, and shortage of labor.

Affordability

Interviewees recognized the need for the City to address affordability. Particular concern was expressed for how to best support construction of affordable units and to ensure that affordable units are distributed throughout the City. Interviewees advised that the code needs to facilitate by-right low-income housing and not wait for the housing element. Strategies suggested by stakeholders included an affordable housing overlay, an in-lieu fee to pay into affordable housing development, mandated duplex corner housing development in the South East Area, development in the infill opportunities throughout the city, and a further streamlined ADU construction process. In particular, the Armfield area was discussed as a major opportunity for affordable housing.

In general, all interviewees expressed support for ADUs, duplexes, and triplexes within existing residential areas of the city. While interviewees generally felt that flexibility in the code will be crucial in addressing the housing crisis, support for allowing housing in Industrial and Light Industrial Flex areas was mixed.

INTERVIEW NOTES

Tuesday, October 29, 9-10 am

Dave Snow, Residential Developer

- Two downtown residential infill projects (both within the Downtown Specific Plan Area):
 - *Downtown Suites*. 3rd and Lincoln. 14 HOA for-sale units on a 21,000 square foot parcel. Three story single family detached, concrete podium construction type, no common area, shared drives, small yards. This was a tentative map approval with subdivision and design done in tandem, so it required planning commission approval. Then design was appealed, issues being height, density, roof form/architecture, and drive aisle.
 - *Cleveland Street Suites*. 421 Cleveland (100 feet off Main). 16 units, single-story duplexes and triplexes. Staff-level approval.
- Experience with Staff has been good.
- The IZO changed a lot of the standards/design guidance, and the new design standards are not entirely compatible with existing uses and infrastructure. Major issues include required drive aisle/curb radius, new slope requirements that cause stormwater drainage problems, regulations for utility boxes, and landscaping. We should be careful to make sure that new standards work within framework of old/existing, and that new ideas don't create impractical/problematic conditions in an infill environment.
- People do like the vision though. The issues he sees are mostly Public Works issues. Public Works should participate in the process.
- Densities, density bonuses, and development regulations are good.

Tuesday, October 29, 10-11 am

Don Sharp, Realtor, Former planning commissioner, Chair of Woodland Economic Renaissance Committee

David Wilkinson, Architectural historian, historic preservation commissioner, Woodland Tree foundation, author of Crafting a Valley Jewel: Architects and Builders of Woodland, economist for the CA preservation commission

Dee Rosenberg, Dee Rosenberg Architects

Lisa Baker, CEO, Yolo County Housing, member of GP Advisory Committee

- Don currently works with developers and construction industry professionals who are not familiar with Woodland, and their specific feedback is not positive. The feeling is that the process is convoluted, entitlements keep changing (habitat preservation, traffic mitigation, utility

obstacles, etc.) and it can be hard to keep up with. The learning curve is a huge obstacle to outside developers.

- There needs to be staff education when there is a new comprehensive zoning code update.
- The Downtown needs to be expanded outward to accommodate people. The current form is linear and only accommodates cars. There are opportunities along 3rd Street and other streets outside the Downtown boundary. Mixed use corridors have presented an opportunity and would be more useful if expanded North to South.
- David is receptive to New Urbanism and would like to see more modern development. He is a fan of evolving architecture. The issue is *context*, especially along historic preservation areas. There needs to be more attention to height, style, scale, massing, building placement, building patterns, etc.
- In her practice, Dee focuses on contextualism and green aspects of new development. She'd like to see the new code preserve the pattern and character of Old Main Street. Would like to see the code encourage modern development without breaking up the continuity of the streets.
- Dee designed Z Specialty Food LLC on Harter Street, a new mixed-use development that is mainly a honey processing facility. The project is Zero Net Energy, with on-site stormwater. Planned Phase II will expand project with non-residential mixed-use. Other amenities to include food/environmental education, organic food production. Zoned for Regional Commercial. Staff-level approval.
- Woodland is a scary place to bike. Dee would like to use her bike to get around town but does not currently feel comfortable doing so.
- Dee would like to know that the lovely, old buildings and residential areas of Woodland are preserved, as they add so much charm and humanity to the city (painted ladies, craftsman). Is there a way to prevent the bad actors from ruining the really great older houses? Some have been ruined by bad, thoughtless or insensitive renovations or flips.
- Concerns about empty storefronts and high rents on Main Street. The people who own property on Main Street could be advocates for making Main Street more vital if they would ease rents.
- Hurdles to Z Specialty Food LLC project included FEMA because it was in a Flood Overlay Zone, and also endangered species sensitivity (some hawk/burrowing owls/sounds like species and protected species acts).
- The Zoning Code needs to be appropriate to the neighborhood. There is an interesting agricultural history that should be preserved. Development patterns are lost at the edges of the corridors. There needs to be an improvement of densities. Avoid pastiche/"Disneyland" of old architecture.
- Yolo County Housing Authority/owns properties outright, in partnership, and in subdivision.

- There is not a lot of certainty in the code.
- Armfield is an affordable housing opportunity zone for the City. A Master Planned development would deal with site constraints, reconfigured as needed. and open up Armfield to redesign.
- Armfield and surrounding areas have turned out modern craftsman houses. There was a paint survey done at one point to create the neighborhood pallet.
- Yolo County Housing's plan for the areas is for a public housing trust to develop row housing or townhomes on six acres. The project will not displace anyone currently there. Yolo County Housing has partnered with the City on the project to improve circulation and connectivity in the area as well.
- Mercy Housing built West Beamer Place, but there was some pushback from the community, which pointed out that there was no "middle" housing.
- Qualified Census Tracts in the East Main and East St/Matmor Road area.

Tuesday, October 29, 11 am - 12 pm

Mike Vinnecombe, Bright People Foods

- City must get away from being a little country town. There is limited land within the city limits and the city needs to understand that. The Small-town feel is not sustainable.
- Woodland has done well marketing food clusters in the City. But zoning currently hurts the marketing/branding and feel of the city by allowing unsightly uses along the major access points to the city. Zoning needs to be ahead of the city's marketing.
- Owns a food processing plant off Tide Ct.
- Property on Pioneer between East Main and Tide Ct was vacant, purchased by public storage business before Mike could purchase. Zoning allowed for this use when the form/context should have allowed for heavier industrial/food processing uses. There is now no space for these plants to warehouse and now Woodland is potentially losing jobs.
- Mike is receptive to ADUs, duplexes, and triplexes in Woodland. Densities need to be improved. Woodland can be a focal point for the region in terms of style. If we can capture a style of Woodland and repeat throughout the City in infill/opportunity sites while improving density, then the City would benefit immensely. Keep with the historical structure theme.
- Other uses incompatible with heavy food-related industry includes maintenance yards, anything that affects air quality. Generally, factors that are incompatible with food uses are pathogens, air quality issues, rodents, and toxicity.
- There aren't really regulating standards that helps the food industry stay in Woodland. There is a lack of concern about the sensitivity of some uses to others.

- Create cluster zoning districts specific to food manufacturing and ag-specific industrial uses. Code needs to find a way to push out the lighter industrial uses like public storage, U-Haul, and car washes.

Tuesday, October 29, 2-3 pm

Steve Machado, *Commercial and industrial developer, broker, and property manager, Landmark properties. Previously worked for Grubb & Ellis in Sacramento leasing facilities for companies throughout Northern California.*

Mark Aulman, *Lifetime Woodland resident, chair for the sustainability advisory committee, founder of the Tree foundation, Historic preservation commissioner.*

- Steve noted that when working with a company, flexibility within the code is key. Avoiding conditional use permits and hearings helps attract companies into the city. For example, he filled a vacant space with a Japanese restaurant when there were fewer hurdles to jump. As far as building standards and code go, streamlining the process is KEY to improving business and downtown/industrial areas especially.
- The City wants to see specific uses that aren't necessarily aligned with the community. There is a rigidity of uses currently permitted in the Code. Currently, there are many ag companies – particularly, seed companies – in Woodland.
- In the Industrial zone, there is only a 4-7% vacancy rate. The rents have increased substantially over the past few years, and are currently so high that it's more worth it to industrial developers/property managers to simply rent out existing spaces rather than construct new ones. Before new building will occur, rents must go down.
- Development regulations are not a deterrent but the smoother the process, the more likely "good businesses" will come. A few good companies would really spur a lot of growth in the City. It always starts with the tenant.
- Steve would like to see staff have more discretionary review and approval.
- East Street corridor needs a lot of help. It needs a very flexible overlay that includes industrial, commercial, and residential. Steve sees it as quasi industrial/commercial.
- Physically, there are barriers to the clean-up needed along the East Street corridor. East Street doesn't really support any kind of on street parking, railroad tracks are a huge barrier to quality of life and street form, and bikes are very unsafe.
- Access to and influence from UCD needs to be improved within the City. Provide incubator spaces, bike routes to Davis, etc. Davis loses companies because it lacks facilities, and Woodland should take advantage of this.

- The City should streamline the process for new industrial. South Sutter County has done this.
- Mark agreed that residential densities need to be right. Infill is important, and duplexes are fine, but he is not a fan of apartment buildings and other multi-family units. As far as he has seen since the 70's there has been no benefit to including this building type.
- Historic properties suffer when multifamily is developed nearby. Fourplexes are OK, seem feasible, and can fit in the context of certain areas like Cleveland Street and the end or outside of the Downtown Specific Plan area, particularly to the south.
- Sustainability should be kept in mind when thinking about economic development and the Code update. When driving is central to design, then overall quality of life and climate suffer. Start to work in more neighborhood amenities throughout the neighborhoods.

Tuesday, October 29, 3-4 pm

Kathy Trott, *longtime Woodland resident, retired banking executive, national board for the Presbyterian church and other non-profit work, affordable housing advocate.*

Duane R. Thomson, *architecture firm owner, works on public, commercial, and residential projects, custom only, no track development.*

- Legibility of the specific code itself is fine.
- Architects need to respect the planner's job and vice versa.
- Mall is a site of concern.
- Living in the old historic neighborhood is walkable but neighborhood amenities that were promised haven't come to fruition.
- Scale is very important, and the new courthouse is very out of scale. Color of newly painted house on College Street also incompatible with context.
- Last decade, Woodland has really missed the mark on building affordable housing. Contextual and creative infill will be an issue with NIMBYism. Suggestions:
 - There should be an in-lieu fee to pay into affordable housing development and create a variety of housing.
 - In the South East Area, there needs to be duplex corner housing (mandate it). Infill is huge and needs to be taken advantage of.
 - Streamline ADU/granny flat construction. Rents are going up and are displacing seniors and millennials.
 - Zoning should permit housing in Industrial and Light Industrial Flex areas. For example, the property on Beamer and Harter showed promise, but the City would not allow a zone change. Flexibility in code is crucial especially in addressing the housing crisis.

- Square One Village in Eugene, OR could be a case study for NIMBYism. This model will also help understand how to drop the price point (\$/sq ft) for creating affordable housing.
- Trees need to be encouraged and incentivized throughout the city. Utility easements often preclude trees.
- Open the use of alleys.

Wednesday, October 30, 9-10 am

John Buckle, Real estate developer, primarily in the industrial zones. Owns a 72-acre site on E Kentucky

Brenda & Monty Pate, Property owners/managers, construction company owner. Own low-income single-family properties.

Alysa Meyer, Attorney, Legal Services of Northern CA

Jim Hilliard, and State Farm Agent and former City Council member

- John noted that the industrial land use table is clear and understandable and he generally has no problem with zoning but does have an issue with storm water diversion. Also, uses should be updated to minimize need for CUPs.
- John owns a remainder parcel on Paddock Place in the Light Industrial Flex overlay zone that has been sitting empty for 30-years. Environmental company wants to access the land but a storm water issue has been preventing new construction. An administrative permit is required to develop on this property.
- Take away impediments. Be as black and white as possible and eliminate as much discretion as possible. Be open for business and don't make it hard to build. Fee structures (flood, traffic, sewer) are making construction prohibitive.
- Alysa pointed out that the City has not been able to find sufficient sites for its RHNA needs, leaving it open to lawsuits.
- RHNA sites should be distributed throughout the city.
- Alysa is interested in planning for low-income families, and has an issue with the zoning for low-to very-low- income levels for family residential. These zones need to be dispersed throughout the area to avoid a low-income zone of the city. There should be an affordable overlay -- anything that helps by-right low-income housing. Zoning code needs to address this issue and not wait for the housing element.
- For low-income housing, large parcels are not great. Small, infill parcels are better.
- The CEQA process is a time consuming and expensive obstacle that impedes affordable housing.
- Seismic and ADA are also barriers in the Downtown. Seismic retrofit of upper floors.

- ADUs are a great opportunity but need to be approached right in order to cater to low-income people. Infill is the best approach to addressing affordability.
- See CHOC, a low-income housing provider out of Fairfield, as a good example.
- Procedural challenges have prevented Brenda/Monty Pate from building more low-income housing however, barriers described are largely building code issues.
- Jim Hilliard did note that some procedural changes are hurting business and implied that Woodland should welcome all business with little to no regulation, like West Sacramento.
- Group noted that the HCP only applies to discretionary projects, and it is a fee only (not a mitigation).

Wednesday, October 30, 11 am - 12 am (By Phone)

Paul Petrovich, developer (Petrovich Development Company, Sacramento)

- Petrovich focuses on medical, office, restaurants and retail
- Owns Woodland Gateway Shopping Center at Interstate 2 and County Road 102.
- He would like to develop the two parcels south of the Gateway center between Bronze Star Drive and Maxwell Ave.
- As a condition of approval for the Gateway project, Petrovich agreed to develop a downtown property.
- He says that downtown rents are not high enough to justify new construction. Rising construction costs and the need to deliver on time for tenants also pose challenges for developers.
- Petrovich also owns vacant property on the NW corner of East and Main streets.
- He has a property 3rd and Main streets with a historic structure - City regs require an EIR to demolish the building.
 - He has no immediate plans for the property
 - He would save any historic elements when demolished (e.g. siding)
- Has 3 key recommendations:
 - The City should work on annexation areas to expand development potential.
 - The City should streamline the entitlement process.
 - The City should remove the requirement for an EIR on the property at 3rd and Main streets.

Wednesday, October 30, 1-2 pm

Josh Yarborough, Pacifica Coast Producers

- PCP is a tomato processing and cannery business (largest in the world).
- PCP is a grower-owned company (Co-operative).
- PCP operations are primarily between July and September. During this time they have 1,200-1,300 full-time employees (24 hours/7 days per week).
- They do some shipping via the rail line along Main Street, so they need/like the rail spur.
- Company pipes wastewater to the wastewater ranch on the southeast side of the City.
- Biggest threats to the business are tariffs, cost of energy, new EPA laws for water, and shortage of labor.
- PCP would be concerned about additional residential development in the area, because of the industrial nature of their operations.

Wednesday, October 30, 4-5 pm

Skip Davies, longtime resident, former mayor

- Zoning has done well but some areas haven't materialized. Conflict between developers' interest and the community.
- A lot of water/flood issues. The urban limit line has contributed to some other issues. Levee failure would put much of the northeast corner of the City underwater.
- Transitional areas and corridor areas have suffered due to a lack of tools to address economic development through good design. Administrative procedures are restrictive to the point where it deters development.
- East Street needs flexibility in the code. The corridors are only conducive to small business and maybe some affordable housing. Housing can only form around the west side of the corridor.
- Need flexibility in uses for North East Street. Small businesses, some affordable housing (on east side of tracks – not west side).

INTERVIEW QUESTION GUIDE

Introduction

- Purpose of project [implement new Zoning Code, improve permitting process, make code easier to use and administer, improve outcome of development projects—better designed, implement

community vision, protect historic and natural resources, develop form-based components as appropriate]

- Objective of the interviews—the first step in understanding development code/permitting issues that needed to be addressed
- Describe project timeline and note that there will be other opportunities for input
- Structure of the interview: explain the roadmap—talk about your background and familiarity, existing code, and how it can be improved. Questions are prompts—purpose is to talk about issues that are of most concern to them

Questions

Background

1. What types of development are you involved with, and what are the specific regulations with which you are most familiar? Have you used the Interim Code?
2. When was the last time you had experience with any development code issue in the City of Woodland? Talk about your familiarity with code, a specific project, and your experience using the code.

Current Regulations

3. Thinking about a specific project or projects with which you are familiar, how did the City's land use and development regulations affect the outcome?
 - Did some regulations affect/limit feasibility of your project?
 - Would different regulations have resulted in "better" projects?
 - If not, what would have made a difference?
4. Before we talk about what we should change, I want to first ask you what you find particularly beneficial or effective about the current regulations. What would you NOT change? Consider the Zoning code and IZO.
5. What do you see as the major problems with the zoning code? e.g., Do you think the regulations are effective in achieving quality development in the City? If not, what are their shortcomings and drawbacks? Please be as specific as possible.
6. Which of these problems [that you've mentioned] do you think are most significant in terms of their effect on the nature, location, and quality of development, and why?
 - Do you think that the City's development standards are being met on a site-by-site basis, but as a whole the overall effect is not what is desired?

- Do the City's development standards adequately express the character of specific areas/corridors?
- Are permitted residential densities and building types appropriate for Woodland's residential areas? Consider R-1 and R-2 areas.
- Do the development regulations keep out development that is incompatible with surrounding uses? Development that is poorly designed?
- Do you think the development regulations may deter businesses from coming to Woodland? If so, why?

Specific Components

7. Are the physical development standards in keeping with contemporary development practices in the region?
8. What role do the Community Design Standards play in the design of your projects? If active in the Downtown, what role do the Downtown Design Guidelines play?
9. Do you think the use regulations are effective in keeping out undesirable uses, but also letting in desired ones?
10. Let's talk about regulations for specific areas. Are you aware of any particular land use or development issues that negatively affect development in a specific area(s)? Or detract from the area's character? What do you consider the center of the area(s)? Nodes or destinations that call for walkability? Consider building height, mixed-use development, density/intensity, permitted uses, compatibility between new and historic development.
11. Parking and access. Do the parking requirements match actual parking demand?
12. Are parking and access requirements seen as a hindrance to development or expansion of certain uses or in certain locations? Think about parking location, ratios, walkability, alleys.
13. Do the sign requirements and allowances provide a good balance between providing enough signage for information and advertising while addressing aesthetic and sign clutter concerns?
14. What Code elements most encourage/deter housing development? Housing affordability? New businesses/job creation?
15. Idea of having an R-2 zoning as the base and allowing duplexes as a right.

Downtown and Corridors

16. Think about the Downtown. How would you describe Downtown's character? What role do the following play in establishing the character of downtown?
 - Alleys
 - Building height (is 65' appropriate everywhere?)

- Building frontages
- Building materials
- Mixed-use development
- Adjacencies (different uses, historic buildings)
- Transit access

17. Would any of these qualities/elements [that you've described above] be appropriate in other areas of Woodland? What design features or uses that are incompatible with such a character? (sound walls, fencing, industrial uses, parking requirements, etc.)

Process

18. How well do the administrative procedures work for development?

- How effective are the processes that allow flexibility in development requirements i.e. appeals, variances, planned development, conditional use permits? How can these be made better?
- Are there decisions that require a Planning Commission hearing action that you think should be made at the Staff level?

Ease of Use

19. How does the Zoning Code compare to the IZO in terms of usability?

20. Are there situations where the City has multiple regulations to achieve the same objectives? Could some of these be eliminated? Are some of these inconsistent?

21. Do you think that the land use and development code and/or IZO is understandable and easy to use? If not, are its problems related to:

- Overall organization and format?
- Confusing/conflicting/redundant language?
- Lack of graphic illustrations?
- Lack/outdated of tables?
- Conflict between current Code and IZO?

22. What are the most important changes that could be made to the format and organization of the development regulations to make them easier to use?

23. Are there other issues we have not covered that are important for us to consider?