



TO: THE MEMBERS OF THE PLANNING COMMISSION
AGENDA: Planning Commission Meeting
DATE: October 19, 2023
ITEM #: I.3
SUBJECT: Comprehensive Zoning Code Workshop

Recommendation for Action: Staff recommends that the Planning Commission receive a presentation on the Public Review Draft of the Comprehensive Zoning Code (CZC) and hold a workshop to discuss proposed map amendments, zone standards, response to questions, and discussion.

Staff Contact:

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Report in Brief:

On September 19 & September 21, 2023 respectively, the City Council and Planning Commission received an overview regarding the launch of the Public Review Draft Comprehensive Zoning Code (CZC). These informational updates were recorded and have been posted online for viewing. Copies of the staff reports and video of the meetings may be viewed at the following web link: <https://cityofwoodland.org/1167/Community-Outreach>. A copy of the September 21, 2023 staff report is also provided as an attachment to this report.

The Public Review Draft CZC document is available online at the following link: <https://cityofwoodland.org/1165/Comprehensive-Zoning-Update>, and in hard copy at City Hall and the Library.

This staff report outlines the proposed review topics for the October 19, 2023 Planning Commission workshop. Dates and times for additional public workshops are provided below in this report.

October 19, 2023

- Citywide standards and key issues
- Division IV – Administration and Procedures
- Housing Review Process and example (RLM and RM)
- Questions/clarifications
- Discussion

The goal of the CZC update is 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.

Grant funding for the Code update from HCD was provided with the intended purpose of accelerating housing production and streamlining approval of housing development, as well as to prepare a code that utilizes best practices to facilitate livability, sustainability, increased density, and multi-modal access. 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 community pride.

Background:

Relationship Between General Plan and Zoning Code

The General Plan outlines a vision for Woodland's long term physical and economic development and community enhancement. It also provides goals and policies that will allow this vision to be accomplished. The General Plan, inclusive of the Housing Element, provides the basis for establishing priorities for implementing plans and programs, such as the Zoning Ordinance. It sets broad general land use locations and densities and intensities for development. Residential development capacity is usually provided as density of development, expressed as dwelling units per acre (du/ac), whereas non-residential development capacity is provided as intensity of development, expressed as floor area ratio (FAR).

The staff has prepared a PowerPoint presentation that will provide a review of key factors and components of the topical discussion areas. As an example, the following graphic is an excerpt from a PowerPoint slide regarding density and intensity.

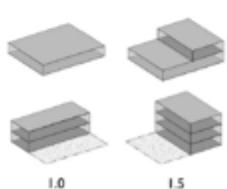
Density and Intensity

Density

- Residential based
- The ratio of Dwelling Units per gross acre.
- Gross density includes total acreage of a site measured to the centerline of proposed bounding streets and to the edge of the ROW of existing and dedicated streets.
- Example, an 6,000 square foot lot in the R-LM with a maximum allowed density of 15 du/ac
- 43,560 sq ft per acre
- 6,000 sf = 0.137 acres
- 15 x 0.137 = 2 dwelling units (du)

Intensity

- Non-Residential (Generally)
- Based on Floor Area Ratio
- Floor Area Ratio (FAR) is the ratio of the floor area of all principal and accessory buildings on a site to the site area.
- Example, if the floor area of all buildings is 20,000 and site area is 10,000, the FAR is 2:1 or 2.0



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The Zoning Ordinance is one of the most important tools for implementing the General Plan. While the General Plan provides broad land use classifications on the Land Use Map, zoning is more specific and may allow multiple zones per single general plan land use category on the Zoning Map, as long as the intensity and density of development are consistent with the General Plan. Zoning translates general policies into more specific regulations and standards.

For the period immediately following adoption of the General Plan, the city adopted a stand-alone Interim Zoning Ordinance (IZO) to address areas of land use inconsistency between the newly adopted General Plan and Zoning for the commercial, industrial and mixed-use zones. The IZO incorporated new standards and practices that have guided much of the new development that has occurred since 2018. The IZO has generally been considered successful and the CZC has built upon the best elements and lessons learned through use of the IZO.

Guiding Principles and Objectives for the Comprehensive Code Update:

The following are the key guiding principles and objectives for the CZC update:

1. Implement the 2035 General Plan and the 2021-2029 Housing Element.

2. Ensure compliance with state and federal requirements.
3. Build upon the Interim Zoning Ordinance (IZO). Utilize lessons learned to strengthen, clarify, and expand the Comprehensive code.
4. Ensure that the code is clear, concise, intuitive, and easy to use by the community, businesses, and development partners.
5. Provide clear decision protocols and a streamlined review process.
6. Allow increased intensity of development and compact form while retaining the character and scale of the community's neighborhoods.
7. Facilitate increased housing opportunities and variety. Encourage Multi-family, Missing Middle, and Lifestyle Housing
8. Address sustainability concerns including the heat island effect. Facilitate appropriate and increased tree planting and preservation.
9. Respect the existing community fabric and groundwork while reflecting current best practices in evaluation of uses, activities, and development patterns.
10. Incorporate historic and downtown design requirements, thereby incorporating the Downtown Specific Plan into the code.
11. Address citywide and special case situations that occur repeatedly.
12. Provide clear standards and requirements, but incorporate flexibility in order to adapt to new or unusual circumstances.
13. Add to the economic vitality of Woodland and allow appropriate adaptive reuse and reinvestment of properties.
14. Encourage mixed-use nodes, districts and corridors. Allow the integration of commercial uses within residential districts as well as residential into commercial districts.

Generally, the public, residents, and prospective developers value three central qualities in any zoning 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.

Comprehensive Code Features

The following summarizes key features incorporated into the draft Code:

1. Provides graphic examples and generalized tables to present information whenever possible.
2. Provides "objective design standards" for all districts.
3. Provides performance standards to address sensitive adjacency issues such as odors, dust, and contamination.
4. Updates parking standards and reduces overly burdensome requirements.
5. Continues to accommodate and incentivize food and agricultural industries where appropriate.
6. Updates and clarifies the non-conforming use standards.
7. Updates the allowed land use table to incentivize desired uses.
8. Updates the standards that apply to all properties, such as fencing, outdoor storage, landscaping, parking, and lighting.
9. Provides design standards and criteria that apply to specific uses such as alcohol, auto services, bed and breakfast, bee keeping, emergency shelters, mobile vendors, and temporary uses, etc.
10. Identifies height, setbacks, coverage, and other development standards that apply to each district.
11. Revises sign standards to comply with legislative requirements to be content neutral.
12. Provides an administration section that clearly describes and outlines all permit and entitlement review requirements.
13. Clarifies public notice procedures.
14. Clarifies roles and responsibilities for all recommending and approving bodies.
15. Provides Rules of Measurement.
16. Provides clear understandable procedures for exceptions from standards and when allowed.

17. Provides a comprehensive list of definitions of terms and uses.

Code Framework

The draft Comprehensive Zoning code was developed over the past three plus years based on requirements of State law, review of best practices, and consideration of objectives for the code. The CZC has five divisions or sections as described below:

Format and Organization

Division I: General Provisions

Division II: Districts and Regulations

Division III: Citywide Standards

Division IV: Administration and Procedures

Division V: Definitions of Terms and Uses

Division I – General Provisions:

Division I sets the underlying purpose and effect of the Zoning Code and outlines the authority for the Code and relationship to the General Plan. This Division includes a section that discusses rules for interpretation and rules of measurement. It also references and establishes the zoning map, other relevant maps, and districts.

Division II – Districts and Regulations

Division II identifies the purpose and applicability of each zone. The district provides the use regulations, development standards and supplemental regulations. This is where the objective standards for building and site design are provided.

Division III – Citywide Standards

Division III provides citywide standards in several chapters, including those that apply generally to all properties, to those that apply to specific uses or activities. Additional chapters include nonconforming uses and signs.

Division IV – Administration and Procedures

Division IV identifies all planning authorities and reviews purposes. It provides all of the common procedures that are required as part of any type of review for purposes of zoning. The division outlines all of the planning permits and approvals that are possible and establishes a new three-tiered Development Review process to replace the existing ZAP Tier 2 and Design Review processes.

Division V – Definitions of Terms and Uses.

Division V provides a comprehensive set of definitions of the terms used in the code and also provides a definition for all permitted, conditionally permitted and in some cases non-permitted uses.

Code Highlights and Key Changes

The CZC has been re-written with each and every standard and requirement evaluated in view of best practices and through a frame of the City's development goals as identified in the General Plan, past experience, experience in implementing the Interim Zoning Ordinance, and desired economic development path. Development standards and design standards were assessed, taking into consideration limited resources, such as land and water, while also taking into account environmental and climate considerations, as well as housing and jobs, in order to allow for a resilient and prepared community to face 2050 and beyond. Below is a summary of some of the key highlights and changes in the CZC:

- Increase housing opportunities.

- Ensure consistency with the Housing Element regarding identified sites and densities.
- Modify zoning to allow increased housing opportunities, to reflect existing on the ground conditions, or to provide consistency between existing zoning and the 2035 General Plan.
- Add small lot subdivision development standards to provide flexibility for infill residential development.
- Incorporate the Downtown as a new section in the code and update the zone categories to reflect current conditions.
- Retain the Neighborhood Preservation (NP) zone.
- Provide allowance for limited retail uses in specific residential locations and situations.
- Update the use table to reflect "best practices" and policies of the General Plan and to promote those uses that increase jobs and economic potential for the city's tax base and discourage uses that detract from community aesthetics and/or provide minimal job or economic benefits.
- Update building and site design standards for all zones to provide objective design standards.
- Update entitlement review processes to provide clear direction as well as to allow streamlined review for projects that are compliant with objective standards.
- Update fencing, screening, and outdoor storage requirements, and address other common issues.
- Update parking, lighting and landscaping requirements.
- Update Sign and Non-conforming requirements.
- Increase development intensity standards for the Community Commercial Mixed Use (CCMU), Regional Commercial (RC), Regional Commercial Flex (RCF), Industrial Flex (IF) and Industrial General (IG) zones to allow appropriate intensity of development to encourage more efficient use of limited land resources.

Discussion:

The meeting of October 19, 2023 will focus on reviewing the proposed Zone and General Plan map amendments and zone standards with an emphasis on residential zones and residential topic areas.

Map information and the Draft Comprehensive Zone text can be found and reviewed on the Comprehensive Zoning Code web page for "Documents": <https://cityofwoodland.org/1168/Documents>

Staff reports and recordings of past meetings and staff prepared webinars on specific topics may be found on the Comprehensive Zoning Code web page for "Community Outreach": <https://cityofwoodland.org/1167/Community-Outreach>

The city is working to prepare an interactive GIS based Zone map that will allow individuals the ability to look up any parcel and see the current and proposed land uses. Once identified, information about the proposed zone, including permitted uses and development standards, may be found in Division II – Zone standards.

Zoning and General Plan Map Amendment Discussion

In addition to text amendments, there are suggested amendments to the Zoning Map. Some of the map changes identified will require amendment to the General Plan land use map as well. However, in several instances, the existing zoning provides a higher zone category than the General Plan and will remain at the higher zone category. Detailed maps are provided in an informational PowerPoint attached to this report. The following are key changes proposed:

- Add Low Medium Density (R-LM) and Medium Density (R-M) residential zones in place of Duplex (R-2) or Low (RL) Residential:
 - o Areas considered are those that were designated as either RLM or RM in the 2002 General Plan and evaluated as RM 2035 General Plan EIR.
 - o Proposed zone change is reflective of existing development.
- Add Low Medium (R-LM) or Medium Residential (RM) where the area would support such a change:
 - o Modify the Neighborhood Preservation (NP) designation along West Street where existing development is not reflective of historical patterns and where increased density is appropriate along main corridors.
- Update the General Plan land use from Low density (RL) to Medium (RM) residential for those parcels where existing zoning is multifamily (RM) but the 2035 General Plan shows (RL).
 - o Due to SB 330, sites may not be downzoned from how they were shown as of January 1, 2018.
- Replace Community Commercial (CC) sites along West Main Street with the Corridor Mixed Use (CMU) designation:
 - o Allows a greater mix of uses including residential development (20-40 du/ac) consistent with the majority of zoning along West Main.
- Change Community Commercial (CC) to Community Commercial Mixed Use (CCMU).
 - o Allows residential development in the zone (15-35 du/ac):
- Revise the area covered by the Light Industrial (IF) zone to the south side of the I5 freeway and add General Industrial (IG) north of the I5 freeway:
 - o Consistent with the Industrial zone development as allowed in the 2002 General Plan and amending the light industrial flex overlay incorporated in the 2035 General Plan.
- Provide a Corridor Mixed Use (CMU-A) zone for the Armfield neighborhood:
 - o Reflective of the Armfield-Lemen Avenue Neighborhood Framework Study.
- Incorporate the Downtown into the Zoning code:
 - o Updates the Downtown Specific Plan districts by consolidating the existing five districts with subcategories into four clearly defined zones (DX-1 – 4).
- Change the Regional Commercial (RC) zone at the north east end of East Street to Regional Commercial Flex (RCF):
 - o Provides a wider range of possible development options including light industrial uses.
 - o Serves as a transition from industrial uses to the east and East Street.
- Modify the Open Space (OS) zone at the northwest end of East Street to Regional Commercial (RC):
 - o Reflects the existing regional commercial wave park use.

Development Standards Discussion

An overview of key changes and updates to various development standards, uses, and other key considerations will be covered. Most areas to be discussed will be from Division II - Zone Standards and Division IV-Administration and Procedures.

Proposed Workshop Meeting Schedule:

Meetings may be subject to change, so please continue to check the CZC web site for up-to-date information. Please check the website regularly for any changes or modifications to the meeting schedule.

- **Thursday, October 5 @ 6:30 PM** – Planning Commission Workshop
- **Wednesday, October 18 @ 6:00 PM** – Commercial and Mixed-Use focus
- **Thursday, October 19 @ 6:30 PM** – Planning Commission Workshop - Housing focus
- **Tuesday, October 24 @ 11:30 AM** – General and Industrial focus
- **Wednesday, October 25 @ 9:00 AM** – Downtown focus

The city invites all interested individuals to attend the scheduled community events and express opinions. Community members may also provide comments regarding the CZC update to the following email: compzoneupdate@cityofwoodland.org. The CZC provided for review is a draft document and may be modified and strengthened as a result of any comments received.

Conclusion:

Staff recommends that the Planning Commission receive a presentation on the Public Review Draft of the Comprehensive Zoning Code and hold a workshop to discuss proposed map amendments, zone standards, response to questions, and discussion.

Prepared by: Cindy Norris, Principal Planner

Attachments:

1. PC Update Staff Report Final
2. Zoning Map Review and Proposed Changes