

# General Plan Update 2035



CITY OF WOODLAND

## General Plan



Adopted May 16, 2017



# General Plan Update 2035



CITY OF WOODLAND

## General Plan

Adopted May 16, 2017

Resolution No. 6835: Certification of the General Plan EIR

Resolution No. 6836: Adoption of the 2035 General Plan

Prepared by:

**DYETT & BHATIA**  
Urban and Regional Planners



# A Note to the Reader

The Public Review Draft of the General Plan contemplated two alternative ways in which growth and development through 2035 could occur, which were referred to as the South Alternative and the East Alternative.

The Environmental Impact Report (EIR) for the General Plan analyzed both of these Alternatives with equal consideration or “equal weight.” The impacts of each Alternative were fully evaluated relative to the baseline and established significance criteria. The analysis in the EIR informed the development of the final General Plan. The Final General Plan includes a final growth scenario that allows for the consideration of growth within the Urban Limit Line through 2035. Approval of new project development during the horizon of the General Plan shall be dependent upon evaluation for consistency with the General Plan and General Plan EIR. The EIR provides maximum growth assumptions by development area, with development up to 7,000 new residential units and 17,386,000 new non-residential square feet analyzed in the EIR.

The General Plan goals and policies prioritize future residential growth through infill and along key corridors and Downtown, as well as build out of Spring Lake. Recognizing the benefits of development in new growth areas as well, the General Plan does not preclude consideration of development in any growth areas. This recognizes that inherent physical, financial, and market constraints exist that will naturally direct and meter growth. Various growth considerations are imbedded as policy considerations.

# Acknowledgments

## City Council

Angel Barajas, *Mayor*

Enrique Fernandez, *Mayor Pro Tempore*

Xochitl Rodriguez

Marlin H. “Skip” Davies

Tom Stallard

Sean Denny (*through 2016*)

Jim Hilliard (*through 2016*)

Bill Marble (*through 2016*)

## Planning Commission

Kirby Wells, *Chairman*

Chris Holt, *Vice Chairman*

Steve Harris

Marco Lizarraga

Fred Lopez

John Murphy

Elodia Ortega-Lampkin

Pat Murray (*through 2014*)

Seth Wurzel (*through 2014*)

## Steering Committee

Maria Armstrong, *Education Representative, WJUSC, Superintendent*

Lisa Baker, *Housing Representative, Yolo Housing Authority Executive Director*

Terry Bassett, *Transit Representative, YCTC Executive Director*

Michael Brady, *Community Representative*

Christine Casey, *Citizen Commissions Representative (Water Utility, Historic, Sustainability)*

Chris Dreith, *Downtown Representative, Business Owner*

Al Eby, *Downtown Representative, Business Owner*

Mark Engstrom, *Business Representative, Engstrom Properties, Commercial Development*

Enrique Fernandez, *Youth and Recreation Representative, Parks and Recreation Commission*

Evelia Genera, *Education and Youth Representative*

Kay Hohenwerter, *Community Representative*

Chris Holt, *Planning Commission Representative, Planning Commission Vice Chairman*

Roger Kohlmeier, *Business Representative*

Mel Losoya, *Community Representative, Retired Mayor*

Nancy Muller, *Agricultural Representative*

Don Sharp, *Business Representative, Realtor, Woodland Chamber of Commerce*

Kathy Trott, *Community Representative*

## **City Staff**

Paul Navazio, *City Manager*

Kara Ueda, *City Attorney*

Ken Hiatt, *Assistant City Manager*

Cindy Abell Norris, *Principal Planner, General Plan Update Manager*

Greg Meyer, *Public Works Director*

Roberta Childers, *Environmental Sustainability Manager*

Brent Meyer, *City Engineer*

Andrew Morris, *City Attorney (through 2013)*

Nick Ponticello, *Interim Community Development Director (through 2013)*

## **Consultants**

Heidi Tschudin, *Tschudin Consulting Group, General Plan Project Manager*

Sophie Martin, *Dyett & Bhatia, General Plan*

Elizabeth Schmid, *Dyett & Bhatia, General Plan*

Matthew Gerken, *AECOM, General Plan EIR*

Ron Milam, *Fehr & Peers, General Plan Transportation*

Kwasi Donkor, *Fehr & Peers, General Plan Transportation*

*This page intentionally left blank.*

# Table of Contents

A Note to the Reader .....	vii
Acknowledgments .....	ix
<b>1 Introduction and Administration .....</b>	<b>1-1</b>
1.1 Historic Development .....	1-2
1.2 Focus on Sustainability and Climate Change .....	1-3
1.3 Vision for the Future .....	1-4
1.4 Geographic Setting .....	1-9
1.5 General Plan Scope and Purpose .....	1-15
1.6 Relationship to Other Plans and Regulations .....	1-17
1.7 Guide to Using this Document .....	1-21
1.8 Administration .....	1-23
<b>2 Land Use, Community Design, and Historic Preservation Element.....</b>	<b>2-1</b>
2.1 Introduction and Purpose.....	2-2
2.2 Growth and Change.....	2-6
2.3 Citywide Land Use & Community Design .....	2-11
2.4 Historic Preservation.....	2-63
2.5 Goals and Policies.....	2-65
<b>3 Transportation and Circulation Element .....</b>	<b>3-1</b>
3.1 Introduction and Purpose.....	3-2
3.2 Streets and Roadway Network .....	3-7
3.3 Walkability.....	3-15
3.4 Bikeways.....	3-16
3.5 Transit.....	3-19
3.6 Other Transportation Topics .....	3-20
3.7 Goals and Policies.....	3-21
<b>4 Economic Development Element .....</b>	<b>4-1</b>
4.1 Introduction and Purpose.....	4-2
4.2 Economics of Woodland .....	4-5
4.3 The City’s Role in Economic Growth .....	4-11
4.4 Fiscal Sustainability, Land Use, and Infrastructure.....	4-13
4.5 Business and Job Growth.....	4-21
4.6 Tourism in Woodland .....	4-24
4.7 Developing Strong Partnerships.....	4-25
4.8 Goals and Policies.....	4-29

<b>5</b>	<b>Public Facilities and Services Element .....</b>	<b>5-1</b>
5.1	Introduction and Purpose.....	5-2
5.2	Police .....	5-5
5.3	Fire and Emergency Medical Services .....	5-10
5.4	Parks and Recreation .....	5-13
5.5	Schools .....	5-22
5.6	Public Utilities .....	5-31
5.7	Goals and Policies.....	5-52
<b>6</b>	<b>Healthy Community Element .....</b>	<b>6-1</b>
6.1	Introduction and Purpose.....	6-2
6.2	Physical Health and Environmental Justice.....	6-6
6.3	Active Lifestyles .....	6-12
6.4	Healthy Food .....	6-17
6.5	Community Facilities and Services .....	6-22
6.6	Arts and Culture.....	6-27
6.7	Goals and Policies.....	6-28
<b>7</b>	<b>Sustainability, Conservation, and Open Space Element .....</b>	<b>7-1</b>
7.1	Introduction and Purpose.....	7-2
7.2	Water Resources.....	7-7
7.3	Biological Resources and Open Space for Conservation.....	7-13
7.4	Agricultural and Soil Resources.....	7-23
7.5	Mineral Resources .....	7-27
7.6	Cultural and Archaeological Resources .....	7-31
7.7	Air Quality and Greenhouse Gases .....	7-32
7.8	Goals and Policies.....	7-42
<b>8</b>	<b>Safety Element .....</b>	<b>8-1</b>
8.1	Introduction and Purpose.....	8-2
8.2	Geologic and Seismic Hazards.....	8-6
8.3	Flood Hazards and Protection.....	8-12
8.4	Fire Hazards.....	8-25
8.5	Airport Hazards.....	8-29
8.6	Hazardous Materials and Operations .....	8-33
8.7	Emergency Response.....	8-37
8.8	Noise .....	8-39
8.9	Goals and Policies.....	8-58
<b>9</b>	<b>Housing Element .....</b>	<b>9-1</b>
9.1	Introduction and Purpose.....	9-2
9.2	Development of Housing.....	9-5
9.3	Goals and Policies.....	9-6

Appendix A: Implementation Programs .....A-1

Appendix B: Anticipated Growth by Geographic Area.....B-1

Appendix C: General Plan Zoning Consistency Matrix.....C-1

Appendix D: Glossary ..... D-1

Appendix E: Housing Element Background Data..... E-1



# List of Figures

Figure 1-1: Regional Location .....	1-11
Figure 1-2: Planning Area .....	1-13
Figure 2-1: Concept Diagram .....	2-3
Figure 2-2: Opportunity Sites .....	2-7
Figure 2-3: Neighborhood Form Analysis .....	2-13
Figure 2-4: Roadway Network .....	2-17
Figure 2-5: Land Use Diagram .....	2-23
Figure 2-6: Residential Neighborhoods .....	2-25
Figure 2-7: Downtown .....	2-33
Figure 2-8: Mixed Use Corridors .....	2-36
Figure 2-9: Commercial and Employment Centers .....	2-41
Figure 2-10: New Growth Areas .....	2-55
Figure 2-11: Green Space .....	2-60
Figure 2-12: Historic Architectural Resources .....	2-64
Figure 2-13: Northeast Industrial Area .....	2-76
Figure 3-1: Level of Service Exceptions .....	3-13
Figure 3-2: Citywide Circulation Diagram .....	3-14
Figure 3-3: Existing Bike Facilities .....	3-17
Figure 4-1: Food and Agriculture Businesses in Woodland .....	4-7
Figure 4-2: Employment Estimates and Projections By Sector, 2014 and 2035 .....	4-9
Figure 4-3: Tax Rate Areas, 2013 .....	4-17
Figure 5-1: Safety Facilities .....	5-7
Figure 5-2: Parks and Recreation Facilities .....	5-19
Figure 5-3: Access to Neighborhood Parks and Recreation Facilities .....	5-20
Figure 5-4: Public Educational Facilities in Planning Area .....	5-25
Figure 5-5: Municipal Water Infrastructure .....	5-35
Figure 5-6: Wastewater Infrastructure .....	5-39
Figure 5-7: Storm Drainage Infrastructure .....	5-43
Figure 5-8: Natural Gas Transmission Pipelines .....	5-49
Figure 6-1: Medical and Health Facilities and Services .....	6-7
Figure 6-2: School Accessibility .....	6-13
Figure 6-3: Locations of Grocery Stores, Fast Food, and Liquor Stores .....	6-19
Figure 6-4: Community Facilities .....	6-23
Figure 7-1: Surface Water Hydrology .....	7-11
Figure 7-2: Habitats .....	7-15
Figure 7-3: Special Status Species Occurrence within a 2-Mile Search Radius .....	7-21
Figure 7-4: Farmland .....	7-25
Figure 7-5: Natural Gas Fields .....	7-29
Figure 7-6: Odor Impact Area .....	7-36
Figure 7-7: 2005 City of Woodland GHG Emissions by Category .....	7-39
Figure 8-1: Geology .....	8-7
Figure 8-2: Earthquake Faults .....	8-8
Figure 8-3: Dam Inundation Areas .....	8-13
Figure 8-4: Levee Protection Zones .....	8-21

Figure 8-5: Floodways.....	8-23
Figure 8-6: 100 and 200 Year Floodplains and Historic Flooding Depths.....	8-24
Figure 8-7: Fire Hazards.....	8-27
Figure 8-8: ALUCP Overflight Compatibility.....	8-31
Figure 8-9: Hazardous Materials Sites.....	8-35
Figure 8-10: Decibel Scale.....	8-40
Figure 8-11: City Road Noise Measurement Sites and Contours.....	8-47
Figure 8-12: Highway Noise Contours.....	8-48
Figure 8-13: Airport Noise Contours.....	8-49
Figure E-1: Vacant and Redevelopable Sites for Housing.....	E-41
Figure E-2: Vacant and Redevelopable Sites for Housing, Spring Lake Specific Plan Area.....	E-42
Figure E-3: Vacant and Underutilized Higher-Density Housing Sites, 2035 General Plan.....	E-47
Figure E-4: Woodland’s Design Review for Discretionary Approval(s).....	E-83
Figure E-5: Woodland’s Design Review and Building Permit Process.....	E-84

# List of Tables

Table 1-1:	Specific Plans, Master Plans and Other Implementation Documents.....	1-18
Table 1-2:	Organization of the General Plan .....	1-20
Table 2-1:	Land Use Topics Required by State Law .....	2-5
Table 2-2:	Anticipated Growth through General Plan Horizon (2035) .....	2-9
Table 2-3:	Land Use Designations and Standards Summary Table .....	2-20
Table 3-1:	Circulation Topics Required by State Law.....	3-4
Table 3-3:	Level of Service Definitions.....	3-11
Table 4-1:	Jobs-Housing Balance.....	4-10
Table 5-1:	Land Use Topics Required by State Law.....	5-4
Table 5-2:	Police Department Response Times, 2015 .....	5-6
Table 5-3:	Fire Department Services Standards .....	5-11
Table 5-4:	Parks and Recreation Facilities .....	5-16
Table 5-5:	Current and Future Park Ratios.....	5-18
Table 5-6:	Existing Public Schools in Woodland Joint Unified School District.....	5-24
Table 5-7:	Student Generation Factors Used by WJUSD .....	5-27
Table 5-8a:	Enrollment and Capacity in WJUSD If New Growth Primarily Occurs to the South and/or is Infill.....	5-29
Table 5-8b:	Enrollment and Capacity in WJUSD If New Growth Primarily Occurs to the East .....	5-29
Table 5-9:	City of Woodland Actual and Projected Water Supplies in Acre-Feet Per Year (af/yr).....	5-33
Table 5-10:	City of Woodland Total Water Demands, af/yr .....	5-34
Table 5-11:	City of Woodland Supply and Demand Comparison—Normal Year, af/yr .....	5-37
Table 6-1:	2014-15 Physical Fitness Test - Overall Summary Results for Students in Woodland Joint Unified School District.....	6-15
Table 7-1:	Land Use Topics Required by State Law.....	7-4
Table 7-2:	Special-Status Wildlife Species with Potential to Occur within the Planning Area.....	7-16
Table 7-3:	Special-Status Plant Species with Potential to Occur within the Planning Area.....	7-19
Table 8-1:	Safety and Noise Topics Required by State Law .....	8-3
Table 8-2:	Summary of Short-term Ambient Noise Level Survey Results.....	8-41
Table 8-3:	Summary of Long-term Ambient Noise Level Survey Results .....	8-43
Table 8-4:	Noise Exposure from Operation of Typical Farming Equipment (Tractor).....	8-51
Table 8-5:	Land Use Noise Compatibility Standards .....	8-54
Table 8-6:	Noise Level Performance Standards for New Projects and Existing Non-Transportation Sources.....	8-55
Table 8-7:	Maximum Allowable Noise Exposure from Transportation Sources .....	8-56
Table 9-1:	Housing Topics Required by State Law .....	9-4
Table 9-2:	Summary of Quantified Objectives .....	9-5
Table A-1:	Implementation Matrix.....	A-3
Table B-1:	Maximum EIR Growth Assumptions by Development Area.....	B-2
Table C-1:	General Plan/Zoning Consistency Matrix.....	C-3
Table E-1:	Population and Household Trends for Woodland and Yolo County 2000-2010.....	E-3
Table E-2:	Woodland and Yolo County Age, Sex, and Race and Ethnicity, 2010.....	E-4
Table E-3:	Woodland and Yolo County Household Type .....	E-5
Table E-4:	Household Income Distribution for Woodland and Yolo County .....	E-5
Table E-5:	Employment by Industry .....	E-6
Table E-6:	Summary of Population, Employment, and Housing Projections for Woodland, 2008-2035 .....	E-7
Table E-7:	Housing Units by Units in Structure for Woodland and Yolo County.....	E-7

Table E-8:	Woodland and Yolo County Housing Tenure .....	E-8
Table E-9:	Vacancy Status for Woodland and Yolo County.....	E-8
Table E-10:	Age of Woodland Housing Stock.....	E-9
Table E-11:	Woodland Households Paying 30-50% of Income for Housing .....	E-10
Table E-12:	Woodland Households Paying More than 50% of Income for Housing .....	E-10
Table E-13:	Number of Households in Woodland by Tenure with Overcrowding Conditions .....	E-11
Table E-14:	2010 Tenure by Household Size Owner and Renter Occupied.....	E-11
Table E-15:	Housing Income Limit Definitions.....	E-12
Table E-16:	Woodland Households Paying More than 50% of Income for Housing .....	E-12
Table E-17:	Median Gross Rent .....	E-13
Table E-18:	Rental Rates <sup>1</sup> in Woodland, 2013 Includes Apartments and Homes for Rent.....	E-14
Table E-19:	Rental Rates <sup>1</sup> in Woodland, 2013 Includes Apartments and Homes for Rent.....	E-14
Table E-20:	Home Sale Prices by Number of Bedrooms.....	E-15
Table E-21:	Sale Price Distribution.....	E-15
Table E-22:	Residents with Disabilities.....	E-16
Table E-23:	Disability Types and Employment.....	E-17
Table E-24:	Senior Population and Percentage Change.....	E-18
Table E-25:	Seniors with incomes below the poverty rate.....	E-18
Table E-26:	Housing Tenure of Woodland's Senior and Non-Senior Households.....	E-19
Table E-27:	Tenure for Large Households.....	E-20
Table E-28:	Yolo County Hired Farm Labor Workers .....	E-20
Table E-29:	Yolo County Farms and Farm Labor Workers.....	E-21
Table E-30:	Farm Worker Housing in and near Woodland.....	E-21
Table E-31:	Female-Headed Households .....	E-22
Table E-32:	2013 Homeless Census.....	E-23
Table E-33:	Woodland Regional Housing Needs Allocations (RHNA) by Income, 2013-2021 .....	E-26
Table E-34:	Assisted Housing .....	E-29
Table E-35:	Non-Profit and For-Profit Housing Organizations Interested in Acquiring At-Risk Rental Housing.....	E-32
Table E-36:	2002 General Plan Land Use Designations Permitting Residential Development (Prior to 2035 Update).....	E-35
Table E-37:	Residential Zoning Districts.....	E-36
Table E-38:	Residential Capacity by General Plan Designation and Zoning District.....	E-38
Table E-39:	Residential Development Capacity.....	E-44
Table E-40:	City General Plan Residential Land Use Designations.....	E-62
Table E-41:	City Zoning Designations .....	E-63
Table E-42:	Housing Types Permitted by Zoning District .....	E-65
Table E-43:	City of Woodland Zoning Ordinance Development Standards.....	E-67
Table E-44:	City of Woodland Southeast Area Specific Plan Development Guidelines.....	E-67
Table E-45:	City of Woodland Spring Lake Specific Plan Development Guidelines .....	E-67
Table E-46:	Small Lot Development Standards.....	E-71
Table E-47:	2008 Lot Improvement Costs for the City of Woodland.....	E-73
Table E-48:	Development Impact Fees Outside of Spring Lake Specific Plan Area.....	E-74
Table E-49:	Development Impact Fees for Spring Lake Specific Plan Area .....	E-75
Table E-50:	Development Impact Fees for Multi-Family Development .....	E-76
Table E-51:	Impact Fees and Development Costs Per Unit for Single-Family and Multi-family Developments in the Spring Lake Area.....	E-77
Table E-52:	City of Woodland Planning Fees, 2012.....	E-78
Table E-53:	Timelines for Permit Procedures (Estimates) .....	E-79

Table E-54: Typical Processing Procedures by Project Type .....	E-80
Table E-55: Estimated Single-Family Housing Development Costs.....	E-87
Table E-56: Woodland Progress towards RHNA 2006-2013 .....	E-87
Table E-57: Evaluation of Existing City of Woodland Housing Element Policies.....	E-89
Table E-1-1: Infill Housing Development Capacity for Sites Where Existing Zoning Allows Housing (Not Including Spring Lake Specific Plan Area – Only Used in Calculating Total Potential Housing Development Capacity, not the Sites Inventory for this Housing Element) .....	E-106
Table E-1-2: Infill Housing Development Capacity, Vacant and Underutilized Sites, 2035 General Plan Downtown Mixed Use and Corridor Mixed Use Land Use Designations.....	E-108
Table E-1-3: Land Inventory (Spring Lake Specific Plan Area) .....	E-117
Table E-4-1: Summary Statistics for Terracina at Spring Lake Apartments .....	E-130
Table E-4-2: Summary Statistics for Rochdale Grange Apartments .....	E-131

*This page intentionally left blank.*