

Joint Planning Commission/ City Council Study Session

December 17, 2019



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Introduction

Consulting Team

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City of Woodland

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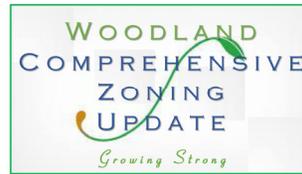


City of Woodland Comprehensive Zoning Code Update

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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

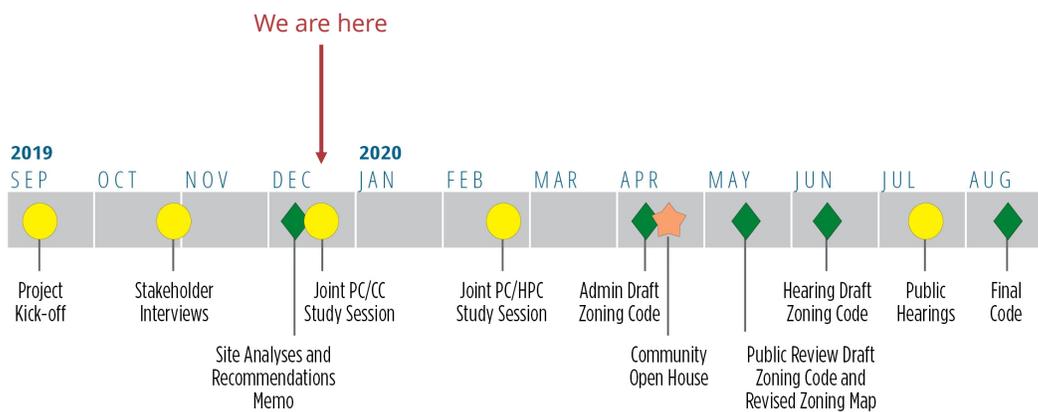


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Project Schedule



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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.



General Application Form	
1. OWNER/APPLICANT	
Property Owner:	Project Applicant:
Mailing Address:	Mailing Address:
City State Zip Code:	City State Zip Code:
Phone Number:	Phone Number:
E-mail Address:	E-mail Address:
2. PROJECT DESCRIPTION	
Project Name:	Site Address or Location:
Total Acres or Square Feet:	Assessor's Parcel Number(s):
General Plan Land Use Designation:	Is Project in Flood Zone? <input type="checkbox"/> Yes <input type="checkbox"/> No
Existing Zoning:	Requested Entitlement/Permit Type:



"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."



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Key Issues/Challenges for Discussion

Streetscape and the Public Realm

- Private investment tends to follow public improvement and streetscape can affect building form and site design.

Housing

- How to best achieve needed residential density and meet General Plan goals and State requirements.

Zoning and Sustainability

- Where and how to best incorporate employment and service opportunities to encourage walk-to and bike-to destinations.

Certainty vs. Discretionary Review

- How to best define zoning criteria and parameters to allow projects to move quickly, but also allow flexibility as needed.

Near Term vs. Long Term

- How to aspire to ultimate long term goals while responding to current requests for reinvestment.



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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



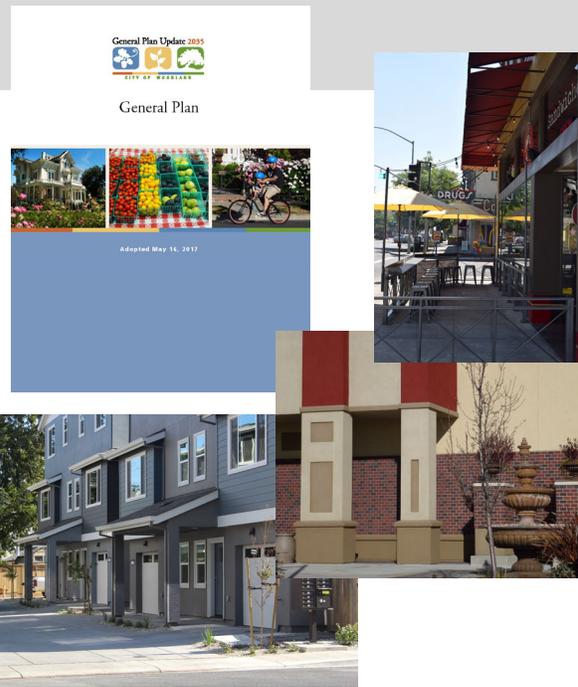
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Purpose of Zoning

- 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

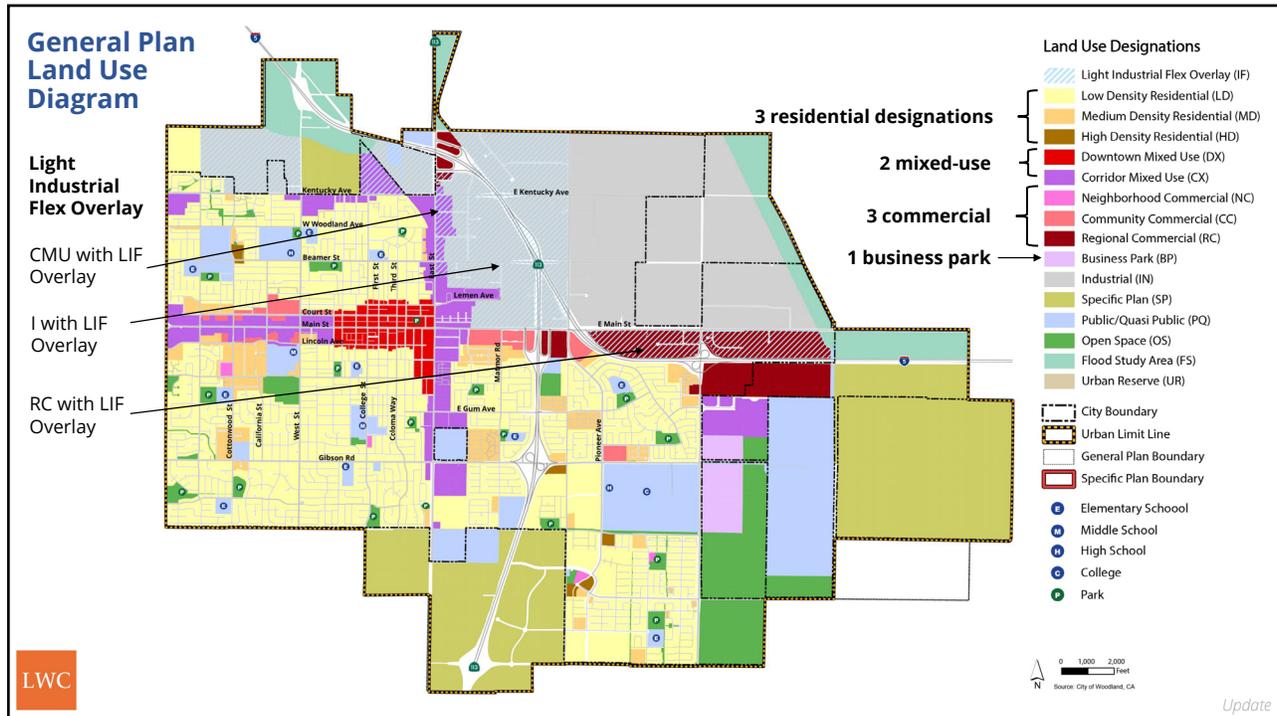
- **Implement** the City's General Plan policies
- **Reflect** community character
- **Respond** to economic realities and trends
- **Facilitate** reinvestment in the community and development of housing for all segments
- **Build on** Interim Zoning
- Create a **legally adequate** regulatory document
- Be **user-friendly**
- Stay within **existing CEQA clearance**



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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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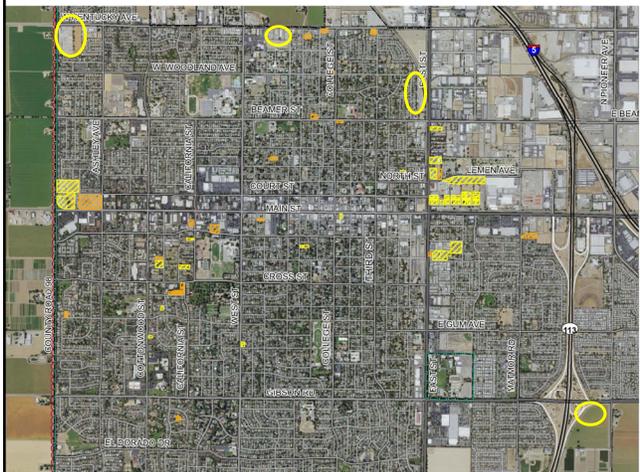
State Requirements

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, SB 35, SB 330, 2019)
- Accessory Dwelling Units (ADUs) (Multiple, including AB 68, AB 881, AB 13, 2019)
- Cannabis
- Farmworker housing (AB 1783, 2019)
- Supportive Housing (AB 2162, 2018)



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.



Site Analysis

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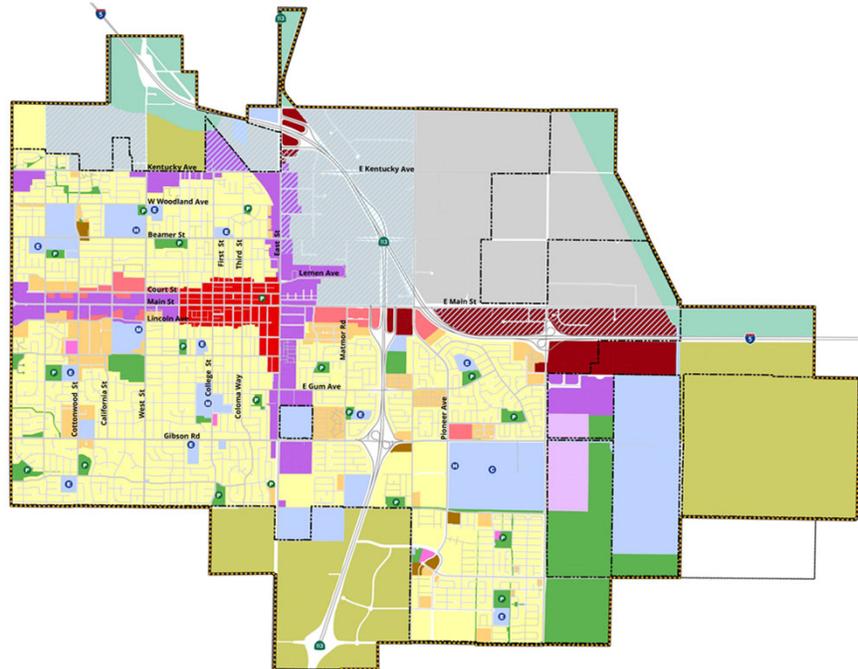
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Zoning and Development Standards

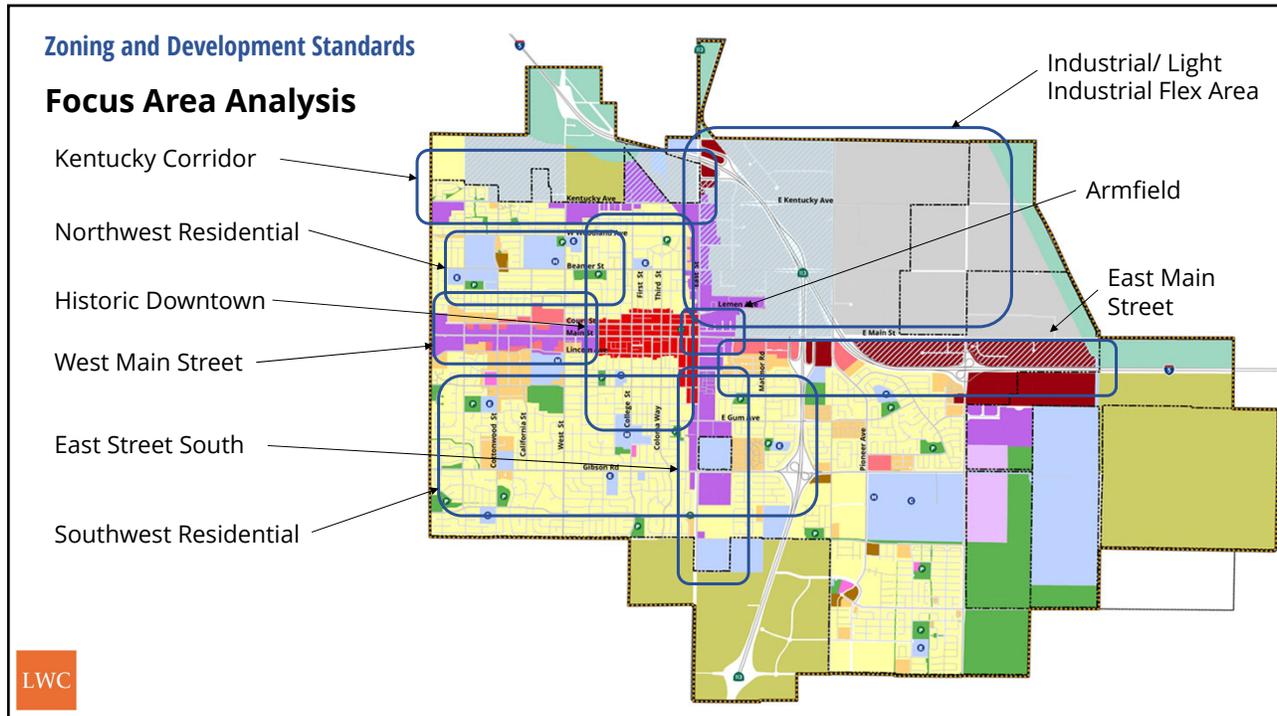
Citywide Issues

- 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

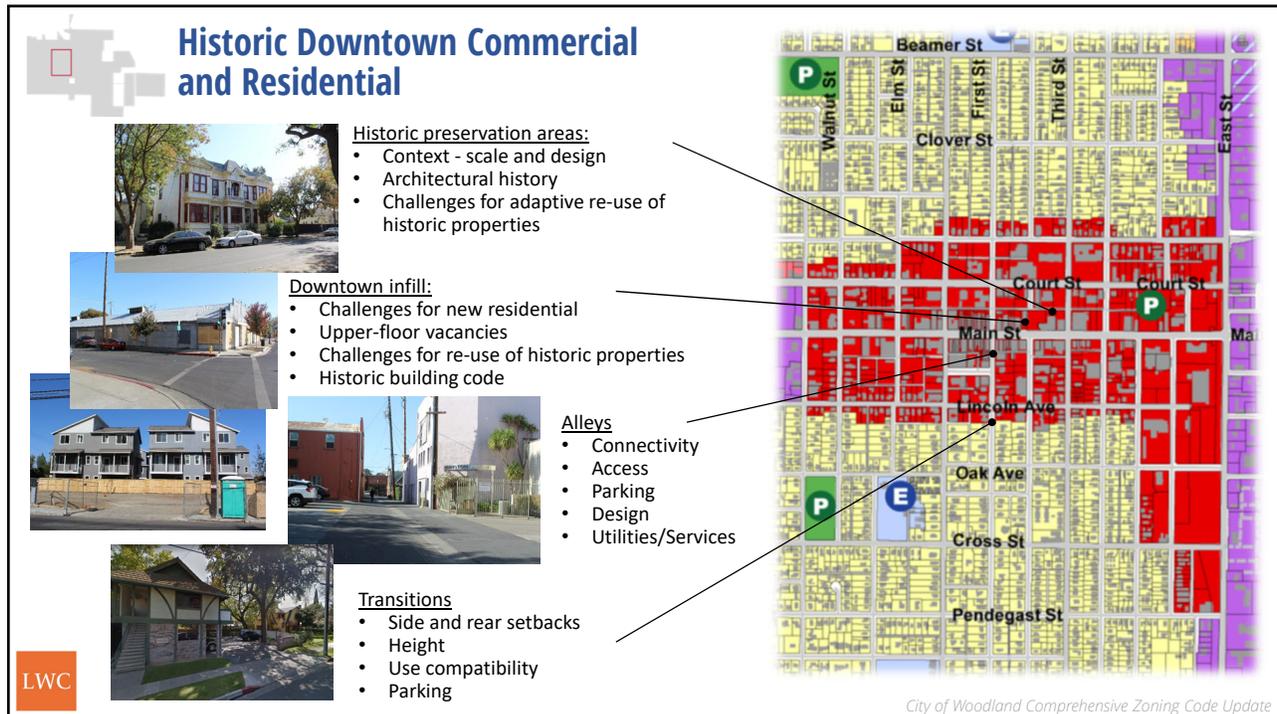


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West Main Street

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:

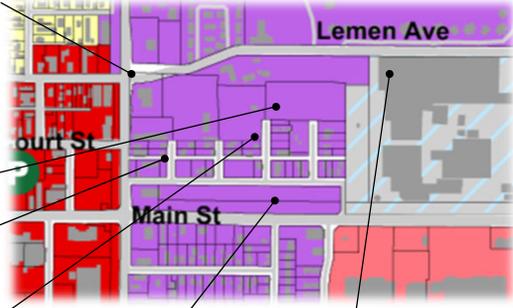
- Regional Commercial expansion

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Armfield



Intersection Improvements

- Lemmen Ave
- Walkability
- Street Trees
- Connectivity

Infill/Affordable Housing Opportunity

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

Alleys

- Connectivity
- Access
- Parking
- Design

Existing homes

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

Connectivity/Barriers

- Railroad ROW
- Utility mains
- Road circulation

Adjacency Issues

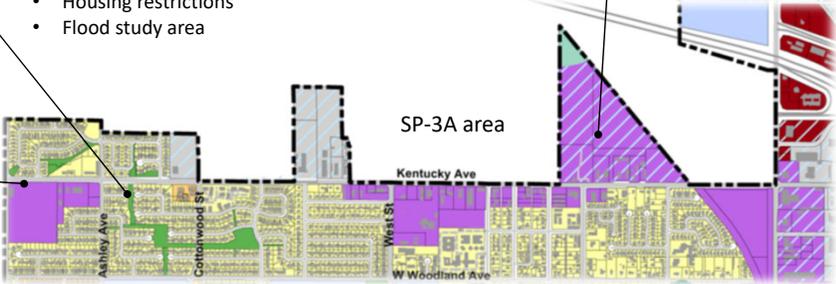
- Industrial Processing and Residential



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Kentucky Avenue Corridor



Existing parks/open space connections



Kentucky Ave Street Improvements/Infrastructure upgrades



Uses north of Kentucky

- Flex Industrial/commercial space connections
- Ag support uses
- Housing restrictions
- 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 LIF uses
- Mixed support for allowing housing
- Transitions between LI areas and corridors

City gateways/identity

- Storage uses
- Screening

Flood zone

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South East Street

East Street Edge Conditions

- Railway barrier

County Fair Mall

- Housing Opportunity
- Infill Opportunity

Fair Grounds

- A destination site
- Compatibility of uses

East Street Edge Conditions

- What do we want to attract along East Street?
- Future bikeway?

Connectivity/Compatibility

- Sound wall
- Fencing
- Parking Requirements
- Noise

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Northwest Residential



County services –
employment center



Multi Family Housing



Multi Family Housing



Craftsman bungalows



Large Lot Historic Residential

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Southwest Residential



Uses

- Multi-family
- Single family
- Schools (8 in this area)
- Medical Center
- Parks

Potential
neighborhood nodes



Single Family residential



Duplex – Historic



Duplex

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Takeaways from Site Analysis and Community Feedback

Facilitate development of housing

- Rezone and use of overlays to promote/require housing
- Allow residential in commercial districts

Enhance livability, walkability

- Increase density
- Allow retail/office/light-Industrial in appropriate mixed-use locations

Preserve Woodland's historic character

- Develop design criteria specific to residential neighborhoods

Improve street character along corridors

- Regulate the building form and placement, parking, landscaping

Support the right uses in the right areas

- Focus compatible uses where necessary, such as in the LIF

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Recommended Framework

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Current Zoning

Euclidean (Use-Based) Zoning

- Regulates land uses, lot size, coverage, and dimensions, building height, and other standards.
- Uses tend to be segregated, such as residential separate from commercial or industrial.
- Exceptions often require an amendment process.

Table 1
Residential Land Uses

Uses	Zone							
	A-1	O-S	R-1	R-2	N-P	R-M	C-1	CF
Accessory buildings including guesthouses and uses customarily appurtenant to a permitted use	x	x	x	x	x	x		m
Accessory dwelling units			f	f	f	f		
Apartments and multiple-family dwellings					a	p		m
Bed and breakfast inns					k			m
Boarding and rooming houses					a	b		m
Businesses and uses prohibited by State or Federal law								
Churches	d		d	d	d	d		m
Day care centers			d	d	d	d	d	m
Duplexes			c	x	x	x		m
Emergency shelter						d		
Family day care homes/max of 14 children			x	x	x	x		x
Family day care homes with more than 14 children			d	d	d	d		
Foster homes, residential care homes			b	b	b	b		
Deep lot developments								



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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.

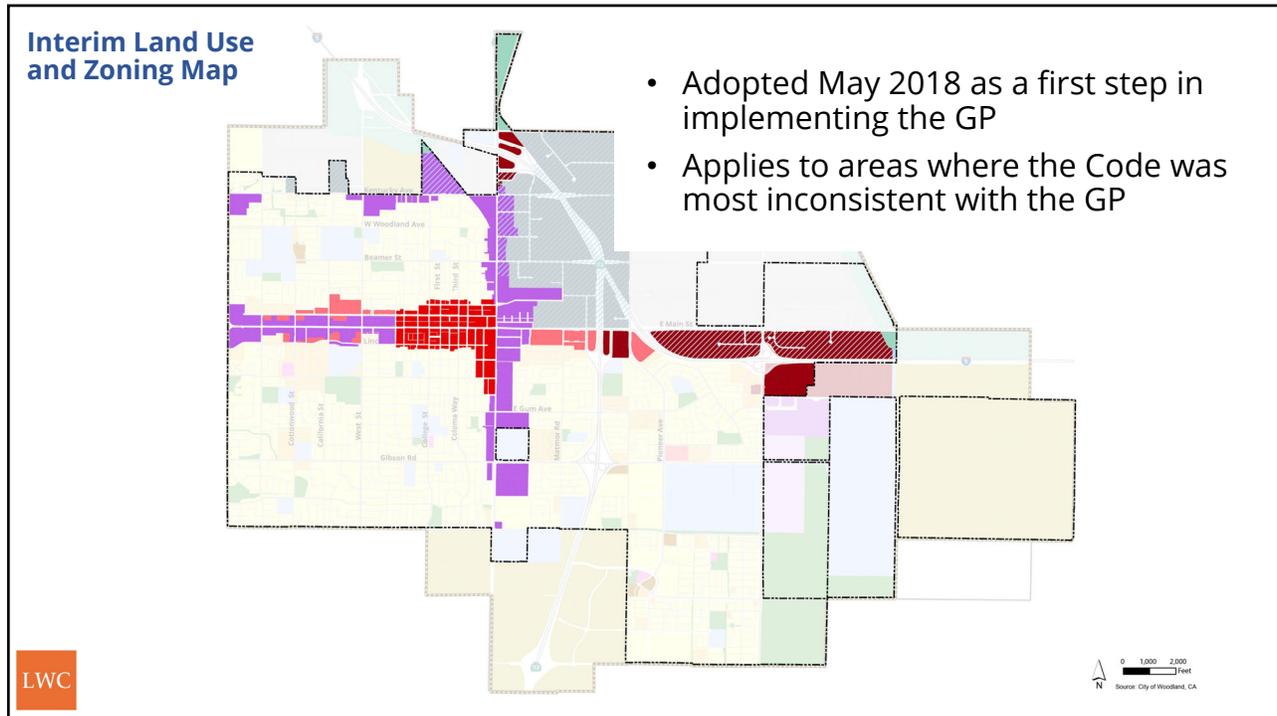
Woodland Municipal Code				
Up	Previous	Next	Main	
Title 17 ZONING				
Chapter 17.72 C-2 GENERAL COMMERCIAL ZONE				

17.72.050 Performance standards.

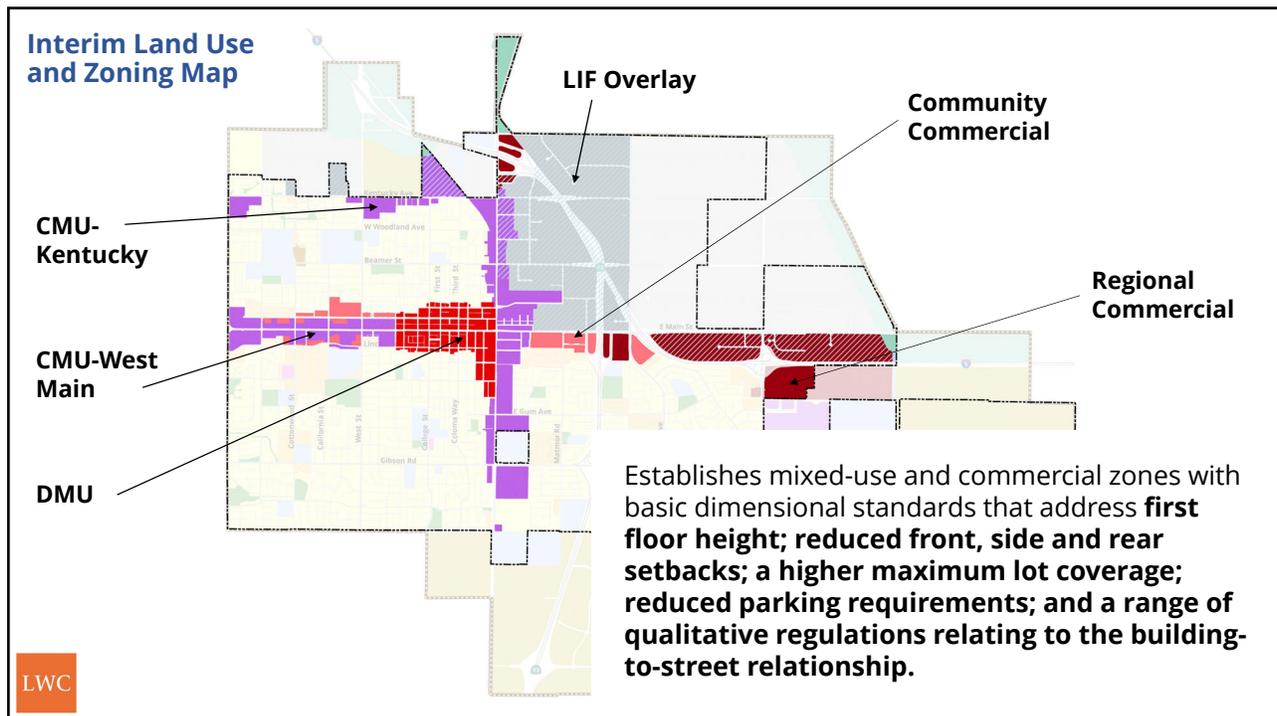
- All uses or activities shall be conducted wholly within completely enclosed buildings, temporary outdoor uses, vehicle leasing, sales and services, or where in the opinion of the Planning Commission the proposed outside use is in character and harmony with the surrounding area.
- All uses adjacent to residential zones shall be located, oriented and designed so as to be in character and harmony with the surrounding area.
- Fencing and landscaping adequate to screen development from adjacent residential zones.
- Maximum noise level at property lines not to exceed 65 dBA Ldn.
- Outside storage of solid wastes and containers for solid waste, containers, materials, and equipment shall be prohibited except where screened to the satisfaction of the Planning Commission or the City Manager.



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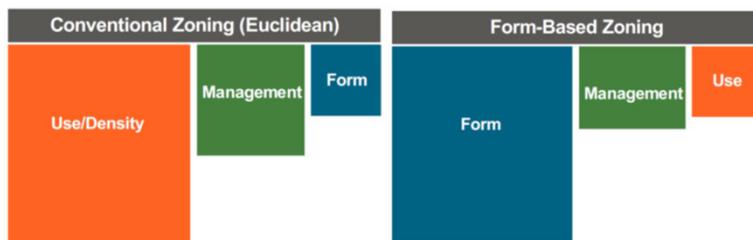


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Form-Based Zoning

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.



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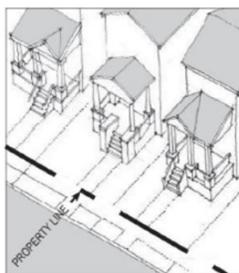
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Form-Based Zoning Approach

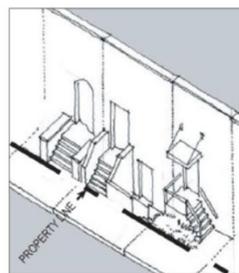
Form-based codes:

- 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.

1. Frontyard / Porch



2. Stoop



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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.



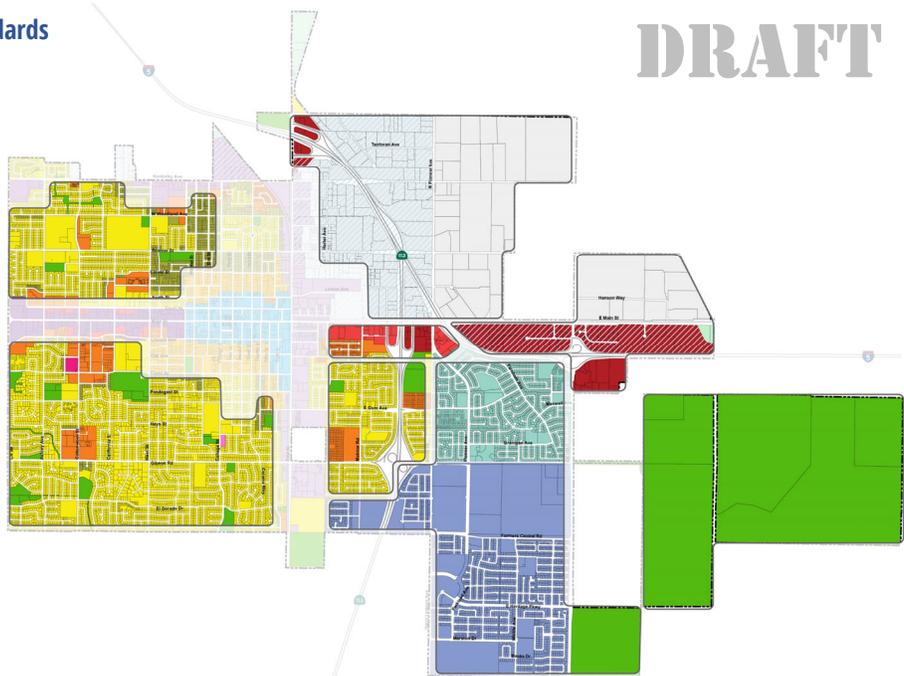
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Zoning and Development Standards

Conventional Approach

- Existing low-density neighborhoods
- Open space
- Public and Quasi-Public
- Industrial areas



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Zoning and Development Standards

Form-Based Approach

- Districts (Downtown, Historic/NP areas, Food/Ag areas)
- Corridors (Main, East, Kentucky)
- Neighborhood Nodes/Centers
- Other?

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Zoning and Development Standards

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N3 (Walkable Neighborhood)	
N4 (Mixed Use Neighborhood)	
N4 Node (Corner store in conventional neighborhoods)	
CMU5 (Corridor Mixed Use 5)	
CMU6 (Corridor Mixed Use 6)	

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Zoning and Development Standards
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Zone	N3 Neighborhood	N4 Neighborhood Mixed Use	CMU5 Corridor Mixed Use	CMU6 Corridor Mixed Use
Building Height	3 max. 1 min.	3 max. 1 min.	5 max. 1 min.	5 max. 1 min.
Setbacks	20' min. 30' max.	5' min. 25' max.	0' min., 80% at BTL	0' min., 100% at BTL
Allowed Uses	Residential, Health Care, Child Care	Residential, Commercial, Service	Residential, Commercial, Service	Residential, Commercial, Service
Frontage Types	Porch & Stoop	Porch, Stoop, & Forecourt	Stoops, Shopfront, & Galleries	Stoops, Dooryards, Forecourts, Shopfronts, & Galleries

Update

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Key Issues/Challenges for Discussion



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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

Housing

*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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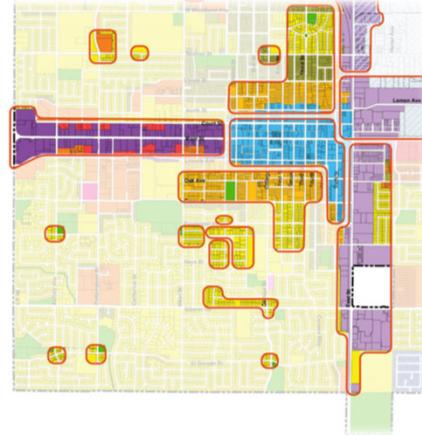
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Discussion Topics Continued

Zoning and Sustainability

Enhance walkability/bikeability, reduce GHG

- Introduce walk-to destinations in neighborhoods
- Increase variety of employment opportunities through the City
- Accommodate changing employment trends



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Discussion Topics Continued

Certainty vs. Discretionary Review

*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

Near term vs. Long term

Zone for the near-term with the long-term in mind.

- West Main
- East Street
- Allow interim development vs. holding out for final code
- Respond to market and fiscal realities

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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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