Woodland City Council City Council Chambers 300 First Street Woodland, California

February 27, 1996

The Woodland City Council convened a special session at 6:15 p.m. and immediately adjourned to closed session in the Second Floor Conference Room of City Hall for a conference with legal counsel regarding anticipated litigation (Government Code Section 54956.9) and significant exposure to litigation pursuant to Subdivision (b) of Government Code Section 54956.9 regarding one potential case. Council Members present at the meeting were: Sandy, Borchard, Flory, Rominger, Slaven; Council Members absent: None. City Manager Kris Kristensen also attended the closed session.

Council adjourned the closed session and the special session at 7:05 p.m.

The Woodland City Council met in adjourned session at 7:15 p.m.

### **ROLL CALL:**

COUNCIL MEMBERS PRESENT: Sandy, Borchard, Flory, Rominger, Slaven

COUNCIL MEMBERS ABSENT: None

STAFF PRESENT: Ruggiero, Siprelle, Kristensen, McDuffee

OTHERS PRESENT: Harriet Steiner of McDonough, Holland and Allen, Lucinda

Gobb of Mintier and Associates

### **PUBLIC COMMENT:**

There were no public comments.

## PUBLIC HEARING - WOODLAND GENERAL PLAN:

Mayor Sandy said this time was set for a public hearing to consider adoption of the updated Woodland General Plan and to certify the final Environmental Impact Report.

Council Member Borchard left the Council meeting due to a conflict of interest with respect to the General Plan.

Community Development Director Janet Ruggiero gave Council background on meetings held to develop the revised General Plan. She said the Planning Commission held 24 meetings on the General Plan; the City Council held 18 meetings on the General Plan; and the City Council and the Planning Commission held 15 joint sessions. Two town hall meetings to solicit input from the public were held; booths were placed at three County Fairs to inform the public about the General Plan; and 19 General Plan newsletters were mailed to almost 400 addresses. In August 1994, she said, the Council approved

the hiring of Mintier and Associates to assist staff in the preparation of the General Plan and the Environmental Impact Report. In late 1994 and early 1995 the City Council approved the hiring of the infrastructure consultants for the sewer, water, storm drainage and traffic. The City Council also authorized the hiring of David Taussig and Associates to prepare both a Fiscal and Financial Analysis of the General Plan. She said during this time the City Council and the Planning Commission addressed many issues related to the development of the 1996 General Plan. These included but were not limited to such issues as population size, rate of growth, flooding, preservation of agricultural lands, urban/agricultural edge, neighborhood preservation, economic development, housing types and ratios, parks facilities, child care, service levels and direction of growth. She said Council received the Final EIR, the Comments and Responses to Comments on the draft EIR, the Policy Plan, and the Background Report. The Council also received the revised Fiscal and Financial Analysis to the General Plan. She said the Plan before the Council contains several changes from the 1988 Plan. She said the most significant changes include:

- 1. The <u>expansion of the Urban Limit Line</u> to accommodate additional residential and industrial development. The Urban Limit Line was extended in the northeast to increase the industrial acreage. Development north of Kentucky Avenue was changed from Residential to Industrial/Business Park due to the redesignation of that area into a 100 Year Floodplain by the U.S. Army Corps of Engineers Study. This resulted in a need to add acreage to the Urban Limit Line to provide for residential growth. The Urban Limit Line was then extended to the southeast per Figure 1-3 of the Policy Plan. The Urban Limit Line on the western and northern boundaries were designated as permanent urban limit lines as part of this plan. Permanent boundaries to the south and the east should be determined after future study. (Policy 1.A.12 of the Policy Plan.)
- 2.<u>Elimination of the Phasing Policy</u> from the Plan. The phasing plan of the 1988 Plan has been eliminated with the adoption of this Plan. This General Plan focuses on the use of Specific Plans to guide the development of future residential neighborhoods both from a timing and a design standpoint. (Goal 1.C of the Policy Plan and Policies 1.C.3 and 1.C.4.)
- 3. <u>Preservation of existing neighborhoods</u> was an important addition to this Plan. There was clear consensus that the future of Woodland relied not only on new development but on the preservation and enhancement of the existing communities. Special Goals and Policies were directed to ensure that this occurred. (Goal 1.D and Policies 1.D.1 through 1.D.26)
- 4.The use of the <u>Urban Reserve Designation</u> is new to this Plan. It is designed to focus a potential area of growth to the east of County Road 102. It requires the City to study the implications of future development of the Urban Reserve to determine if development is feasible. (Goal 1.J and Policies 1.J.1 and 1.J.2 of the Policy Plan)
- 5. Special attention was given to the <u>community design</u> with specific goals and policies for residential development, downtown, commercial development, landscape and streetscape and the East Street corridor.

- 6.The section on <u>Agriculture</u> recognizes its significance as a natural resource, its historical role and its economic impact. Policies are included which focus on all these aspects to promote agricultural lands and their continued viability. (Policies 1.I.1 through 1.I.9 of the Policy Plan)
- 7.A <u>population growth level</u> of 60,000 was set for 2015 which equates to approximately a 1.7% rate of growth. (Policy 1.A.7 of the Policy Plan)
- 8.An <u>Economic Development Element</u> (Chapter 9 of the Policy Document) was added to the General Plan to demonstrate the importance of business and job development for the City of Woodland.
- 9.Sections on <u>information technology</u> were included in the General Plan to illustrate the growth of information systems and technology within this community. (Goals and Policies on pages 4-17 through 4-19 of the Policy Plan)
- 10.The <u>elimination of the separate Level of Service Plan</u> in the 1988 Plan. Levels of Services are incorporated within the various sections of the Policy Plan and replaced with general guidelines provided in Appendix D of the Policy Document.
- 11.In the Public Facilities and Services Element, policies regarding <u>water</u> supply, water transfer, quality and reuse were strengthened. (Pages 4-4 through 4-8 of the Policy Plan)
- 12.In the <u>Recreational, Educational and Community Services Element</u>, many changes occurred from the previous Parks and Recreation Element. The focus broadened to include the issues of child care, elder care, joint facility planning, arts and culture, community diversity, community participation and the importance of family and youth. Additionally, the standards for Parks and Recreation facilities were revised adding the development of a community park.

The Community Development Director said many of the key provisions of the 1988 General Plan were retained including the Urban Development Policy, the encouragement of in-fill development for both commercial and residential areas and historic preservation. All the mandatory requirements of the State General Plan law are also included within the Plan. She said on December 19, 1995 the City Council instructed staff and the consultants to incorporate the modified land use Alternative 2 within the General Plan. The basis for this recommendation was:

(1)to minimize the development on prime agricultural soils (Alternative 1 had the highest quality soils. Those lands were not included within this modified land use alternative);

- (2)to provide for continuity of development to existing neighborhoods with some lands that have been already subdivided into smaller parcels;
- (3)the availability of infrastructure and proximity to facilities including existing street access, State Route 113 Freeway, the County Fair Mall, the proposed high school site and Yuba College;
- (4)to maintain the City's compact form;
- (5)to minimize the impacts on existing City residents as compared to Alternative 1; and
- (6) the ability to do sequential specific plans.

The Community Development Director said the Planning Commission on February 22, 1996 reviewed the Final EIR and General Plan. The Commission adopted a resolution recommending that the City Council adopt the General Plan with the inclusion of Alternative 1 of the land use alternatives which was their original recommendation to the City Council in December of 1995. She said the action before the Council at this time is to certify the Environmental Impact Report and adopt the General Plan. The adoption of the General Plan requires a public hearing. She said careful attention should be given to the resolution which outlines the findings to support the Council's adoption of the General Plan. She said adoption of the General Plan requires the affirmative vote of a majority of the total members of the Council (three members).

City Attorney Ann Siprelle of Kronick Moskovitz, Tiedemann and Girard, Harriet Steiner of McDonough, Holland and Allen, and Lucinda Gobb of Mintier and Associates were present at the meeting to respond to questions from Council.

Mayor Sandy said the Planning Commissioners apparently felt they did not have the ability to recommend a hybrid land use alternative.

The Community Development Director said when staff presented the Plan to the Commission on February 22, the Commissioners reiterated that they felt even more comfortable with Alternative 1.

Mayor Sandy said the City received a letter from P G and E Properties asking again that the EIR for the General Plan be recirculated and pointing out a number of criticisms of the Plan. He said there was a newspaper article in the front page of The Daily Democrat wherein P G and E Properties questioned the City's fiscal analysis and stated that the City could face an annual budget deficit of \$3.2 million by the year 2015. He said the City's fiscal consultants reviewed that and found that of the \$3.2 million that P G and E Properties was alleging to comprise this deficit the only amount that could be substantiated was \$300,000. He then read a statement from the City's financial

consultant. Mayor Sandy then invited members of the audience to offer comments about the General Plan.

Bev McWhirk, 624 Wildwood Way, Woodland, urged the Council to adopt the General Plan. She said as a citizen and a business person she would like the City Council to get on with the Plan. She commended the Council for the compromised reached, and she said she agreed with the need to save prime ag land.

Suzanne Falzone, 1723 Cottonwood Street, Woodland, said she was speaking on behalf of herself as well as the County Superintendent of Schools Elizabeth Zemmels. She said her office has worked some time on collaborative efforts to plan joint facilities use within the new urban limit area. She urged the Council to move ahead and adopt the General Plan and encourage joint facilities use.

Debbie Kunesh, 518 California Street, Woodland, said she was speaking as a community member and as a Director for the Chamber of Commerce, and she thanked the Council for the time spent on the Plan. She recommended that the Council approve the General Plan now instead of carrying over the approval to the new Council.

Audrey Dean said as a resident of Woodland she feels the City's best assets are its small size, friendly atmosphere, good water supply, and clean air. She said she advocates very limited growth and objects to the suggested development of the Conaway Ranch project which would alter the size of our community. She urged the Council to maintain the buffer zone around woodland and preserve the farm land and habitat we now have. She said by limiting growth we can sustain the quality of life we now enjoy.

Eric Sharp, 862 McNeal Circle, Woodland, said he has been a long time Woodland resident and asked the Council to consider a proposal for the East Area concept for a wild life refuge. He presented Council Members with information. He said consistent with the Council action of December 19 the proposal would enhance and promote development opportunities on City-owned land east of Road 102.

William Wilson said he has been a resident of Woodland his entire life. He said 30 years ago Woodland had 18,000 people, and today Woodland has 42,000. He said the Planning Commission suggested that the population should be 68,000 by the year 2015. He said he felt that type of growth rate was too fast. He said preferred a projected population of 56,000 by 2015 with the square mileage of the City at 11.5 to 12.5. This would provide a growth rate of 1.25 percent. He said the lands north of Kentucky Avenue should be brought back into residential instead of industrial because the flood plain is up to Beamer Street. He said growth to the south should be delayed because ag land feeds our nation.

Les Engleman, 200 Monte Vista Drive, Woodland, urged the Council to adopt the General Plan. He suggested that the Council consider this as a business decision as far as making the City go in the right direction. He said a plan of action is needed with any

business decision. The plan requires information gathering and review of alternatives, and he said that has been done with the General Plan.

John Murphy, 819 Del Oro Drive, Woodland, said he moved to Woodland four years ago, and he felt the City Council has done a good job of weighing the different elements. He said the compromise the Council reached showed the flexibility on the part of the Council. He said he preferred to see Road 102 as the eastern edge of the City, and he preferred the Council proceed with adoption of the Plan.

Elizabeth Zemmels, Yolo County Superintendent of Schools, said her office is very interested in the outcome of the General Plan and supports the modified Alternative 2 which the Council approved.

There being no further comments, Mayor Sandy closed the hearing.

The Community Development Director pointed out the replacement pages Council received for the Policy Document and Final EIR.

Council discussion followed.

Mayor Sandy suggested a change on page 1-11 of the General Plan Policy Document, Policy 1.A.7, which states that "The City shall endeavor to manage residential growth at an even and reasonable pace, so as not to exceed a population of 60,000 in the year 2015." He advocated that the policy should read that "The City shall manage residential growth at an even and reasonable pace, so as not to exceed a population of 60,000 in the year 2015", striking the words "endeavor to." He also said he felt we should move away from the percentage and move to an actual number.

The Community Development Director said the implementation plan states that annually the City will look at growth and see how close the City is in relation to the 60,000 figure. She said the Plan states that staff shall monitor and report on growth projections annually.

Council Member Flory said the General Plan Policy Document has so much in it and answers so many questions from members of the community about where the City is going and what the City is doing. The Policy Document deals with environmental resources of the City, health and safety, economic development, historic preservation, etc. He said people should take the opportunity to read the document at the Library.

Council Member Slaven said it is unfortunate that many aspects of the General Plan were overlooked when the focus was on direction of growth. He said there is so much in the Policy Plan which is the result of so much work, and some people tended to lose sight of that with the emphasis on the direction of growth. With respect to growth he said Woodland historically has had a period of slow growth and the General Plan indicates that we want to continue with this. He said that is one of the reasons why

people like to live in Woodland.

Mayor Sandy said there are a number of achievements in the Plan, and after the Plan is adopted there will be a reduction in the multi-family to single family housing ratio for the City. Mayor Sandy then invited Council Member Borchard to speak about issues regarding the General Plan which he could address, but he chose not to speak.

Vice Mayor Rominger said she agreed that there were areas of the General Plan which the Council did not dwell on but extra time was needed to talk about direction of growth because that is where the Council Members disagreed. She said this is a business decision which requires information. She said she received a call last week from Tom Lumbrazo who wanted to talk to her about a concept for growth east of Road 102, and she said everyone is probably aware that she has been a proponent of growth east of Road 102. She said she met with Mr. Lumbrazo this afternoon to view the map and concept. She said the Woodland Chamber of Commerce is supporting adoption of the General Plan as proposed and then immediately upon adoption of the Plan begin study east of Road 102 for potential development. She said this is a waste of the City's time and money to begin study of that immediately after the General Plan is adopted when we have planned for growth for the next 25 years. She said to her this is a moot point and is throwing in something to appease her constituents and her supporters who have supported growth to the east. She said the concept presented by Tom Lumbrazo validates everything she has been saving. She said this Plan as presented tells us that growth can abut the Wastewater Treatment Facility, and that it is a possibility that those ponds be moved and that this is an area that is viable for development. She said from her discussion with Mr. Lumbrazo this just supports her thesis that development east of Road 102 is a viable alternative and that she felt the City should look into it further. One of the reasons why the Council has not looked into it further is because the Council has been told by the Corps of Engineers that the area east of Road 102 is a flood plain, and that would affect this sort of development also. She said she feels that we do not have all of the information to make a decision, and this is a very important decision for the growth of the City of Woodland. She said the decision on all of our master plans is scheduled for the end of the spring or early summer, and because of that she feels the Council does not have all of the information it needs to make the best decision for this community at this point in time.

Mayor Sandy said he received from the Flood Plain Management Task Force a book entitled "Protecting Flood Plain Resources, a Guide Book for Communities." He said in the book the Task Force makes the case that flood plains are a natural feature and that flood plains really ought to be left alone. He said the book states that "Few realize that floods have caused a greater loss of life and property and disrupted more communities in the United States than all other natural hazards combined. Despite the expenditure of tens of billions of tax dollars for structural measures such as dams, levees and channelization projects to try to control flood waters, flood costs continue to rise." He said he feels strongly that we ought to stay out of flood plains.

Vice Mayor Rominger said this concept supports her position that there is reason to study east of Road 102. She said the third significant change (listed above) regarding preservation of exiting neighborhoods is an important addition to this Plan. She said one issue not discussed at length is that there are neighborhoods in the northern portion of Woodland which are already built in the flood plain. She said she firmly believes we need to solve our flooding problems for the sake of the current residents as well as any future residents. Whatever decisions and solutions we find to that flooding are going to affect whatever plans we have east of Road 102. She said the Council does not have all of the information that is necessary in order to make an informed decision as to all of the alternatives that have been presented to the Council.

Council Member Flory said he is still opposed to residential growth east of Road 102. He said in order to look at flooding problems north of town the City can work on that this year and next year if we have to, and he said when the study comes back the Council can look at possibly the East Area concept proposed tonight. He said he did not think the Council was ruling growth out to the east entirely, but he said based on the Plan that is before the Council tonight he felt that is acceptable and we can go ahead. He said we can address the other when the water plan comes back.

Council Member Slaven said he did not think the intent of the General Plan is to answer all of the proposals and all of the future answers to what we are going to be doing. He said one thing that has not been completely addressed but discussed many times is the Ultimate Urban Limit Line, but it is addressed in the General Plan. He said one of the Planning Commissioners said he was concerned about this, and felt this was not addressed in the General Plan. He said he checked the Policy Plan, and on page 1-12, Policy 1.A.12 states that "The City shall establish a permanent urban limit line around Woodland to permanently circumscribe urban development and preserve surrounding The western and northern boundaries are the Urban Limit Line agricultural lands. boundaries depicted on Figure 1-4. The boundaries to the south and east will be determined after further study." He said many good things have come about through this General Plan review process, and one is that it has brought Woodland together. The General Plan has brought many different groups, including the schools, together. One important result was the adoption of a Baseball Master Plan for the development of needed additional baseball fields in our community. He said if we did not have the General Plan process this would not have been achieved. He said he agrees that further study to the east is in order and should be conducted. He said he was impressed with the concept presented by Eric Sharp for an East Area wild life refuge, but that further study can come after adoption of the General Plan. Council Member Slaven further said page 1-31 of the Policy Document states that "The Land Use Diagram designates the area east of County Road 102, south of Main Street, and surrounding the domestic wastewater treatment plant as Urban Reserve, indicating that the City will study this area and may consider it for future development."

Vice Mayor Rominger said if the Council really wanted the information it needs to make an informed decision regarding growth east of County Road 102, the Council could

have had the information. She said the staff report states that the first joint session with the Planning Commission was on May 27, 1993, and Council could have had that information by now. She said in order to make an informed decisions on the alternatives presented to the Council and taking into consideration the testimony the Council has heard during the public hearings and town hall meetings, the Council needs to take that into consideration. She said she cannot say that growing east is a viable alternative, and she cannot say it is not because she does not have the information. She said there are obstacles to growing in any direction in the City, and the Council has looked at some of the obstacles and some of the directions, including agricultural land, flooding issues, etc. She said the Council has not received that pertinent information that would tell the Council for certain that it would be possible to grow east or that we cannot grow east. She said she feels the Council is also responsible for the citizens who live to the north, and she feels it is incumbent upon the City to look at that information. She said to adopt this General Plan tonight setting forth the direction and boundaries for growth for the next 25 years is premature because of that information the Council lacks. She said she has always asked for good information rather than guess work.

Mayor Sandy said the Council could gather more and more information and wait forever for more information.

Vice Mayor Rominger said if the Council truly wanted this information, it could have been gathered by the November "drop dead" date so that the Council could have made that decision.

Mayor Sandy said he has never supported growth to the east, and he compromised on it to meet Vice Mayor Rominger's concerns. He said he feels growth to the east creates a linear City, but the problem is that if the U.S. Corps of Engineers says that it is a flood plain, there is not anything the City can do about it. Furthermore, he said there is a reason the wastewater treatment plant is out there. The fact that it is out there ought to preclude development in that area. Finally, he said it cannot be said that any advocacy of eastern growth exists independent of Conaway's efforts, and the fact is that Conaway has proposed the largest development in this County's history which would double the size of Woodland. He said he is unalterably opposed to that. He said he felt he wasted a lot of time at the December 19 meeting to achieve a consensus, and now it falls apart tonight.

Council Member Slaven said he has a lot of enthusiasm for the Planning Commission and other commissions. He said he is aware their role is advisory to the Council, and the final decision rests with the Council, but the Planning Commission gave the Council a lot of information so that the Council could arrive at its decision.

Mayor Sandy said that the Council cannot use the same criteria that the Planning Commission uses, so there were two separate bodies using two separate criteria arriving at two different decisions.

Council Member Flory said the Planning Commission held several meetings on their own and without their help the Council would not have been able to come up with the product.

### Resolution No. 3944:

On motion of Council Member Slaven, seconded by Council Member Flory and carried by the following vote, the City Council adopted Resolution No. 3944, Certifying the Environmental Impact Report for the General Plan, Making Findings, and Adopting the General Plan for the City of Woodland, including corrections to Policy 1.A.7:

AYES: COUNCIL MEMBERS: Flory, Slaven, Sandy

NOES: COUNCIL MEMBERS: Rominger

ABSTAINED: COUNCIL MEMBERS: Borchard

# **ADJOURNMENT:**

At 8:35 p.m. the meeting was adjourned.

City Clerk of the City of Woodland	