

CHAPTER 3

LAND USE, HOUSING, AND POPULATION

This chapter discusses potential impacts of the *General Plan* associated with land use (including urban land use and agriculture), housing, and population (including jobs/housing balance).

3.1 URBAN LAND USE AND LAND USE PLANS

ENVIRONMENTAL SETTING

Existing urban land characteristics are described in Chapter 1 of the *General Plan Background Report* and development potential estimates for the *General Plan* are presented in Chapter 2 of this *EIR*. Woodland's city limits encompass about 10.25 square miles. Residential uses are the predominant land use, making up over half of the land area. Industrial development, constituting about one-third of the land area in the city, is located primarily in the northeast part of the city. Commercial uses are found along Main Street and East Street. The Downtown is centrally located along Main Street. The general location of existing land uses are shown in Figure 3-1.

1988 Woodland General Plan

Prior to adoption of the updated *General Plan*, the current plan for land use in the City of Woodland is the existing *General Plan*, adopted in 1988. This document consists of nine elements: Land Use, Circulation, Housing, Open Space, Conservation, Noise, Safety, Parks and Recreation, and Historic Preservation, and a Level of Service Plan.

Yolo County General Plan

The *Yolo County General Plan* was adopted in July 1983, and is the County's guide for all development in the unincorporated areas within the City's General Plan Area. The Plan contains 42 goals, which generally relate to the following five major objectives:

- Preserve prime and other agricultural land
- Create urban open spaces, greenbelts, and scenic highways
- Discourage urban sprawl
- Focus new urban development in existing cities and planned urban areas
- Conserve natural resources

The Yolo County General Plan is available for review at the City of Woodland Community Development Department, 300 First Street in Woodland (General Plan reference shelf).

A major emphasis of the Plan is conserving and preserving agricultural land by encouraging contiguous urban development. For the Woodland Area General Plan, the City and County jointly adopted the Urban Development Policy, which directs urban development to the cities while preserving agricultural land outside the urban limit lines.

The *Yolo County General Plan* designates most land outside Woodland's 1988 Urban Limit Line for agricultural uses, but designates two small unincorporated areas (Monument Hills and Willow Oak) for rural residential development.

METHODOLOGY

This section describes the assumptions and thresholds of significance used to evaluate impacts to urban land uses that would be expected to occur in the *General Plan's* Planning Area by 2020. Impacts are assessed quantitatively based on information contained in the *Background Report* and the Land Use Diagram. The amount and location of development anticipated by 2020 are based on the designations of the Land Use Diagram and growth projections and location information as described in Chapter 2 of the *EIR*.

Assumptions

The following assumptions were made in assessing the impacts of the *General Plan's Land Use Designations*:

1. Development will occur consistent with the projections described in Chapter 2 of this *EIR*.
2. The City will adopt specific plans in the Planned Neighborhood (PN) area allowing development in this area to proceed.
3. New urban development will be contained within the Urban Limit Line.
4. Although the *Housing Element* is a component of the City's General Plan, the term *General Plan* as used in this chapter refers to the other updated elements of the plan, excluding the *Housing Element*.

Thresholds of Significance

According to Appendix G of the *CEQA Guidelines*, a project will normally have a significant effect on the environment if it will conflict with adopted environmental plans and goals of the community where it is located or if it would divide or disrupt the physical arrangement of an established community. Therefore, for the purposes of this *EIR*, the *General Plan* is assumed to have a significant impact if it would: (1) constitute a major change in planned land uses in the city of Woodland or (2) divide or disrupt the physical arrangement of the community.

IMPLICATIONS OF THE LAND USE DIAGRAM

1988 Woodland General Plan

The *General Plan* would make minor changes to existing land use patterns and provide for additional development that differs from the *1988 General Plan* in several important areas. The alterations to existing land use would consist of changes in current land use designations and development in areas that are currently vacant or in agricultural production.

The primary changes between the *1988 General Plan* and the *General Plan* are described in Chapter 1 of this *EIR*. In summary, the *General Plan* extends the planning time frame and establishes a population and employment holding capacity. The *General Plan* changes the Planning Area and Urban Limit Line boundaries, and redesignates the unincorporated area north of Kentucky Avenue and east of I-5 from

residential to industrial and commercial uses. The *General Plan* also establishes a new approach to phasing residential development.

More specifically, the *General Plan* makes changes in the land use designations that define the allowable land uses. The *General Plan* adds three new residential land use designations, one new commercial land use designation, and a new business park land use designation. These are described below.

A Very-Low Density Residential (VLDR) designation was added to allow for the development of larger lot, "estate" or "executive" homes, generally on lots from one-quarter acre to one acre in size. The VLDR designation will be included in the designation of land uses in Planned Neighborhood (PN) areas (discussed below).

The *General Plan* adds a Neighborhood Preservation (NP) designation. While the designation is new to the *General Plan*, it reflects a policy from the 1988 *General Plan* to preserve the single family neighborhood character of older neighborhoods that include some higher density and nonresidential uses. These areas are already zoned Neighborhood Preservation, so the *General Plan* also designates the area NP to avoid confusion. The 1988 *General Plan* designated the areas zoned NP zone as Medium Low Density Residential (MLDR). The *General Plan* retains the MLDR title, but applies it to existing areas that are zoned R-2 and include many duplexes.

The *General Plan* includes a Planned Neighborhood (PN) designation that is applied to the major area of planned new residential development south of the existing city limits. This area is to be developed with a mix of housing types and densities, and associated neighborhood commercial, schools, parks, and other related uses. Specific plans are required to determine the location and mix of land uses.

The *General Plan* includes a new General Commercial (GC) designation. This designation includes the standards and allowable uses for commercial areas outside Downtown that were contained in the Central Commercial designation in the 1988 *General Plan*. The *General Plan* uses the Central Commercial designation only in the Downtown with specific standards to apply to development Downtown.

Finally, the *General Plan* creates a new Business Park (BP) designation for development of office park, research and development, and business park uses.

Table 3-1 compares the acreages within the various land use designations as depicted on the Land Use Diagram of the 1988 *General Plan* and the *General Plan* within their respective Urban Limit Lines.

TABLE 3-1		
COMPARISON OF LAND IN URBAN LIMIT LINES OF 1988 GENERAL PLAN AND GENERAL PLAN		
By Land Use Designation (in Acres)		
Land Use Designation	1988 General Plan	General Plan
<i>Residential</i>		
Rural Residential (RR)	--	40
Very Low Density Residential (VLDR)	NA	*
Low Density Residential (LDR)	3,420	2,928
Medium Low Density Residential (MLDR)	222	175
Neighborhood Preservation (NP)	NA	222
Medium Density Residential (MDR)	523	147
Planned Neighborhood (PN)**	NA	1,200
<i>Subtotal, Residential</i>	<i>4,165</i>	<i>4,712</i>
<i>Commercial</i>		
Neighborhood Commercial (NC)	22	52
Central Commercial (CC)	329	100
Service Commercial (SC)	157	171
Highway Commercial (HC)	125	125
General Commercial (GC)	---	289
<i>Subtotal, Commercial</i>	<i>633</i>	<i>707</i>
<i>Industrial</i>		
Industrial (I)	2,340	2,665
Business Park (BP)	---	236
<i>Subtotal, Industrial</i>	<i>2,340</i>	<i>2,901</i>
<i>Other</i>		
Open Space (OS)	212	493
Public Service (PS)	496	676
<i>Subtotal, Other</i>	<i>708</i>	<i>1,169</i>
TOTAL	7,846	9,489
*VLDR land will be included within PN areas		
**Residential land within PN designation only; NC, OS, and PS land within PN area are allocated to those designations		

The *General Plan* would also replace the 1988 *General Plan's Level of Service Plan* with a set of service level guidelines within the plan.

Yolo County General Plan

Yolo County is responsible for land use planning and regulation outside the Woodland city limits. The only change to any land uses in the General Plan Area is located within the Woodland Planning Area, as an expansion of the existing Urban Limit Line.

Through a joint Urban Development Policy, the City and County have agreed to direct urban development to the cities while preserving agricultural land outside urban limit lines. The precise boundaries references are the Urban Limit Line established by the City's 1988 *General Plan*, as this was the plan guiding development at the time.

The Woodland General Plan Land Use Diagram designates land within the Planning Area that is designated for agricultural uses in the County General Plan (refer to the next section in this chapter on Agricultural Lands). The Woodland General Plan envisions land remaining in agricultural production under County jurisdiction until urban development is approved by the City.

GENERAL PLAN POLICY RESPONSE

The following *General Plan* policies and programs address the major issues concerning land use implications:

Citywide Growth and Development

- 1.A.1. *The City shall strive to preserve Woodland's traditional small-town qualities and historic and agricultural heritage, while expanding its residential and employment base.*
- 1.A.2. *The City shall contain its urban growth within the Urban Limit Line as designated on the Planning Area Land Use Diagram (Figure 1-4 of the Policy Document).*
- 1.A.3. *The City shall designate land for development consistent with the needs of the community and consistent with its efforts to maintain a positive fiscal balance for the City.*
- 1.A.4. *The City shall promote and support the development of a healthy balance of residential, commercial, and industrial development within the city.*
- 1.A.5. *The City shall ensure that development occurs in an orderly sequence based on the logical extension of public facilities and services.*
- 1.A.6. *The City shall promote infill development and reuse of underutilized parcels in a manner compatible with the character of the surrounding neighborhood.*
- 1.A.7. *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.*
- 1.A.8. *The City shall encourage development of the city in a compact, cohesive pattern with definite, identifiable boundaries that more readily create a sense of community identity.*

1.A.9. *The City shall promote walking, bicycling, and transit use and access when designating and approving new development.*

1.A.10. *The City shall promote mixed-use developments and creative developments where appropriate and compatible with surrounding land uses. The Planned Development (PD) zoning overlay will be used to allow for mixed-use and creative forms of development. This will provide for greater flexibility in the design of integrated developments than would otherwise be possible through strict application of zoning regulations.*

1.A.11. *The City shall enforce the provisions of the joint City of Woodland-Yolo County Woodland Area General Plan Urban Development Policy, included as Appendix A of this Policy Document.*

1.A.12. *The City shall establish a permanent urban limit line around Woodland to permanently circumscribe urban development and preserve surrounding agricultural lands. The western and northern boundaries are the Urban Limit Line boundaries depicted on Figure 1-4. The boundaries to the south and east will be determined after further study.*

1.2 *The City shall formally request Yolo County to revise the Woodland Area General Plan Urban Development Policy consistent with the adopted Woodland General Plan.*

These policies and programs seek to guide growth in an orderly pattern consistent with economic, social and environmental needs, providing for continued small-town character, contiguous development, and preservation of surrounding agricultural lands.

IMPACTS

Change in Planned Land Uses

The *General Plan* designates land within an Urban Limit Line to accommodate development through the year 2020. The rate at which vacant land within the proposed Urban Limit Line is developed will largely be determined by market forces, although residential specific plans must include a phasing mechanism consistent with the population projections of the plan. As described in Chapters 1 and 2, it is assumed that not all of the land designated for nonresidential development on the *Land Use Diagram* will develop within the time frame of this EIR analysis (i.e., 2020).

The *General Plan* makes numerous changes to the *1988 General Plan*, with major land use changes in four areas, as described in the following paragraphs.

1. The *General Plan* extends the Urban Limit Line to the south and provides for additional residential land in this area under two alternatives. Although the *1988 General Plan* does not designate this land for residential uses, these areas are included as "special study areas." Development within the study areas would be allowed only after a needs assessment and specific plan was prepared, demonstrating that development of this area is needed. In connection with the *General Plan Update*, the City prepared land absorption studies indicating that this land would be needed to accommodate projected demand through 2020, and these areas are required to development based on adopted specific plans. Therefore, designating this land is generally consistent with the intent of the *1988 General Plan*.

2. The *General Plan* extends the Urban Limit Line to the northeast, providing for additional industrial land. While this is a larger area, it extends the existing and planned land uses in that area and is therefore generally consistent with the intent of the *1988 General Plan*.
3. The *General Plan* redesignates land within the Urban Limit Line north of Kentucky Avenue from residential in the *1988 General Plan* to nonresidential uses in the *General Plan*. The designation of this land in 1988 preceded more recent studies concerning flood potential from Cache Creek (i.e., *Westside Tributary Study*). The *1988 General Plan* includes policies to limit the effects of flooding hazards, therefore it is consistent with its intent to redesignate this land for nonresidential development, which can more easily be designed to withstand flooding.
4. The *General Plan* designates an Urban Reserve area east of County Road 102 around the wastewater treatment plant site. This area was not contemplated as a potential area for new development in the *1988 General Plan*. The *General Plan* however, does not designate this area for future development, but only as an area of future study to consider it as an possible location for future development.

The *General Plan* affects about 1,500 acres to the Urban Limit Line. The *General Plan* supports the policies of the plan to focus new urban development in existing cities and planned urban areas and to discourage urban sprawl. It also includes an extensive body of policy supporting agricultural land preservation, conservation of natural resources, and creating an urban open space system, consistent with the County's goals and objectives. The *General Plan* is consistent with the *Yolo County General Plan*, directing urban development to areas within the Urban Limit Line, although the *General Plan* establishes a larger Urban Limit Line to accommodate development through a longer time frame of 2020. Adjusting the boundary is not alone inconsistent with County policy, and the joint efforts in developing the Habitat Conservation Plan, the County has been using the Urban Limit Line proposed for the updated *Woodland General Plan*. As an administrative action, the *General Plan* does include a policy and program to jointly amend the City-County Urban Development Agreement after adoption of the *General Plan*.

Although the *General Plan* does make changes to Urban Limit Line of the *1988 General Plan*, the *General Plan* remains consistent with the overall goals of the *Yolo County General Plan*. It does designate additional land for urban development that is prime agricultural land; this is appropriately discussed in the next section in this chapter on agricultural lands. The impact on planned land uses, is therefore, considered less-than-significant.

Physical Arrangement of the Community

The *General Plan* provides for expansion of Woodland through 2020, with additional industrial land on the north and northeast and additional residential land to the south. Additional commercial development will be accommodated along Main Street and East Street, and the *General Plan* focuses on Downtown's role as the centralized, major activity center for the community.

Development according to the *General Plan* would not substantially alter the land use patterns of the community, but will generally build upon and expand the existing land use pattern. East Street will become a more important commercial corridor, and the Plan contemplates development of business park uses. New residential development will be required to develop as planned neighborhoods. Development under the *General Plan* would not disrupt or substantially change the overall physical arrangement of the community, and its impact is, therefore, considered less-than-significant.

MITIGATION MEASURES

No mitigation measures beyond the policies and programs of the *General Plan* are necessary.

3.2 AGRICULTURAL RESOURCES

This section describes the impacts on agricultural resources associated with development under the *General Plan*. Specifically, this section describes how physical development at the intensities indicated by the Land Use Diagram would result in the conversion of farmland and the associated reduction in overall agricultural production.

ENVIRONMENTAL SETTING

The *Background Report* describes the agricultural resources setting in the Woodland area, including a discussion of soils and agricultural lands.

Agricultural Soils

The United States Department of Agriculture's Soil Conservation Service (SCS) completed the *Soil Survey for Yolo County* in 1968. The description and classification of soils in this section provide guidelines in evaluating the suitability and limitations of soils for agricultural purposes and other land uses, including identification of the land best suited for agricultural use. This information includes descriptions of each soil series and phases, land capability classification, and Storie index ratings for soils within the Planning Area.

The *Soil Series for Yolo County* identifies 16 soil series and 28 soil phases within the Planning Area, as shown in the *Background Report*. The Storie Index is a rating system that classifies soils according to their agricultural suitability based on four factors that represent the inherent characteristics and qualities of the soils. Each factor is rated or evaluated separately in terms of percentage of the ideal, or 100 percent (SCS 1964). The factors used to determine the Storie index rating include:

Factor A - Profile Characteristics. Factor A expresses relative favorableness of the profile to the growth of plant roots. Soils that have a deep, friable profile are rated 100 percent. Soils that have a dense clay layer or hardpan, or are shallow over bedrock are rated less than 100 percent. The rating depends on the extent to which root penetration is limited.

Factor B - Texture of the Surface Soil. Factor B is rated according to the texture of the surface soil, which is important in determining how easily the soil can be worked and how easily crops can be established. The moderately coarse and medium course textured soils (fine sandy loam, loam and silt loam) are the most favorable and are rated as 100 percent. The coarser and finer textures are rated less than 100 percent.

Factor C - Slope. Factor C is particularly important if the soil is irrigated. Smooth, very gently sloping soils are rated 100 percent. The rating decreases as slope increases.

Factor X - Other Factors. Factor X is used to evaluate any limitations on the use of the soil, such as imperfect or poor drainage, salts or alkali, soil erosion, low natural fertility, or unfavorable micro relief. If more than one limitation exists, the values for each are multiplied together to get the rating for the X factor.

The rating for the four soil suitability factors are used to calculate one general rating on a scale of 10 to 100, with the rating representing a percentage of the ideal soil. Soils that are rated near 100 are better suited for agriculture than soil rated near 10. This soil rating number is then assigned to the one of six general categories or grades.

The Soil Conservation Service uses a system that classifies the suitability of soils for field crops according to eight capability classes. These classes, which are designated by Roman numerals I through VIII, indicating progressively greater limitations and narrower choices for practical use. The classes of agricultural soils in the Planning Area are shown in Figure 3-2.

Williamson Act

The California Land Conservation Act (Williamson Act) encourages conservation of agricultural lands. The act allows cities and counties to create agricultural preserves and offer tax incentives to farmers who agree not to develop their agricultural lands. Signed by a property owner, a "Williamson Act" contract provides that contracted land will not be developed for a 10-year period. The tax assessment on the contracted land is based on its agricultural value rather than on market value. Each year the contract is automatically renewed for an additional 10-year period.

A Williamson Act contract may be terminated either by nonrenewal or cancellation. The landowner or local jurisdiction may file a notice of non-renewal, whereby the land is phased out of the program over the remaining years, so that after nine years the land is "out of contract." To cancel a contract, the landowner must file a petition for cancellation with the board of supervisors or city council (*Government Code* §51282). The petition for cancellation may be for all or a portion of the land under contract. The petition for cancellation must be accompanied by a proposal for a specified alternative use of the land. In order to grant tentative approval for cancellation of the contract, the city council or board of supervisors must make one of the following findings:

- (1) That the cancellation is consistent with the purposes of the Act; or
- (2) That cancellation is in the public interest (*Government Code* §51282(a)).

In order to find that the cancellation is consistent with the Act, the board or council must make all of the following additional findings:

- (1) That the cancellation is for land on which a notice of nonrenewal has been served;
- (2) That the cancellation is not likely to result in removal of adjacent lands from agricultural use;
- (3) That the cancellation is for an alternative use that is consistent with the applicable provisions of the city or county general plan;
- (4) That the cancellation will not result in discontinuous patterns of urban development;
- (5) That there is no proximate, non-contracted land which is both available and suitable for the use to which it is proposed the contracted land be put, or, that development of the contracted land would provide more contiguous patterns of urban development than development of proximate noncontracted land (*Government Code* §51282(b)).

Cancellation by contract permits immediate escape from the contract, but the landowner must pay a cancellation fee as deferred taxes, unless the City or County waives the payment of deferred taxes or a portion of deferred taxes upon its finding that it is in the public interest to do so.

In order to make an alternative finding that cancellation is in the public interest, the board or council must make the same finding as number "five" above, and must also find that "other public concerns substantially outweigh the objectives" of the Act (*Government Code* §51282(c)). The term "public interest" refers to the interest of the public as a whole in the value of the land for open space and agricultural use. However, despite the importance of the interests of the local and regional communities involved, "no decision regarding the public interest can be based exclusively on their parochialism." *Sierra Club v. City of Hayward* (1981) 28 Cal.3d 840, 856. Moreover, the paramount "interest" involved is the preservation of land in agricultural production.

Williamson Act lands are shown in Figure 3-3.

METHODOLOGY

This section describes the assumptions and thresholds of significance used to evaluate impacts to agricultural resources that would be expected to occur under the *General Plan* by 2020. Impacts were assessed quantitatively based on information contained in the *Background Report* and the Land Use Diagram. The amount and location of development anticipated by 2020 are based on the designations of the Land Use Diagram and growth projections and location information as presented in Chapter 2.

Assumptions

1. Impacts of agricultural land were assessed based on conversion of agricultural lands within the Urban Limit Line.
2. Land with a proposed General Plan land use designation of Urban Reserve (UR) was not considered as having development potential for purposes of this analysis, since development of this area would depend on future studies and a General Plan Amendment.
3. Acreage figures for both alternatives exclude the land that may be needed to accommodate a future SR 113/I-5 connection.

Thresholds of Significance

For the purposes of this *EIR*, impacts to agricultural resources are considered significant if they would:

- Convert Prime Farmland to non-agricultural land uses;
- Impair agricultural productivity or create the potential for conflict with ongoing agricultural operations of private farmland; or
- Substantially reduce the total amount of agricultural land in the region.
- Result in cancellation of Williamson Act contracts

CITY OF WOODLAND



0 3500
SCALE IN FEET

Base Map Prepared
May 1995

FIGURE 3-2
**Agricultural
Land
Capability**

Class 1



Class 2



Classes 3 & 4



} Prime

Survey Area Boundary

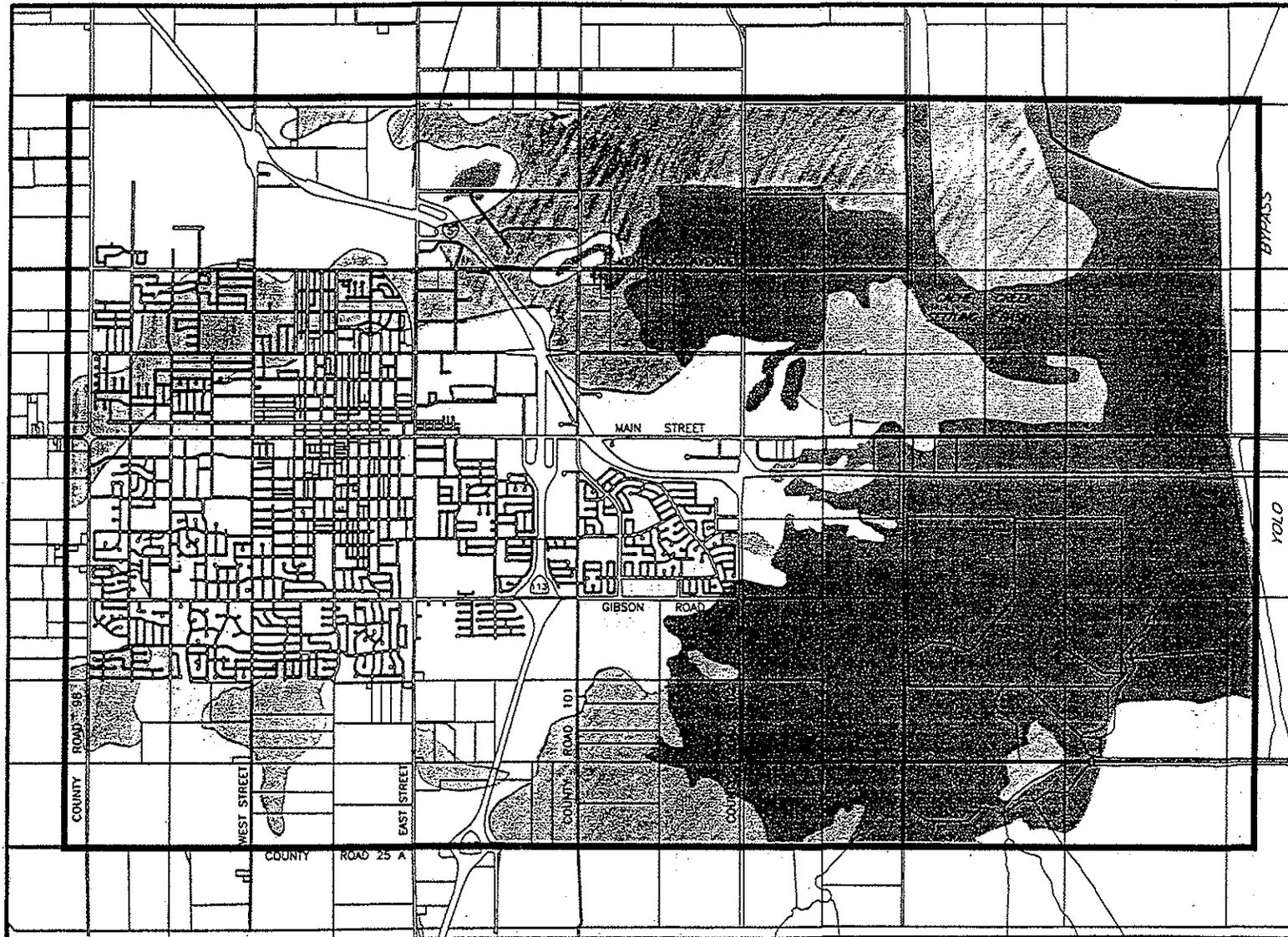
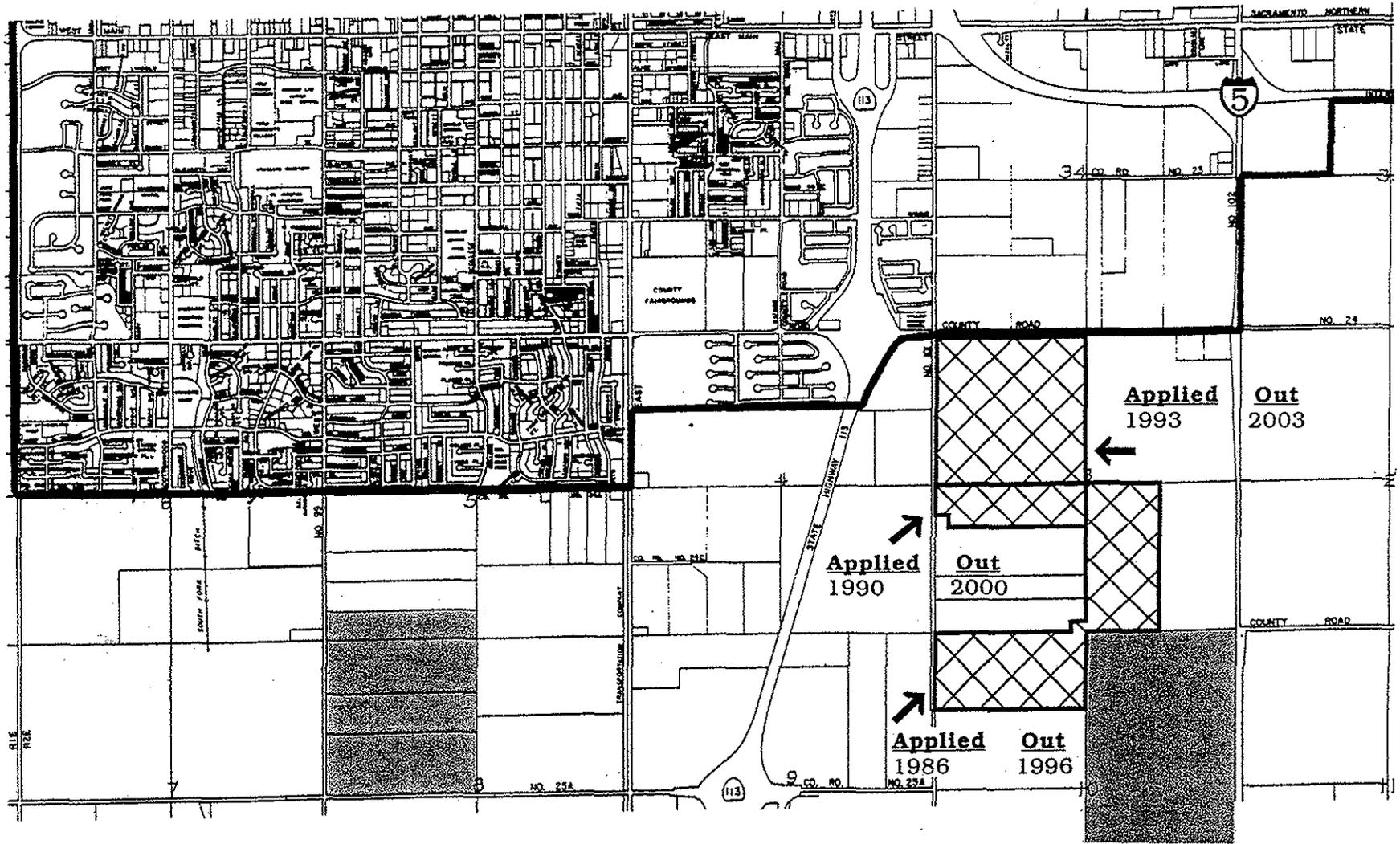


FIGURE 3-3

Status of Williamson Act Property



- Still in Williamson Act



- Applied for Nonrenewal



IMPLICATIONS OF THE LAND USE DIAGRAM

The majority of soils in the Woodland area are Class I and Class II prime agricultural soils. Development under the *General Plan* would result in the conversion of agricultural land through expansion of its existing city limits. The quality of the soils varies by the locations within the Planning Area. Therefore, the following discussion addresses separately the various geographic areas within the Urban Limit Line.

Agricultural Lands

Northwest Industrial: The area north of Kentucky Avenue and west of I-5 is prime agricultural land with Class I soils. The area is partially developed and therefore not completely used for agricultural production. The Land Use Diagram designates approximately 280 acres of prime soil that is currently vacant or in agricultural use for urban development. Approximately half of this is assumed to be developed by 2020.

Northeast Industrial: The area north of Main Street and east of I-5 is designated for industrial and business park uses. This area includes a mix of Class I, Class II, and Class III and IV soils. The area outside the existing city limits is primarily nonprime soils and some Class II prime soils, with some Class I soils. Approximately 775 acres of land outside the city limits is designated for urban development, including 100 acres of Class I soils, 250 acres of Class II soils, and 425 acres of non-prime soils. About two-thirds of this total area is expected to develop by 2020.

Southern Residential: Development under the *General Plan* would result in the conversion of prime agricultural lands of Class I and Class II soils. Within the existing city limits, about 150 acres of prime agricultural land within the Southeast Area Specific Plan area would be converted. In addition, within the existing Urban Limit Line of the existing General Plan extending one-half mile south of Gibson Road between Yuba College and East Street is 296 acres consisting entirely of Class I prime soils.

Table 3-2 shows the additional acreage of agricultural land that would be converted by 2020 through development under the Land Use Diagram.

TABLE 3-2
AGRICULTURAL LAND CONVERSION
Within Urban Limit Line*

Soil Symbol	Soil Name	Capability Class	Storie Index	Acres	% of Site	Farmland Class
Ca	Capay silty clay	IIs-5	50	720	55%	Prime
Pb	Pescadero silty clay, saline-alkali	IVw-6	14	85	7%	Local Important
Ra	Reiff very fine sandy loam	I-1	100	83	7%	Prime
St	Sycamore silty clay loam, drained	I-1	77	30	2%	Prime
Wm	Willows clay, marly variant	IIIw-5	34	55	4%	Statewide Important
Ya	Yolo silt loam	I-1	100	319	25%	Prime
Yb	Yolo silty clay loam	I-1	90	10	1%	Prime
Total				1,302	100.0%	

Does not include approximately 450 acres of Class I soils within the existing Urban Limit Line

Eighty-nine percent of the area south of the existing Urban Limit Line is prime farmland with a weighted Storie Index rating as follows:

Soil Symbol	Storie Index	Acres	=	Product
Ca	50	720		36,000
Pb	14	85		1,190
Ra	100	83		8,300
St	77	30		2,310
Wm	34	55		1,870
Ya	100	319		1,900
Yb	90	10		900
TOTALS		1,302		82,470

82,470 divided by 1,302 = weighted Storie Index of 63

Urban Reserve Area: The Urban Reserve area east of County Road 102 and south of Main Street includes approximately 1,800 acres, almost exclusively nonprime agricultural land. No development of this area is projected as part of this project.

Urban/Agricultural Conflicts

Land use conflicts resulting from the encroachment of urban development into agricultural areas could result in a reduction in operational efficiency and profitability of nearby agricultural lands. For most development, agricultural operations and designated urban development would directly abut, in the same manner that currently exists at the southernmost edge of the existing city limits, or be separated from agricultural lands by a roadway. The land use pattern of the Land Use Diagram would create an agricultural area south of the Urban Limit Line and north of County Road 25A between East Street and SR 113 that would be difficult to farm, since it would be essentially surrounded on two sides by urban development and on a third side by a major roadway (see Figure 3-4).

Williamson Act

Development under the *General Plan* would result in the development of agricultural areas that are currently under Williamson Act contracts. Land within the Planning Area under Williamson Act contract is shown in Figure 3-3. Most of these parcels have applied for nonrenewal; the figure also shows the year the property owner applied for nonrenewal and the end of the ten-year period when it would come out of the contract.

Development under the *General Plan* would result in development of approximately 515 acres of land under the Williamson Act contract. Of this total, 355 acres are in contracts that have applied for nonrenewal and will be free from Williamson Act contract between 1996 and 2003.

GENERAL PLAN POLICY RESPONSE

The following policies and programs address impacts on agricultural lands associated with development under the Land Use Diagram.

Agriculture

- 1.1.1. *The City shall discourage leapfrog development and development in peninsulas extending into agricultural lands to avoid adverse effects on agricultural operations.*
- 1.1.2. *The City shall retain agricultural zoning and shall encourage continued agricultural production on properties within the Urban Limit Line until the land is needed for urban development.*
- 1.1.3. *The City shall ensure that new development and public works projects do not encourage expansion of urban uses outside the Planning Area into areas designated for Agriculture on the Land Use Diagram.*
- 1.1.4. *The City shall require development within or adjacent to designated agricultural areas to minimize conflicts with adjacent agricultural uses.*
- 1.1.5. *The City shall continue to support the County's right-to-farm ordinance.*
- 1.1.6. *The City shall encourage and support Yolo County in the implementation of its agricultural preserve program.*

- 1.I.7. *The City shall encourage agribusiness (within and outside the Urban Limit Line) consistent with the policies of the General Plan and the Urban Development Policy (Appendix A of the Policy Document) in the General Plan Area.*
- 1.I.8. *The City shall support the local agricultural economy by encouraging the location of agricultural support industries in the city, establishing and promoting marketing of local farm products through a Woodland Farmers' Market, exploring economic incentives, and support for continuing agricultural uses within the city (including within the Urban Reserve area), and providing its fair share of adequate housing to meet the needs of agricultural labor.*
- 1.I.8. *The City shall promote good neighbor policy between residential property owners and adjacent farming operations by supporting the right of the farmers to conduct agricultural operations in compliance with state laws.*

Citywide Growth and Development

- 1.A.2 *The City shall contain its urban growth within the Urban Limit Line as designated on the Planning Area Land Use Diagram (Figure 1-4 of the Policy Document).*
- 1.A.10 *The City shall enforce the provisions of the joint City of Woodland-Yolo County Woodland Area General Plan Urban Development Policy, included as Appendix A of this Policy Document.*
- 1.A.11 *The City shall establish a permanent urban limit line around Woodland to permanently circumscribe urban development and preserve surrounding agricultural lands. The western and northern boundaries are the Urban Limit Line boundaries are depicted on Figure 1-4 of the Policy Document. The boundaries to the south and east will be determined after further study.*

Policies of the plan seek to focus urban development within the Urban Limit Line, to maintain agricultural uses as long as possible and to protect adjacent agricultural lands from the negative effects of urban development. The policies set a performance standard for buffering with adjacent agricultural lands and the pursuit of a permanent urban limit line around the city.

IMPACTS

Agricultural Lands

Under the *General Plan*, approximately 2,280 acres of prime agricultural land is designated for urban development; some of the prime agricultural land in the northern industrial area would probably not be converted to urban development by the 2020. Another 525 acres of nonprime agricultural land is also designated for urban development; only two-thirds of this would be expected to develop by 2020. The loss of prime agricultural land is considered a significant impact

The Urban Reserve designation is applied to land within the Planning Area to be considered for development with urban uses in the future. This land will remain in agriculture or open space until a General Plan amendment and environmental assessment is completed by the City. Accordingly, this is considered a less-than-significant impact.

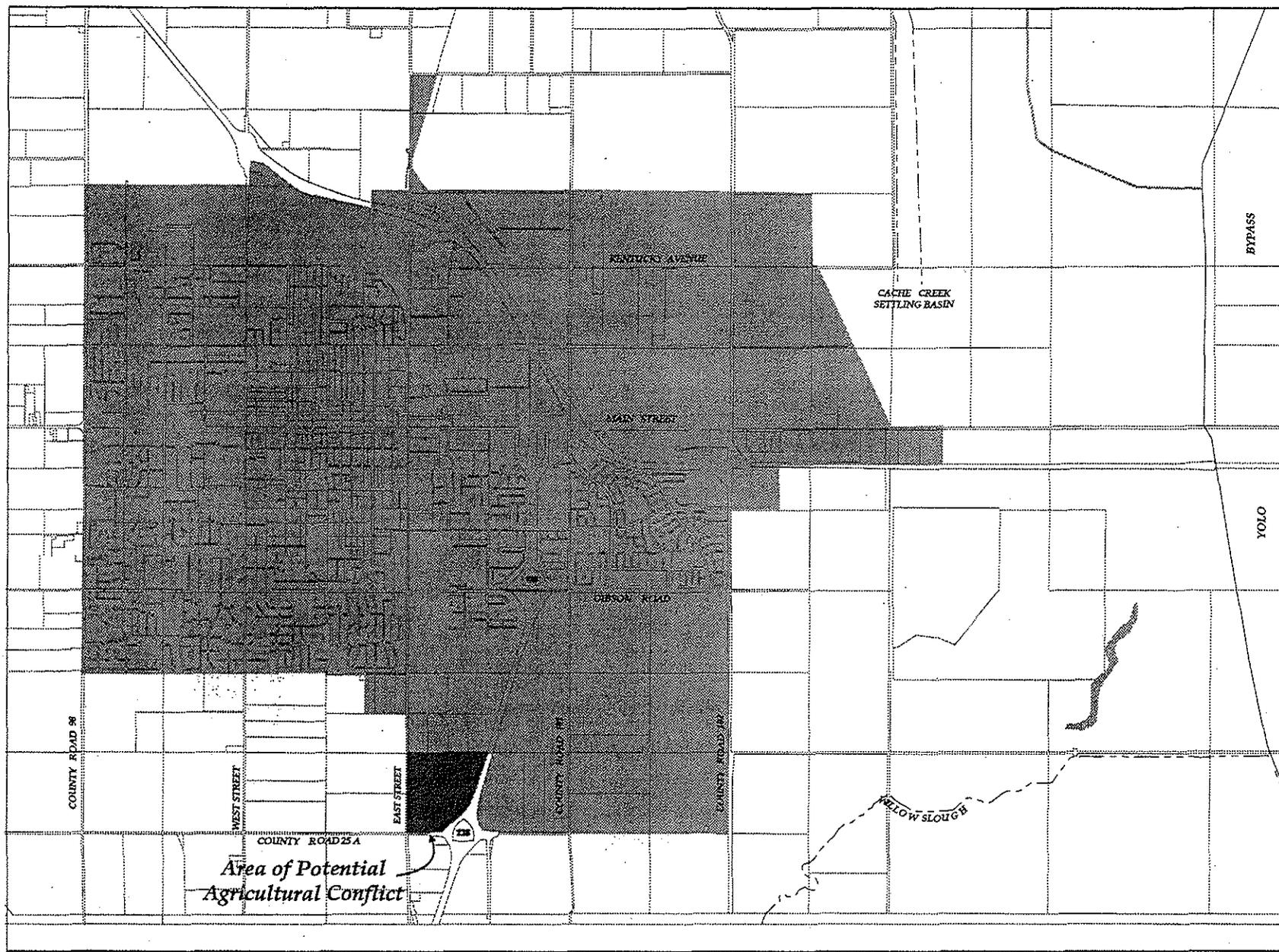
**CITY OF
WOODLAND
GENERAL PLAN
Draft Environmental
Impact Report**

0 4,000
SCALE IN FEET



**FIGURE 3-44
POTENTIAL AGRICULTURAL
CONFLICT**

-  *Area of Potential Conflict*
-  *Alternative 2 Urban Growth Area*



Urban/Agricultural Conflicts

Land use conflicts resulting from the encroachment of urban development into agricultural areas could result in a reduction in operational efficiency and profitability of nearby agricultural lands. Under Alternative 1, agricultural operations and designated urban development could directly abut, in the same manner that currently exists at the southernmost edge of the existing city limits. Guidelines in the *General Plan* for specific plans require that buffering needs be examined and promote the development of lower density residential development in these areas to minimize conflict. This is therefore considered a less-than-significant impact.

The land use pattern of the Land Use Diagram would create an agricultural area south of the Urban Limit Line and north of County Road 25A between East Street and SR 113 that would be difficult to farm, since it would be essentially surrounded on two sides by urban development and on a third side by a major roadway (see Figure 3-3). This area would be under pressure to convert to urban development, particularly given its location by an interchange. This is considered a significant impact.

Williamson Act

Under the *General Plan*, agricultural land currently under Williamson Act contract would eventually be converted to urban uses, accounting for approximately 515 acres of land currently under Williamson Act contract. If no cancellations occur, no development could proceed until the Williamson Act contracts on these lands expired.

The *General Plan* would result in the nonrenewal or cancellation of contracts for land that is presently under Williamson Act contract. A 160-acre parcel that is currently in Williamson Act and has not applied for nonrenewal is located at the southeasternmost part of the Planning Area. This would likely be the last area to develop, so assuming it nonrenews before the year 2000, this would probably not create any problems for the sequence of development. The City cannot guarantee that the property owner would choose not to renew the Williamson contract on this land and the alternative would be that the City would have to cancel the contract to permit development, this is considered a potentially significant impact. It should be noted, however, that this is agricultural land that is lower quality soils.

MITIGATION MEASURES

Agricultural Lands

The direct and potential conversion of Prime Farmland is considered a significant and unavoidable impact. The establishment of a *permanent* urban limit line that was linked to the use of conservation easements would reduce the cumulative impact by permanently protecting agriculture from the encroachment of urbanization. Despite this, there are no mitigation measures available to reduce the loss under either alternative of the *General Plan* to a less-than-significant level.

Urban/Agricultural Conflicts

The possible conflict with agricultural operations that would occur could be addressed by designating this land for urban development, which would also result in a significant impact by converting agricultural land. This impact is therefore considered significant and unavoidable.

Williamson Act Lands

Designating 160 acres of land under Williamson Act for development would require cancellation or nonrenewal of the contract. This impact could be reduced by establishing a Williamson Act on an equivalent amount of land elsewhere; this could further be linked to establishment of a conservation easement on the property. The impact of designating land currently in Williamson Act land for development, however, cannot be reduced to a less-than-significant level.

3.3 HOUSING AND POPULATION

ENVIRONMENTAL SETTING

The existing housing and population characteristics of the City of Woodland are summarized in Chapter 1 of the *General Plan Background Report*. Chapter 2 of this *EIR* summarizes the existing housing stock and population and projected growth under the *General Plan* through 2020.

Woodland Housing Element

Housing supply and other housing issues within the city of Woodland are discussed in detail in the *Housing Element* (available at the City of Woodland Community Development Department, 300 First Street). The *Housing Element* includes goals, policies, and programs for the general provision of housing in Woodland and quantified objectives for the development of housing for the years 1991 through 1996. After adoption of Woodland's *Housing Element*, the State subsequently extended the deadline for housing element updates by two years, extending the time frame of Woodland's *Housing Element* through June 30, 1998.

The goals and policies of the *Housing Element* encourage the construction of housing to meet the city's projected housing needs for very low-, low-, and moderate-income households; to provide for decent housing for all income levels, emergency shelters, and housing for other groups with special needs; to provide for a balance of residents and jobs; to preserve existing residential neighborhoods; and to ensure safe, sanitary housing. The *Housing Element* encourages the conservation and rehabilitation of existing dwelling units as well as for the development of new housing.

The existing *Housing Element* addresses the City's housing production targets through the time frame of the element, which are the City's quantified objectives pursuant to State Housing Law.

The *Housing Element* includes goals, policies, and actions. The six housing goals are as follows:

1. Promote adequate housing for all persons
2. Encourage the maintenance of housing
3. Assure housing opportunities are open to all people
4. Achieve an orderly pattern of residential development
5. Enhance the quality of life for all Woodland residents
6. Establish development and construction standards which encourage energy conservation

The *Housing Element* includes policies and actions under each of these goals to achieve them.

METHODOLOGY

Assumptions

1. New housing, population, and employment growth will occur consistent with the 2020 development estimates in Chapter 2 of this *EIR*.
2. The City will update the *Housing Element* in accordance with statutory requirements.
3. The development of jobs within Woodland will foster housing development in Woodland.

Thresholds of Significance

According to the State *CEQA Guidelines*, a project will normally have a significant impact on housing if it will affect the existing supply of housing or create a demand for more housing. The *CEQA Guidelines* also assume a project could have adverse impacts on population if it has the potential to substantially alter the location, distribution, density or growth rate of the population of an area.

For the purposes of this *EIR*, the *General Plan* is considered to have a significant impact if adoption or implementation of the plan would create a demand for more housing without providing for accompanying housing development or if it would be inconsistent with the City's adopted *Housing Element*. This *EIR* also considers it a significant impact if the *General Plan* would limit housing development substantially below forecasted growth, as it would thereby require other jurisdictions in the region to accommodate this growth.

IMPLICATIONS OF THE LAND USE DIAGRAM

Housing and Population Growth

The city of Woodland was estimated to have a population of 42,474 and a total of 15,822 housing units in 1994. The Land Use Diagram provides for additional land for residential development through 2020 to accommodate future housing and population growth of 9,450 additional housing units and 25,500 additional population.

Indirect impacts of housing construction may result from increased traffic, the loss of valuable natural resources such as wildlife habitat and the conversion of agricultural land, and the increase in demand for public services and facilities. The secondary and tertiary impacts resulting from the designation of additional land for housing are discussed in the appropriate corresponding sections of this *EIR*.

Jobs-Housing Balance

A *Non-Residential Absorption Analysis Report* was prepared for the *General Plan* by David Taussig and Associates. Total employment is expected to increase by 19,680 over the time frame of the *General Plan*. According to the *Non-Residential Absorption Analysis*, the jobs/housing ratio in Woodland is projected to increase from 0.70 in 1994 to 1.2 in 2020, meaning the number of jobs available in the city will approximate the number of working individuals that live in Woodland.

Consistency with Woodland's Housing Element

The *Housing Element* identifies sites within the existing city limits to accommodate its projected fair share of housing development through 1998. The *General Plan* makes no changes in designated residential areas in the city limits, and designates additional land to accommodate projected residential demand beyond the time frame of the *Housing Element*.

Consistency with the goals and policies of the *Housing Element* are discussed in the following "Impacts" section.

GENERAL PLAN POLICY RESPONSE

The *General Plan*, in conjunction with the adopted *Housing Element*, include policies and programs to offset the adverse housing-related impacts associated with the Land Use Diagram. The increase in land designated for the development of more employment-generating land uses should help stem the flow of workers out of the county, leading to a better balance between jobs and housing.

Relevant housing-related *General Plan* policies and programs include the following:

Citywide Growth and Development

1.A.2 *The City shall designate land for development consistent with the needs of the community and consistent with its efforts to maintain a positive fiscal balance for the City.*

1.A.3 *The City shall promote and support the development of a healthy balance of residential, commercial, and industrial development within the city.*

Residential Development

1.B.1. *The City shall support residential development at a manageable pace to achieve its fair share of regional housing needs and provide for orderly extension of infrastructure and public services.*

1.B.2. *The City shall require residential project design to reflect and consider natural features, noise exposure of residents, visibility of structures, circulation, access, and the relationship of the project to surrounding uses. Residential densities and lot patterns will be determined by these and other factors. As a result, the maximum density specified by General Plan designations or zoning for a given parcel of land may not be realized.*

1.B.3. *The City shall discourage the development of isolated, remote, and/or walled residential projects, which do not contribute to the sense of an integrated community.*

1.B.4. *The City shall seek to preserve the vital qualities of existing, stable residential neighborhoods. The City shall promote the development of new residential neighborhoods with these same qualities.*

1.B.5. *The City shall require new and infill development to reflect existing neighborhood scale and character.*

1.B.6. *The City shall continue to look for infill opportunities, including increased densities, if it will assist in appropriate reuse of properties.*

1.B.7. *The City shall encourage multi-family housing to be located throughout the community, but especially near transportation corridors, Downtown, major commercial areas and neighborhood commercial centers.*

1.B.8. *The City shall encourage multi-family developments that include the following features:*

- a. *Sufficient outdoor privacy for each unit (i.e., patios and/ or decks)*
- b. *Covered off-street parking*
- c. *Parking sited off the primary access street and screened with landscaping*
- d. *Good site and building management and maintenance*
- e. *Building mass broken into smaller units, possibly including some one-story elements*
- f. *Pitched and varied rooflines*
- g. *Functional and accessible interior site open space*
- h. *Recreational areas for children*
- i. *Attractive landscaping, including larger trees*
- j. *Easily identified and sheltered entrances to units*
- k. *Manageable number of units*
- l. *Energy efficient design, including landscaping*

Multi-family development with the following features shall be discouraged:

- m. *Flat roofs and/or small roof overhangs*
- n. *Large blank walls*
- o. *Long blocks of undifferentiated and identical units*
- p. *Large, single buildings*
- q. *Poorly-maintained sites and/or buildings*
- r. *Little or poor open space*
- s. *Monotonous color schemes or large developments without variation in building color*
- t. *Absence of architectural distinctiveness*
- u. *Highly visible, uncovered off-street parking or inadequate off-street parking.*

1.B.9. *The City shall encourage development within the Medium Density Residential area that provides for home ownership opportunities.*

1.4 *The City shall monitor available residential land supply and development proposals to ensure that an adequate supply of land in a range of densities is maintained.*

New Residential Development

1.C.3 *New residential development in Planned Neighborhood (PN) areas shall occur only after adoption of specific plans, based on the following considerations:*

- a. *Maximum of three specific plans to cover the area designated as Planned Neighborhood on the Land Use Diagram.*
- b. *Specific plan areas should be a minimum of 400 acres.*
- c. *Specific plan area should be a logical block of land and should not create peninsulas or islands within PN-designated areas.*

1.C.4. *The City shall prepare and adopt one residential specific plan at a time. If more than one specific plan is proposed at the same time, the City shall choose the area that best achieves the criteria laid out below.*

In commencing the specific plan preparation process, the City shall, at a minimum, consider the following criteria:

- a. Contiguity to the existing city limits*
- b. Logical service extension*
- c. Community benefits*
- d. Lack of development impediments*
- e. Commitment of property owners*
- f. Ability to finance the specific plan preparation process*

1.C.5. *Specific plans for Planned Neighborhood areas shall specify the locations of various residential land uses, parks, schools, child care facilities, neighborhood commercial uses, streets, bikeways, walkways, and other infrastructure. Specific plans shall include a mix of residential densities, according to the directives of the Housing Element . . .*

These policy set out requirements for new residential development in terms of design and ability to meet General Plan standards and finance needed improvements. Policy section 1.D of the *Policy Document* provides for the conservation of existing neighborhoods.

IMPACTS

The *General Plan* provides land in a range of residential densities to accommodate housing and population growth through 2020. The policies of the *General Plan* support the six goals of the *Housing Element*, as described below

1. Promote adequate housing for all persons.

General Plan policies call for the development of new residential neighborhoods through specific plans that allocate land in a mix of range and types, consistent with the directives of the *Housing Element*. In addition, the plan calls for infill development and conservation of existing neighborhoods.

2. Encourage the maintenance of housing.

The *General Plan* includes an entire policy section aimed at conserving and enhancing existing neighborhoods.

3. Assure housing opportunities are open to all people

The *General Plan* does not directly address this issue, as it is adequately addressed in the *Housing Element* and no further policy is needed in other elements of the *General Plan*.

4. Achieve an orderly pattern of residential development

The *General Plan* provides a mechanism, through the use of specific plans for new residential neighborhoods, that supports the orderly pattern of residential development, as does the area designated for residential development on the Land Use Diagram.

5. Enhance the quality of life for all Woodland residents

The *General Plan* includes numerous policies aimed at achieving this goal. *General Plan* policies address maintenance of Woodland's small-town and family qualities, preservation of the qualities of its residential neighborhoods, and encourages a centralized active Downtown. The Plan also promotes balanced residential and employment development, increased park and recreational opportunities, quality child care opportunities and alternative modes of transportation. The plan also promotes enhanced landscaping, particularly along major corridors and gateways, and preservation of surrounding agricultural and other natural resources.

6. Establish development and construction standards which encourage energy conservation

The *General Plan* does not directly address this issue, as it is adequately addressed in the *Housing Element* and no further policy is needed in other elements of the *General Plan*.

The *General Plan* is consistent with the goals and policies of the *Housing Element*, and includes those sites identified in the *Housing Element* to achieve its fair share of regional housing needs through the time frame of the Element. The *General Plan* provides for a jobs-housing balance by 2020. The housing and populated-related impacts of the *General Plan* are, therefore, considered less-than-significant.

Indirect effects associated with housing and population growth include increased traffic with associated air quality impacts and increased demand for public services and facilities. These indirect effects are discussed in subsequent chapters of the *EIR*.

MITIGATION MEASURES

No mitigation measures beyond the policies and programs included in the *General Plan* and the *Housing Element* are necessary.