City of Woodland

Downtown Specific Plan

City of Woodland

Downtown Specific Plan

submitted by

URS

in association with

Mintier & Associates
Stanley R. Hoffman Associates
Fehr & Peers Associates

Adopted

March 18, 2003

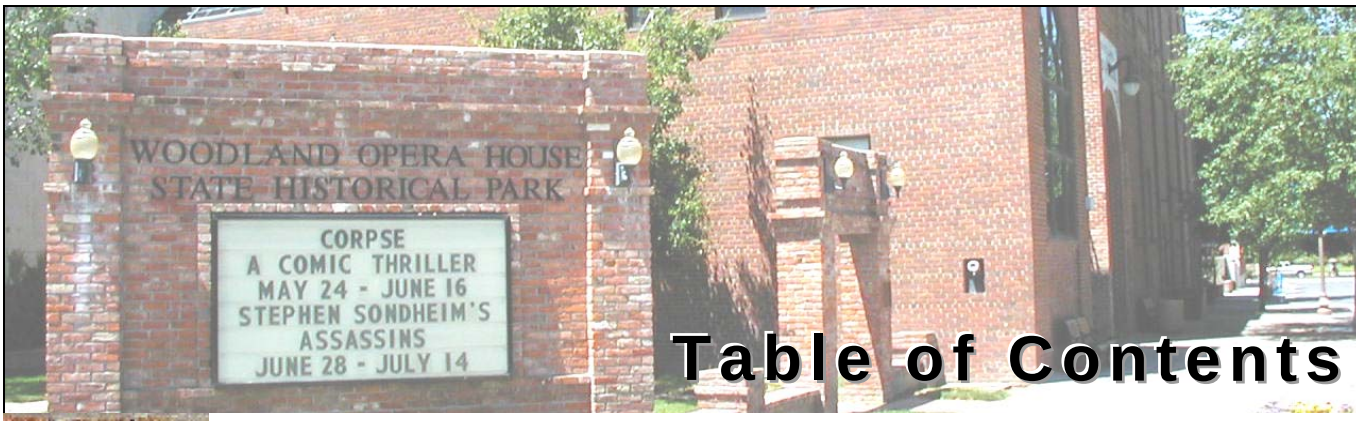


Table of Contents

1. Introduction

1.1 Vision 1-1
1.2 Background 1-3
1.3 Planning Area 1-3
Gateway Revitalization Master Plan Area 1-7
1.4 Specific Plan Purpose 1-7
Intention 1-7
The Specific Plan as a Policy and Regulatory Document ... 1-7
Required Components of a Specific Plan 1-7
1.5 Public Participation 1-8
1.6 Guiding Principles 1-9
Description of "Plan Concepts" 1-9
Economic Viability 1-9
Physical Environment 1-9
Accommodating Pedestrians 1-10
Public Transportation System 1-10
Parking 1-11
Bicycle Accessibility 1-11
Automobile Accessibility ... 1-11
Historic Preservation 1-11
Landmarks 1-11
Community Life 1-11
1.7 Specific Plan Organization. 1-12

2. Planning Context

2.1 History 2-1
2.2 Economic Development 2-3
Overview 2-3
Overall Market Analysis 2-4
Economic Strengths 2-5
Economic Issues 2-5
Market Potentials 2-5
2.3 Housing 2-7
2.4 Circulation 2-8
2.5 Infrastructure 2-9
Water 2-9
Wastewater 2-9
Storm Drainage 2-9
Utilities 2-10
2.6 Environmental Resources .. 2-10
2.7 Policy Framework 2-12
Land Use and Community Design 2-13
Street and Roadway System 2-14
Automobile Parking 2-14
Transit Facilities and Services 2-15
Non-Motorized Transportation 2-16
Infrastructure 2-17
Arts and Culture 2-17
Historic Preservation 2-18
Downtown Economic Development 2-19
Tourism 2-20

3. Land Use and Development

3.1 Existing Land Use 3-1
3.2 Planning Districts..... 3-2

4. Circulation

4.1 Setting..... 4-1
Vehicular Circulation 4-1
Parking.....4-4
Pedestrian Circulation 4-7
Public Transit 4-7

5. Infrastructure

5.1 Existing Capabilities 5-1
Water 5-1
Wastewater 5-3
Storm Drainage 5-5
Police 5-6
Fire Protection 5-6
Public Utilities 5-6
Information Technology 5-7
5.2 Infrastructure Policies 5-7
5.3 Planned Facilities and Needs 5-7
Water 5-7
Wastewater 5-8
Storm Drainage 5-8
Police 5-8
Fire Protection 5-8
Utilities 5-9
Information Technology 5-9

6. Design Guidelines

Guideline Objectives 6-1
Use of These Guidelines 6-1
6.1 Setting 6-2
Regulatory Setting 6-2
Physical Setting 6-2
6.2 Principles of Design 6-5
Style 6-6
Mass 6-6
Materials 6-6
Texture/Pattern 6-7
Color 6-7
Shadow 6-7
Detail 6-7
Scale and Proportion 6-8
6.3 Site Planning 6-9
Objectives 6-9
Setbacks 6-9
Street Orientation 6-10
6.4 Architectural Styles 6-11
Objectives 6-11
Italianate 6-11
Richardsonian Romanesque 6-11
Mission Revival 6-12
Renaissance Revival 6-12
Beaux Arts 6-12
Spanish Colonial Revival 6-12
Modern (Art Deco / Streamlined) 6-12
International 6-12
6.5 Structures and Facades 6-14
Objectives 6-14
Building Height 6-14
Facade Proportion, Rhythm, and Elements 6-14
Proportion of Openings 6-15
Horizontal Rhythms/Alignment of Architectural Elements 6-15
Wall Articulation 6-15
Exterior Materials 6-16
Storefronts 6-17
The Upper Facade 6-20
Roofs 6-21
6.6 Historic Preservation/ Restoration 6-22
Objectives 6-22
Preservation/Restoration Program 6-23
Step 1 6-23
Step 2 6-23
Step 3 6-24
Additions To Historic Structures 6-24
Integrity Of Materials Used In Restorations/Additions 6-24

Demolition 6-25
6.7 Signs 6-26
Objectives 6-26
General Requirements/ Guidelines 6-26
Signage Requirements/ Guidelines 6-28
6.8 Streetscape.....6-33
Objectives 6-33
Pedestrian Walkways 6-33
Street Furniture 6-33
6.9 Landscaping 6-36
Objectives 6-36
General Landscaping Guidelines 6-37
Street Trees.....6-37
Planters 6-39
6.10 Equipment Screening 6-39
Objectives 6-39
6.11 Parking Lots/Garages.....6-40
Objectives 6-40
General Requirements/ Guidelines 6-40
6.12 Design for Safety 6-41
Objectives 6-42
Design Considerations 6-42

7. Gateway Revitalization Master Plan

7.1 Master Plan Concept 7-1
Gateway Office Park 7-1
Blue Shield 7-2
Police Station 7-2
Business Park 7-2
Housing Revitalization.....7-5
Multi-family Housing Development.....7-5
7.2 Circulation.....7-6
7.3 Gateway Element 7-6

8. Policies and Standards

8.1 Plan Administration 8-1
General Provisions.....8-1
Validity.....8-2
Applicability of This Specific Plan.....8-2
References to Zoning Regulations 8-2
Adoption of Amendments ...8-2
Violations and Enforcement of Specific Plan Regulations.....8-2
Specific Plan Findings.....8-2
Administrative Revisions 8-3

Specific Plan Maintenance....8-3
8.2 Specific Plan Policies 8-3
Land Use 8-3
Community Design.....8-4
Circulation 8-5
Historic Preservation 8-7
Economic Development 8-7
Community, Culture, and Entertainment.....8-10
Infrastructure 8-10
Administration 8-10
8.3 Allowed Land Uses..... 8-11
8.4 Development Standards 8-16
8.5 Performance Standards 8-17
Commercial - Auto-Related8-17
Commercial - Retail.....8-17
Commercial - Service 8-17
Commercial - Entertainment8-18
Commercial - Miscellaneous8-18
Industrial.....8-18
Institutional and Government Office 8-19
Residential 8-19
Miscellaneous - General 8-20

9. Actions

9.1 Activities 9-1
Events 9-1
Woodland Marketplace 9-2
9.2 Programs..... 9-2
Façade Improvement Program9-2
Sign Improvement Program .9-3
Streetscape Improvement Program 9-3
Marketing Materials.....9-3
9.3 Recommended Projects 9-3

10. Glossary

11. References

11.1 Documents Consulted..... 11-1
City of Woodland.....11-1
Other Sources 11-1
11.2 Personal Communications. 11-2

Appendices

Appendix A. Downtown Case Studies
Appendix B. Market Study
Appendix C. Fiscal Analysis
Appendix D Traffic Study

Figures

1-1 Regional Location 1-4
1-2 Specific Plan Area 1-5
1-3 Aerial Photo of Downtown Area 1-6
2-1 Cultural Resources 2-11
3-1 Existing Land Use 3-1
3-2 Existing Land Use 3-3
3-3 Downtown Districts 3-5
4-1 Circulation 4-3
4-2 Parking.....4-6
5-1 Existing Water Pipelines.....5-2
5-2 Existing Sewer Pipelines 5-4
6-1 Downtown Street Furniture 6-35
7-1 Master Plan Concept 7-3
9-1 Recommended Projects 9-6

Tables

2-1 Downtown Market Potentials2-6
2-2 Downtown Growth Projections 2-8
2-3 Summary of Population, Employment, and Housing Projections 2-8
4-1 Levels of Service (LOS).....4-2
4-2 Existing Traffic Volumes and Levels of Service (LOS).....4-4
6-1 Sign Types 6-30/31
8-1 Land Use Matrix 8-12/15
8-2 Development Standards 8-16
9-1 Recommended Projects 9-5

City of Woodland

Downtown Specific Plan

submitted by

URS

in association with

Mintier & Associates
Stanley R. Hoffman Associates
Fehr & Peers Associates

Adopted
March 18, 2003

Acknowledgements

The Woodland Downtown Specific Plan was only possible with the support and input provided by the community.

City Council

David Flory, Mayor
Matt Rexroad
Neal Peart, Councilmember
Jeff Monroe, Councilmember
Martie Dote, Councilmember

Planning Commission

Steve A. Barzo, Chairperson
Kevin Bryan
Darlene Crites
Patricia Murray
Dennis O'Bryant, Vice Chairperson
David Sanders
Kevin Spesert

Redevelopment Citizens Advisory Committee

Dan Shapiro, Chairperson
Paula Agostini, Vice Chairperson
Selina Genger
Myriam Gonzalez
Robert Rynbrand
Andrea Zeller

Historical Preservation Commission

Joy Cohan, Chairperson
William Butler
John Hancock
John McMahan
Jack Potter

Public

During the preparation of this specific plan, a number of residents, business owners, and interested persons joined in to provide insight into the opportunities, challenges, and solutions they felt should be included in the plan. This input played a significant role in formulating a plan that met the needs of the community in a way that could be supported and implemented.

The City and its consulting team would like to provide a special thanks to the individuals and groups who participated in the development of this plan.

City Staff

The following staff members made significant contributions to the success of this planning effort.

Richard Kirkwood, City Manager
Phillip Marler, Assistant City Manager

Community Development Department
Tricia Stevens, Director
Michael Graham, CBO
Paul Hanson, AICP
Ron Pinegar, AICP

Redevelopment
Wendy Ross, Manager

Public Works
Gary Wagener, PE, Director
Dick Donnelly, City Engineer
Larry Hatch
Elizabeth Houck
Alan Mitchell (Consulting Engineer)
Bruce Pollard
Jon Tice

Parks, Recreation, and Community Services
Dan Gentry, Director
Henry Agonia, Past Director

Police Department
Carey Sullivan, Chief
Del Hanson, Past Chief (retired)
Charlie Wilts

Finance
Margaret Vicars, Director

Downtown Coordinator
Gary Sandy

Consulting Team

URS (Lead Project Planners)
Celeste Werner, AICP, Principal
Richard Rust, AICP, Project Manager
J Dichoso, AICP
Dan Lare, RLA
Jim Migliore, AICP
Kirk Miller
Gary Sievers
Nick Trifiro

J. Laurence Mintier & Associates (Planning)
Larry Mintier, FAICP
Derek DiManno
Kathleen Rojas

Stanley R. Hoffman Associates (Marketing and Fiscal)
Stan Hoffman, FAICP
Robert Goldman
Debbie Lawrence

Fehr & Peers Associates (Traffic)
Ron Milam, AICP
David Stanek

Table of Contents

1. Introduction

1.1 Vision 1-1
1.2 Background 1-3
1.3 Planning Area 1-3
Gateway Revitalization Master Plan Area 1-7
1.4 Specific Plan Purpose 1-7
Intention 1-7
The Specific Plan as a Policy and Regulatory Document 1-7
Required Components of a Specific Plan 1-7
1.5 Public Participation 1-8
1.6 Guiding Principles 1-9
Description of "Plan Concepts" ... 1-9
Economic Viability 1-9
Physical Environment 1-9
Accommodating Pedestrians 1-10
Public Transportation System 1-10
Parking 1-11
Bicycle Accessibility 1-11
Automobile Accessibility 1-11
Historic Preservation 1-11
Landmarks 1-11
Community Life 1-11
1.7 Specific Plan Organization 1-12

2. Planning Context

2.1 History 2-1
2.2 Economic Development 2-3
Overview 2-3
Overall Market Analysis 2-4
Economic Strengths 2-5
Economic Issues 2-5
Market Potentials 2-5
2.3 Housing 2-7
2.4 Circulation 2-8
2.5 Infrastructure 2-9
Water 2-9
Wastewater 2-9
Storm Drainage 2-9
Utilities 2-10
2.6 Environmental Resources 2-10
2.7 Policy Framework 2-12
Land Use and Community Design 2-13
Street and Roadway System 2-14
Automobile Parking 2-14
Transit Facilities and Services 2-15
Non-Motorized Transportation 2-16
Infrastructure 2-17
Arts and Culture 2-17
Historic Preservation 2-18
Downtown Economic Development 2-19
Tourism 2-20

3. Land Use and Development

3.1 Existing Land Use 3-1
3.2 Planning Districts 3-2

4. Circulation

4.1 Setting 4-1
Vehicular Circulation 4-1
Parking 4-4
Pedestrian Circulation 4-7
Public Transit 4-7

5. Infrastructure

5.1 Existing Capabilities.....5-1
Water.....5-1
Wastewater.....5-3
Storm Drainage.....5-5
Police.....5-6
Fire Protection.....5-6
Public Utilities.....5-6
Information Technology.....5-7
5.2 Infrastructure Policies.....5-7
5.3 Planned Facilities and Needs.....5-7
Water.....5-7
Wastewater.....5-8
Storm Drainage.....5-8
Police.....5-8
Fire Protection.....5-8
Utilities.....5-9
Information Technology.....5-9

6. Design Guidelines

Guideline Objectives.....6-1
Use of These Guidelines.....6-1
6.1 Setting.....6-2
Regulatory Setting.....6-2
Physical Setting.....6-2
6.2 Principles of Design.....6-5
Style.....6-6
Mass.....6-6
Materials.....6-6
Texture/Pattern.....6-7
Color.....6-7
Shadow.....6-7
Detail.....6-7
Scale and Proportion.....6-8
6.3 Site Planning.....6-9
Objectives.....6-9
Setbacks.....6-9
Street Orientation.....6-10
6.4 Architectural Styles.....6-11
Objectives.....6-11
Italianate.....6-11
Richardsonian Romanesque.....6-11
Mission Revival.....6-12
Renaissance Revival.....6-12
Beaux Arts.....6-12
Spanish Colonial Revival.....6-12
Modern (Art Deco / Streamlined).....6-12
International.....6-12
6.5 Structures and Facades.....6-14
Objectives.....6-14
Building Height.....6-14
Facade Proportion, Rhythm, and Elements.....6-14
Proportion of Openings.....6-15
Horizontal Rhythms/Alignment of Architectural Elements.....6-15
Wall Articulation.....6-15
Exterior Materials.....6-16
Storefronts.....6-17
The Upper Facade.....6-20
Roofs.....6-21
6.6 Historic Preservation/ Restoration.....6-22
Objectives.....6-22
Preservation/Restoration Program.....6-23
Step 1.....6-23
Step 2.....6-23
Step 3.....6-24
Additions To Historic Structures.....6-24
Integrity Of Materials Used In Restorations/Additions.....6-24
Demolition.....6-25
6.7 Signs.....6-26
Objectives.....6-26
General Requirements/ Guidelines.....6-26
Signage Requirements/ Guidelines.....6-28
6.8 Streetscape.....6-33
Objectives.....6-33
Pedestrian Walkways.....6-33
Street Furniture.....6-33
6.9 Landscaping.....6-36
Objectives.....6-36
General Landscaping Guidelines.....6-37
Street Trees.....6-37
Planters.....6-39
6.10 Equipment Screening.....6-39
Objectives.....6-39

6.11 Parking Lots/Garages 6-40
Objectives.....6-40
General Requirements/ Guidelines.....6-40
6.12 Design for Safety.....6-41
Objectives.....6-42
Design Considerations.....6-42

7. Gateway Revitalization Master Plan

7.1 Master Plan Concept.....7-1
Gateway Office Park 7-1
Blue Shield.....7-2
Police Station 7-2
Business Park 7-2
Housing Revitalization.....7-5
Multi-family Housing Development.....7-5
7.2 Circulation 7-6
7.3 Gateway Element 7-6

8. Policies and Standards

8.1 Plan Administration 8-1
General Provisions.....8-1
Validity.....8-2
Applicability of This Specific Plan 8-2
References to Zoning Regulations 8-2
Adoption of Amendments 8-2
Violations and Enforcement of Specific Plan Regulations.....8-2
Specific Plan Findings.....8-2
Administrative Revisions.....8-3
Specific Plan Maintenance.....8-3
8.2 Specific Plan Policies 8-3
Land Use.....8-3
Community Design 8-4
Circulation 8-5
Historic Preservation 8-7
Economic Development.....8-7
Community, Culture, and Entertainment.....8-10
Infrastructure.....8-10
Administration.....8-10
8.3 Allowed Land Uses.....8-11
8.4 Development Standards 8-16
8.5 Performance Standards 8-17
Commercial – Auto-Related 8-17
Commercial – Retail.....8-17
Commercial – Service 8-17
Commercial – Entertainment.....8-18
Commercial – Miscellaneous.....8-18
Industrial.....8-18
Institutional and Government Office 8-19
Residential 8-19
Miscellaneous – General 8-20

9. Actions

9.1 Activities 9-1
Events 9-1
Woodland Marketplace.....9-2
9.2 Programs.....9-2
Façade Improvement Program.....9-2
Sign Improvement Program 9-3
Streetscape Improvement Program 9-3
Marketing Materials.....9-3
9.3 Recommended Projects 9-3

10. Glossary

11. References

11.1 Documents Consulted 11-1
City of Woodland.....11-1
Other Sources.....11-1
11.2 Personal Communications.....11-2

Appendices

Appendix A. Downtown Case Studies
Appendix B. Market Study
Appendix C. Fiscal Analysis
Appendix D Traffic Study

Figures

1-1 Regional Location.....1-4
1-2 Specific Plan Area.....1-5
1-3 Aerial Photo of Downtown Area.....1-6
2-1 Cultural Resources.....2-11
3-1 Existing Land Use 3-1
3-2 Existing Land Use 3-3
3-3 Downtown Districts.....3-5
4-1 Circulation 4-3
4-2 Parking.....4-6
5-1 Existing Water Pipelines.....5-2
5-2 Existing Sewer Pipelines.....5-4
6-1 Downtown Street Furniture 6-35
7-1 Master Plan Concept 7-3
9-1 Recommended Projects.....9-6

Tables

2-1 Downtown Market Potentials 2-6
2-2 Downtown Growth Projections.....2-8
2-3 Summary of Population, Employment, and Housing Projections.....2-8
4-1 Levels of Service (LOS).....4-2
4-2 Existing Traffic Volumes and Levels of Service (LOS).....4-4
6-1 Sign Types.....6-30/31
8-1 Land Use Matrix.....8-12/15
8-2 Development Standards.....8-16
9-1 Recommended Projects 9-5

1 Introduction

In order to develop and maintain a vibrant and inviting Downtown, the City of Woodland looked to develop a Downtown Specific Plan that met the following goals:

- Develop a plan that is based on community input,
- Develop a plan that has a clear vision for where the Downtown should be in the future, and
- Develop a plan that is action-oriented to ensure the desired results.

With these goals in mind, the Downtown Specific Plan was created.

Guiding the development of the Specific Plan is a series of vision statements and guiding principles. The following section gives an overview of the future envisioned for the Downtown, with more specific vision statements for the different areas/districts that make up the Downtown provided in Chapter 3, "Land Use and Development." The guiding principles used to reach the envisioned future are discussed later in this chapter in Section 1.6, "Guiding Principles."

1.1 Vision

To better describe the vision for Downtown Woodland, the remainder of this section is written as a description of the Downtown area as seen 20 years from today. The developments and ideas described in this section illustrate a potential future that can be realized by implementing this Specific Plan.

The vision guiding this Specific Plan is that of a vibrant Downtown area where visitors, shoppers, and business people stroll on attractive sidewalks shaded by trees, canopies, and tasteful awnings that reflect the historic nature of the area. Along the sidewalks are benches that encourage people to stop to talk or rest along the way.

Shopping, dining, and entertainment opportunities abound in Downtown. Scattered along the entire length of Main Street are a number of restaurants open throughout the day. These restaurants serve those looking for a quick lunch, a full dinner, or late-night fare to satisfy patrons enjoying the entertainment venues offered by the Downtown. Along the sidewalks, colorful umbrellas signal the presence of outdoor cafes.

At the center of Woodland's Nationally Registered Historic Downtown, the Opera House continues to be a focal point for theater in the region. Adding to the attraction of this area is an expanded Heritage Plaza with new seating areas, a shade structure to protect patrons from the

afternoon sun, a platform for outdoor entertainment, and a new water feature. To the east of this area is two blocks of new development replacing the auto dealership that moved to the City's new auto mall. This develop includes a range of small retail uses and a cinema complex offering first-run movies. The cinema complex faces onto a plaza bordered by a new food court. A new public parking structure built in this area serves the entertainment uses at night and the nearby employment centers during the day.

Throughout the Downtown, rehabilitation of historic buildings continues, and new plaques on their facades identify their heritage to interested passersby. For buildings with upper floors, rehabilitation programs have allowed for some to return to full use with offices and housing units using the upper floors and specialty retail and restaurants occupying the ground floor. Other buildings are looking to renovate. A few of the larger Victorian homes in the area have found new uses as office conversions or as bed and breakfast lodgings.

> Vision without action is merely a dream. Action without vision passes the time. Vision with action can change the world.
>
> – Joel Arthur Barker

At both ends of the Downtown, new gateway features signal entry into a unique part of Woodland. The primary gateways at both ends of Main Street consist of structures arching over the street with enhanced paving across the street. The entries are also denoted by rows of tall columnar trees. Secondary gateways at Court Street, Lincoln Avenue, Oak Street, and Cross Street include enhanced paving and entry signage.

The two ends of Downtown on Main Street have seen some of the largest changes in land use. On the west end, the expected relocation of the automobile dealers out of the Downtown left a large area of available space. This has been filled with new mixed-use developments that combine ground floor retail uses with upper floor residential units. These mixed-use developments provide sales tax revenues to the community and provide patrons for the Downtown as well.

The east end of the Downtown has a range of new uses. The north side of Main Street provides a continuation of the old Rice Mill (located north of Court Street) design, carrying the agricultural heritage reflected in this design directly onto Main Street. The north side of Main Street features an expansion of Freeman Park that provided a more prominent civic feature in the area. The south side of Main Street includes several mixed-use buildings with some ground floor retail and restaurant uses.

South of Main Street between Fifth and East Streets has had substantial change. A new Police Station, business park, and new and rehabilitated housing on the south end provided a needed boost to the area.

The changes in the Downtown have created a vibrant and interesting centerpiece to the City. The Downtown remains a reflection of the heritage of the community while reflecting the community's future. It is an area that draws people together to celebrate the quality of life that brought them to Woodland.

1.2 BACKGROUND

This document is an update of the Woodland Downtown Specific Plan that was adopted by the City Council in August 1993. The update follows the guidance provided by the Woodland General Plan (adopted in 1996), and is consistent with the direction and policy provided by the General Plan. This plan was also developed concurrently with the City's General Plan Update, which is expected to be adopted at the end of 2002. In addition, it complements the goals of the adjacent East Street Specific Plan.

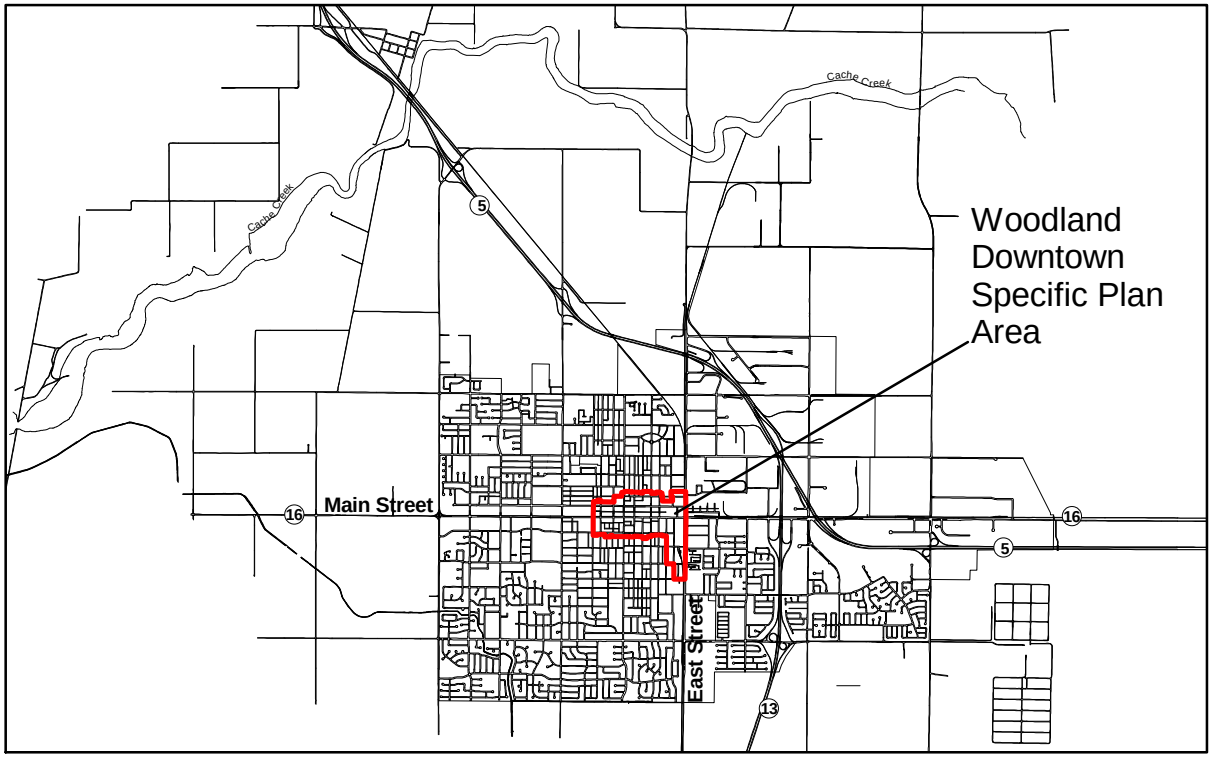
This update was undertaken by the City to address:

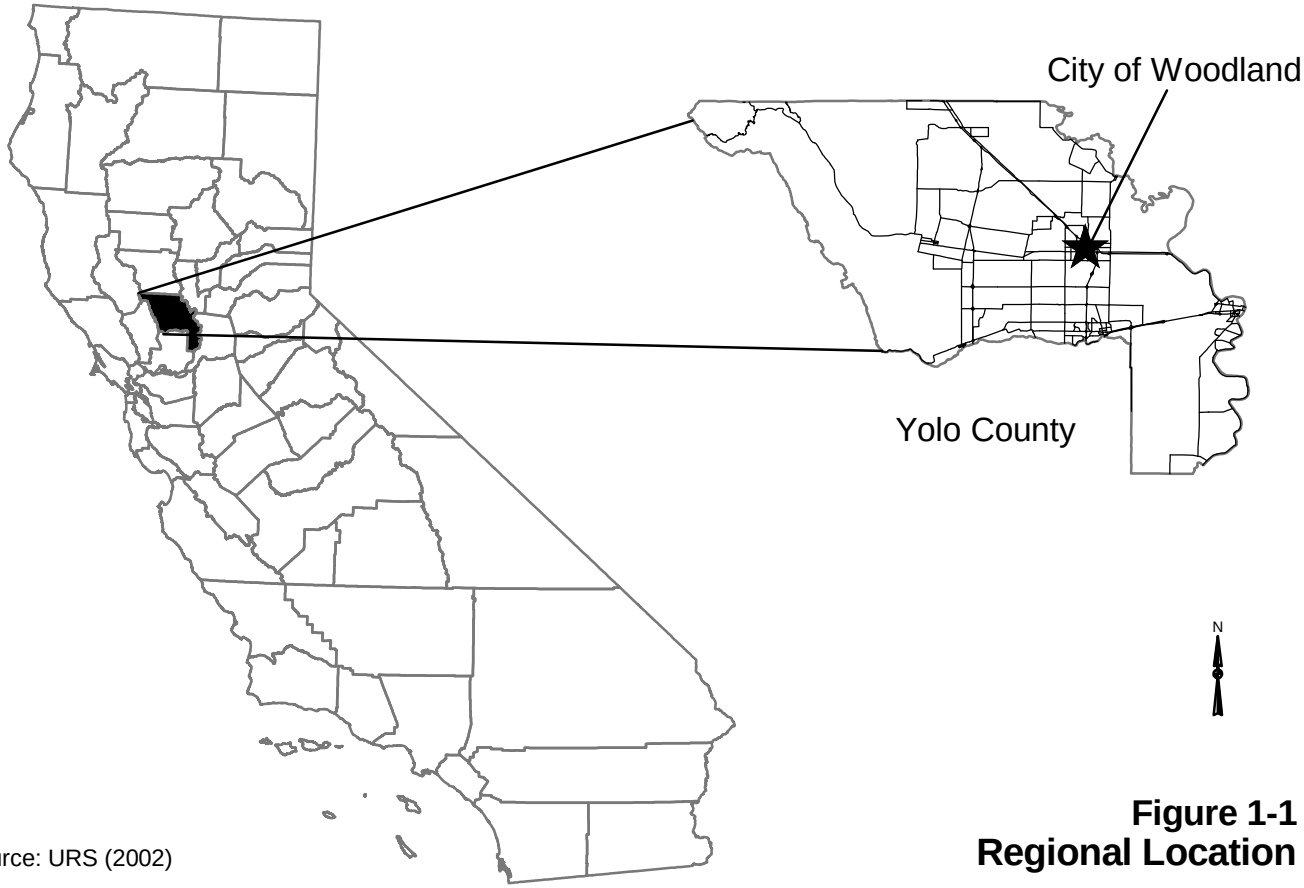
- the removal or update of concepts that are now considered outdated (e.g., the proposed two-way couplet on Lincoln Avenue and Court Street)
- the addition of information needed to meet current State requirements for a specific plan (e.g., the addition of an infrastructure component to the plan)
- provide information on current and future traffic flows in the Downtown and improvements needed to maintain adequate levels of service in the Downtown
- the revision of land use requirements and design guidelines to streamline the development process (e.g., reducing conditional use permits, providing a Downtown-oriented sign regulation)
- the review and reformulation of specific plan policies to reach the future vision seen for the Downtown
- taking advantage of current market trends and available land/space in the Downtown area
- taking full advantage of the employment core in the Downtown area
- providing a set of actions and projects to guide the development of the Downtown area

1.3 PLANNING AREA

The City of Woodland, where the Specific Plan area is located, is the county seat of Yolo County, and is situated in the northern end of California's Central Valley. Woodland is located 20 miles northwest of Sacramento at the intersection of Interstate 5 and State Route 113. To the south is the city of Davis, home to a University of California campus, and 8 miles to the southeast is the Sacramento International Airport. Area waterways include the Yolo Bypass and Sacramento River to the east, Willow Slough to the southeast, and Cache Creek to the north. Figure 1-1 illustrates the regional setting of the City of Woodland and the Downtown Specific Plan's planning area.

The Downtown Specific Plan Area (Downtown area) is the central core of the City of Woodland (see Figures 1-2 and 1-3). As shown on Figures 1-2 and 1-3, the Downtown area is bounded approximately by Cleveland Street on the west, North Street on the north, East Street on the east, and Lincoln Avenue on the south. The Gateway Revitalization Master Plan area extends south of Lincoln Avenue down to Pendegast Street. The Specific Plan covers approximately 139 acres, including the 27-acre Gateway Revitalization Master Plan area. The entire Specific Plan area is contained within the City's Redevelopment Area.





Source: URS (2002)

Figure 1-1
Regional Location

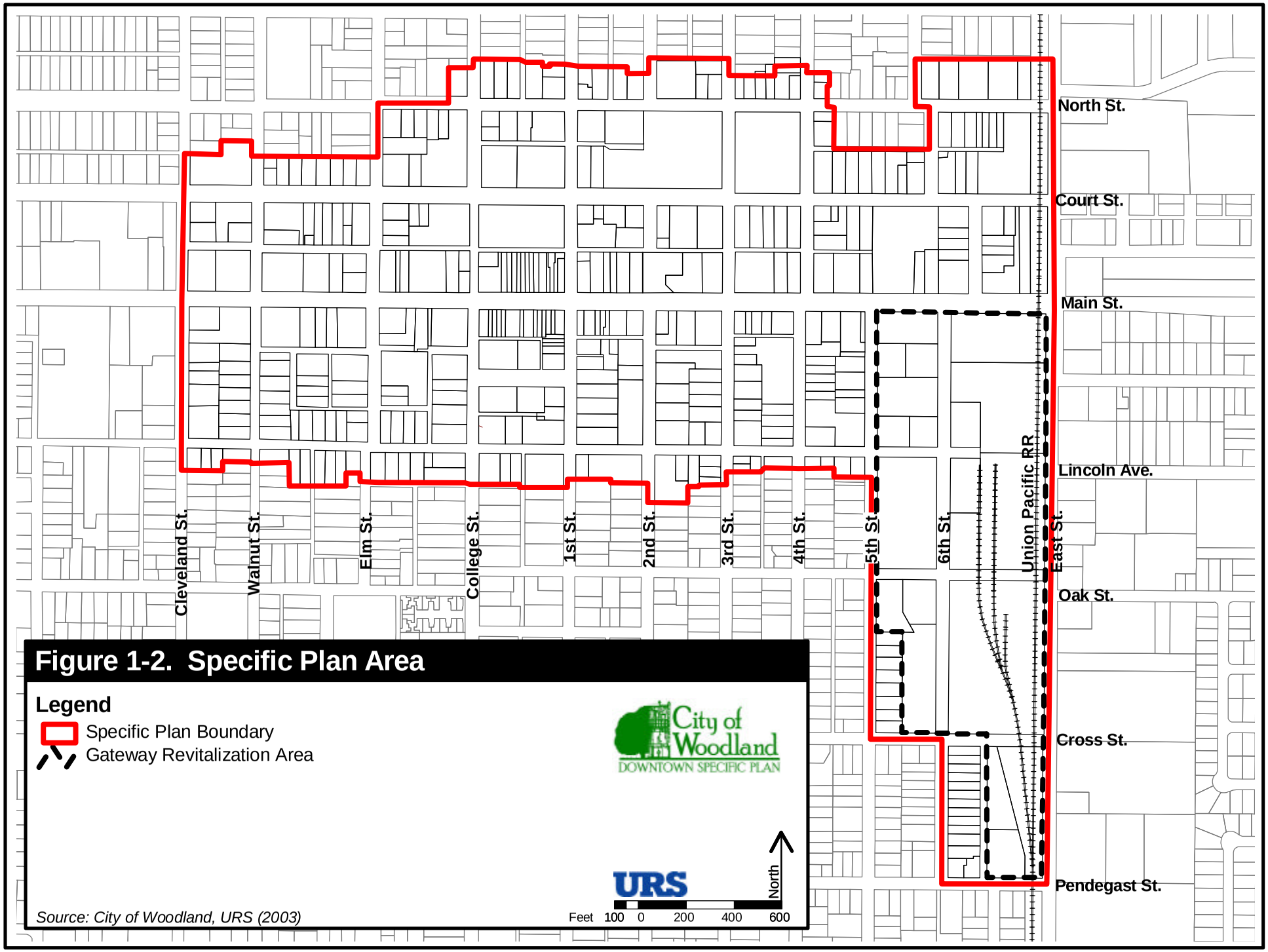


Figure 1-2. Specific Plan Area

Figure 1-3. Aerial Photo of Downtown Area

Source: City of Woodland (2000)

Gateway Revitalization Master Plan Area

At the start of the Specific Plan update, the City identified a 27-acre area in the southeast corner of the Downtown area that needed additional attention. This area, shown on Figure 1-2, is referred to as the Gateway Revitalization Master Plan area.

The need for additional planning attention in this area is based on:

- the high proportion of vacant land and a number of underutilized or vacant industrial buildings, and
- the planned development of a new Police Station in this area.

As the Specific Plan update was developed, it became evident that a more substantial update was needed to address the needs of the Downtown area. It also became apparent that the level of detail being developed for the Downtown Specific Plan was similar to the planning guidance envisioned for the Gateway Revitalization Master Plan. Therefore, the planning for the Master Plan area was incorporated into this Specific Plan.

1.4 SPECIFIC PLAN PURPOSE

Intention

The intention of this Specific Plan for Woodland's Nationally Registered Historic Downtown is to revitalize the "heart" of the City, thereby re-establishing it as the specialty retail, business, entertainment, and cultural center of the community and to enhance its role as the governmental center for both the City and Yolo County.

The Specific Plan as a Policy and Regulatory Document

The Woodland Downtown Specific Plan is a policy *and* regulatory document with its authority derived from the City of Woodland General Plan. As a policy document, the Specific Plan is designed to build on the policies in the General Plan. Thus, any project approved within the Specific Plan area must not only be consistent with the Specific Plan, but also with the General Plan.

As a regulatory document, the text, illustrations, and maps contained in this Specific Plan augment the zoning for the planning area, including specifications for allowable land uses, intensities, character, and design. The regulations contained in this Specific Plan supersede other regulations where there is a conflict. Where a topic is not addressed in the Specific Plan, other applicable City regulations apply.

Required Components of a Specific Plan

As stated in State planning law, a specific plan must include the following:

- The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.
- The proposed distribution, location, extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.

- Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
- A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to implement the objectives set forth by the purpose of the specific plan.

This Specific Plan addresses all the components required by State law.

1.5 Public Participation

In the development of any plan, especially a downtown plan, public participation is an essential component in ensuring that the plan meets the needs of the community and those that will be asked to help implement the plan.

In this project, a number of techniques were used to gain public input.

- **Open House**. At the very start of the project (August 2001), a storefront was borrowed to set up shop for the planning team. With the help of the City and their Downtown Coordinator, the open house was announced to business and property owners in the Downtown area. Over a three-day period (August 1-3), interested persons stopped by to discuss the future of the Downtown.

- **Public Workshops**. Over the course of preparing this Specific Plan, the following workshops were conducted. These workshops, charettes, and briefings were used to gain insight into issues and opportunities, development potential and constraints, design issues, the location of community facilities, and development of the Gateway Revitalization Master Plan area.

Project Scoping Meeting
August 30, 2001

Downtown Charette
September 19, 2001

City Council Update
September 25, 2001

Community Visioning #1
October 29, 2001

Community Visioning (PC/RDA) #2
November 28, 2001

City Council Interviews
January 10, 2002

Community Visioning (PC/RDA) #3
January 23, 2002

Community Visioning #4
January 24, 2002

City Council Study Session
January 29, 2002

Downtowners Briefing
January 31, 2002

Downtowners Briefing
March 6, 2002

City Council / Planning Commission Study Session
April 30, 2002

Planning Commission Presentation
July 3, 2002

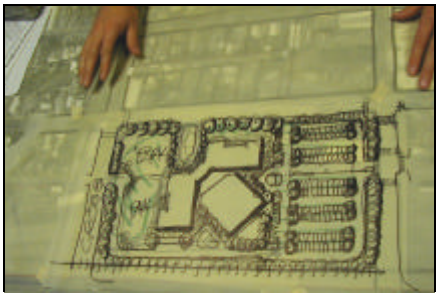
City Council Presentation
July 16, 2002

Downtowners Briefing
August 22, 2002

Redevelopment Citizens Advisory Committee
August 28, 2002

- **Staff Input**. During preparation of the Specific Plan, the project team also met with City staff on several occasions to discuss issues, opportunities, and potential development alternatives. Major working meetings with staff include the following.

Staff Design Charrette
December 10, 2001



Department Head Interviews
January 10 – 11, 2002

1.6 GUIDING PRINCIPLES

Description of "Plan Concepts"

The following "Plan Concepts" serve as the Specific Plan's guiding principles and will further implementation of the goals and policies contained in the City of Woodland General Plan.

Economic Viability

The main purpose of this plan is to update the existing Specific Plan and to create an economically viable Downtown. To this end, the Specific Plan proposes to intensify office and residential uses in the Downtown area, which will in turn support a range of new eating establishments and some retail establishments such as book stores and service commercial use (such as a photocopy center). The concentration of entertainment opportunities in the Downtown area will also support these additional retail and eating establishments.

The development of these establishments will also be encouraged by the physical improvements in the Downtown such as enhanced streetscapes, improved and expanded parking lots and a new parking structure, pedestrian paths linking these parking lots to the Downtown core along Main Street, and other improvements.

Physical Environment

The physical aspects of the Downtown influence how the area is perceived and used. At the present time, the Downtown is perceived as a long, narrow thoroughfare designed primarily to address the movement of cars through the area. The area is also seen as lacking effective

streetscaping and not having a consistent visual appearance.

The treatment of the edges of a downtown area are important in terms of perception of its overall physical environment and land use compatibility. For Woodland's Historic Downtown, the Union Pacific Railroad along the East Street corridor forms the eastern edge of the Downtown. The heavily used East Street, with the adjacent railroad corridor, forms a definite boundary ("hard edge") to the Downtown.

The west edge of the Downtown has a less defined boundary since the adjoining land uses along Main and Cleveland Streets are more compatible with the anticipated Downtown development. The most sensitive transition is between the Downtown development and single-family residential neighborhoods to the north and south. The existing office uses along these boundaries serve as an appropriate buffer to the adjacent residential areas.

While much of Historic Downtown Woodland's economic growth will take place by utilizing existing structures, additional structures will need to be constructed in order to accommodate future growth. There are many opportunity sites for this in-fill development.

The intention is to:

- create specialty retail, office, and entertainment uses in the Downtown,
- to preserve and enhance the governmental center along Court Street,
- to support the "smart growth" of the City by providing for a sustainable and vibrant Downtown,
- to continue to provide buffer zones that would protect the existing single family neighborhoods,
- to provide housing opportunities in the Downtown that will bring people to Main Street on a 24-hour basis, and
- to provide development within the Gateway Revitalization Master Plan area that would complement the Downtown core.

Accommodating Pedestrians

The Downtown shall include improvements designed to increase pedestrian use. This will be accomplished by improving streetscaping to beautify the sidewalk areas and to provide shade and conveniences such as kiosks and benches. Deciduous street trees will cool the sidewalks in the heat of the summer while allowing the sun to warm them in the cool of the winter. More awnings and canopies will also contribute to making the north side of Main Street more eye engaging and cooler in the warmer months. Pedestrian pathways that would link existing and proposed parking lots to Main Street are also encouraged.

Public Transportation System

As the Downtown grows in use, a small-scale public transit system designed to move people within the Downtown should be sought. Providing a convenient and efficient public transportation system will reduce the reliance upon automobiles in the Downtown, thereby reducing the demand for parking, improve air quality, and make the Downtown more pedestrian friendly. It will also increase the use of the commercial core by workers in the government buildings along Court Street.

Parking

Parking is an essential element in the economic viability of the Downtown. It is important that there be sufficient and convenient parking facilities within the Downtown to accommodate the need. Parking facilities should be located throughout the Downtown, with some lots located adjacent to uses which generate high traffic volumes (such as office buildings, entertainment establishments, and restaurants). Parking lots that face Main Street should be avoided so as to minimize the traffic on Main Street. When determined by the City to be feasible, a parking structure will be built to meet parking demand.

Bicycle Accessibility

Creating obvious and convenient bicycle parking and routes in the Downtown will encourage increased bicycle use to and within the Downtown. The routes to be used will need careful planning to ensure safety. The presence of bicycles will reduce the use autos and therefore the overall impact of motor vehicles within the Downtown area.

Automobile Accessibility

The Downtown must be accessible by vehicles in order for it to be successful. At the same time, it must be pedestrian friendly. High volumes of traffic can deter motorists from shopping in a downtown, leading to an eventual decline in retail activity. At the same time traffic speeds must be kept at an acceptable level to avoid creating an environment that is uninviting to pedestrians.

Historic Preservation

The core of Woodland's Downtown is a Nationally Registered Historic District, and its many historic buildings create much of Downtown Woodland's special visual character. As such, they are the Downtown's most important assets.

Since several have been demolished over the years, it is imperative that those that remain are protected, and structurally and aesthetically upgraded whenever possible to ensure their continued benefit to the Downtown and the City.

In addition to preserving existing resources, it is also important that new construction be done with sensitivity to the historic setting in the Downtown area. The design guidelines in this Specific Plan provide guidance on ways to construct new facilities that blend in with the Downtown's historic heritage.

Landmarks

Landmarks are important ingredients in a community in that they provide orientation and meeting places. They are often historic and provide physical ties to Woodland's past. Woodland's Downtown has an abundance of landmarks such as the Historic Opera House and the adjacent Heritage Plaza, the Henry Wyckoff building (Woodland's first commercial building), the China Town site, the City Hall, Carnegie Library and the County Court building.

Community Life

The Historic Downtown has served as the heart of the City since Woodland was founded in 1871. It was the center of economic, cultural, and community life

until the spread of commercial uses to other areas of the community drew people away from the Downtown area.

An important issue to address in the Specific Plan is how to bring the focus of the community back into the Downtown. While it is not likely to replace neighborhood commercial, regional centers, or the regional mall in today's commercial mix, it can capture its place as the soul of the community.

As a social location, while the Opera House and the movie theater do serve some of the cultural and entertainment needs of the community, they are not enough to create the critical mass of activities that will serve to energize the Downtown with community activity. The Downtown needs more restaurants, theaters, and nightspots to bring life back into the Downtown.

1.7 Specific Plan Organization

This Specific Plan is comprised of eleven chapters and four technical appendices. The following is a brief overview of the information found in each chapter and appendix.

- **Chapter 1 – Introduction**. This chapter provides an introduction to the Downtown's future, a description of the planning area and overall planning process, the purpose of the Specific Plan, the public participation process, and a look at the guiding principles that were used in developing this plan.
- **Chapter 2 – Planning Context**. This chapter provides an overview of existing conditions in the Downtown.
- **Chapter 3 – Land Use and Development**. This chapter provides an overview of the existing land uses in the Downtown, and then provides a detailed look at the issues, opportunities, and vision for the districts (sub-areas) that make up the Downtown.
- **Chapter 4 – Circulation**. Included in this chapter is a discussion of existing circulation conditions (automobiles, pedestrians, and public transit) in the Downtown.
- **Chapter 5 – Infrastructure**. This chapter covers the existing infrastructure capabilities in the Downtown area and looks at their ability to serve the future needs of the area.
- **Chapter 6 –Design Guidelines**. For both new development and renovations, applicants will need to look to the Design Guidelines section to help determine the requirements for project design. This chapter also includes a new sign section to guide signage in the Downtown.
- **Chapter 7 – Gateway Revitalization Area**. Building on information in the other chapters of this Specific Plan, this chapter provides a more detailed look at the development envisioned for this key area.
- **Chapter 8 – Policies and Standards**. Key to the success of any plan are the tools that make it a reality. Chapters 8 and 9 provide a full set of policies, standards, actions, and projects designed to achieve the Downtown's vision. This chapter covers the policies and standards that will be used to evaluate and guide development in the Downtown.
- **Chapter 9 – Actions**. While the policies and standards will help guide the City's reviews of projects, this

chapter provides the proactive side of the City's approach to the Downtown. This chapter contains the activities, programs, promotions, and projects that should be actively pursued by the City and the businesses and community members looking to invest in the Downtown's success.

- **Chapter 10 – Glossary**. This chapter provides definitions for words that are not used in everyday conversation.
- **Chapter 11 – References**. This chapter identifies references consulted in the preparation of the Specific Plan.
- **Appendix A – Downtown Case Studies**. In planning for your future, it is often useful to learn from what others have tried before. This appendix provides case studies prepared for specific land uses (such as business incubators) and case studies on the downtowns of similar communities.
- **Appendix B – Market Study**. As part of the Specific Plan process, a market study was prepared to look at where Woodland is today and what the prospects look like in the future based on economic trends and indicators.
- **Appendix C – Fiscal Study**. After the draft Specific Plan was prepared, a study was prepared to evaluate the fiscal impacts of the changes proposed. The complete study is presented in this appendix.
- **Appendix D – Traffic Study**. As part of the Specific Plan update, a traffic study was prepared that looked at the implications on the circulation systems in Downtown if the proposed level of development occurs.

Please see the next page.

2 Planning Context

In order to prepare an effective plan for the Downtown area, it is vital to understand the planning context of the area. The following sections provide an overview of the Downtown organized under the following headings:

- History
- Economic development
- Housing
- Circulation
- Infrastructure
- Environmental resources
- Policy framework

Information on existing land use within the Downtown area is provided in Chapter 3, "Land Use and Development."

2.1 History

The City of Woodland has a strong historic heritage, which is reflected in an impressive stock of historic buildings in its Downtown area and surrounding neighborhoods. Woodland area agricultural is largely responsible for the community's distinct identity and still plays and important economic role in Woodland.

Settlement in the Woodland area began in 1849 when the Morris family settled on the south side of Cache Creek just north of present day Woodland. Woodland began as a community in 1853 when Henry Wyckoff built a small wooden store near what is now the southeast corner of First Street and Dead Cat Alley. Wycoff built a second store located at the corner of Sixth and Court Streets. Wyckoff named his general store "Yolo City." It became a stopping point for travelers riding through the small village on the trail heading north along the west side of the valley or on the trail heading east to Sacramento. Yolo City also served pioneer farmers who began settling in Yolo County.

Freeman House

Franklin S. Freeman, the founder of the City of Woodland, first settled in Yolo County, north of Cache Creek, in 1850. In 1857, Freeman purchased the two stores owned by Henry Wyckoff. He built a simple wooden house just north of the store (still standing) and also acquired 160 acres of land which he envisioned becoming a prosperous town. Freeman established the post office in 1861, located at 539 Main Street, filed the town plat in 1863, and was instrumental in getting the county seat moved to Woodland. His wife Gertrude renamed the town "Woodland," recognizing the majestic Valley Oak trees. In 1862

Woodland became the County seat of government for Yolo County (Walters, 1995).

The completion of the railroad in 1869 brought the world closer to Woodland and the town began to prosper as a trading center for a rich agricultural region. Farmers and ranchers derived much wealth from the land and Woodland's commercial sector prospered.

Skilled carpenters and brick masons settled in Woodland and built many of the early Victorian commercial buildings, churches, and public schools. By the 1880s several self-trained architects and builders had established planing mills in Woodland and began designing and constructing outstanding examples of Victorian residential and commercial buildings. This appreciation for local architecture and craftsmanship became a tradition in Woodland. Early landmark buildings included Hesperian College, the Byrns Hotel, the Opera House, the first Courthouse and Hall of Records, the YMCA Building, the first City Hall, the Jackson Apartment Building, the Farmers and Merchants Bank, and the Julian Hotel. Although all but two of these early landmarks are gone, their picturesque designs inspired many others that followed.

Opera House

Between 1890 and 1905, several new banks were established in Woodland by wealthy local investors. During the first two decades of the twentieth century, several top architects from the Bay Area were commissioned to design new banks, schools, and public facilities.

The new century ushered in a new year of optimism for Woodland. The town's business community organized a chamber of commerce in 1900 to promote the town's advantages. The community also invested in community projects, including the City's library, City Park, and cemetery.

In 1910, Woodland was the largest city in Yolo County, with a population of 3,187. For the next forty years, Woodland remained a remarkably stable community, growing slowly but steadily in population, businesses, and industries. Its industrial plants were principally agricultural, and three rice mills, a sugar beet refinery, and a tomato cannery were built during this period.

In the late 1950s, the City Council created a Redevelopment Agency to oversee development of historic downtown Woodland. Although the Redevelopment Plan was never adopted, the agency continued to exist in name. In the 1960s, several prominent buildings were demolished, including the Romanesque Farmers and Merchants Bank and the Julian Hotel. Fortunately, other significant buildings, like the Woodland Opera House, were spared from demolition.

By the mid-1970s, the historical preservation movement had taken hold in Woodland. The Federal government's strategy for urban revitalization had now shifted from demolishing the old to providing financial incentives for preserving and renovating historic buildings. Thus, the Yolo County Historical Society succeeded in purchasing the Opera House and planning for its eventual restoration.

During the 1980s, Downtown Woodland began to show signs of life as several local property owners renovated key historical buildings under the Federal Historical Preservation Tax Credit Program. The restoration of the Opera House was completed with Federal and State grants, and the Yolo County Courthouse facade was completely refurbished with State and local funds. A new innovatively designed County Administration Building was constructed downtown as was a new Daily Democrat newspaper building and a recreation of the Northern Electric Railway Depot. The community showed its appreciation for historical preservation and civic improvements by approving a bond measure which financed a major renovation and expansion of the Woodland Public Library.

Public appreciation and support for the renewal of Downtown Woodland was gaining in popularity as the 1980s came to a close. The Woodland Downtown Improvement Association, Inc., became actively involved in mobilizing political support for a second try at a redevelopment plan and for developing a community-shaped "Downtown Specific Plan." The Woodland Redevelopment Agency adopted a redevelopment plan in 1989.

The Redevelopment Agency has been active in several key projects in the Downtown. They assisted in the renovation of the Hotel Woodland, a centerpiece in the Downtown. The Redevelopment Agency is also working to revitalize the Porter Building and Capitol Hotel.

2.2 ECONOMIC DEVELOPMENT

Overview

The Downtown area is the historic center of the City and the government center for the City and Yolo County. Key to the success of the Downtown area is the ability of the community to enhance the economic viability of the Downtown. Some of this enhancement will come from the growth in population expected in the City. Other enhancements need to come from public/private development opportunities, better use of existing facilities (especially upper floor space), making better use of the historic nature of the Downtown, and better integration of the County's offices and staff into the Downtown area.

As the Downtown is the core of the Redevelopment Project Area, the City will continue to focus significant redevelopment efforts in the Downtown. The economics of redevelopment require significant financial commitments from both the public and private sectors. The provision of convenient parking for both employees and customers remains a high priority for City redevelopment efforts. The addition of new offices and residential uses in the second and third floors of existing structures will make good use of one of Downtown's significant, untapped resources. The upgrading of existing buildings, as well as the construction of new buildings, coupled with the continuing beautification efforts will strengthen the ability of Downtown to attract new specialty retailing, restaurants and entertainment uses.

Redevelopment of the Gateway Master Plan area at the east end of the Downtown will help to strengthen the economic vitality of downtown through the addition of a mixture of office, retail,

business park, civic, and residential uses. The revitalization of this area will provide the stimulus needed over the long term to join the Downtown's core area with the eastern end.

There are other efforts underway to enhance the business climate Downtown. The Woodland Downtown Improvement Association has been active in supporting existing businesses and promoting improvements and business growth Downtown. The Woodland Economic Renaissance Corporation (WERC), the local economic development corporation, also actively promotes business and economic growth in Woodland. In cooperation with the City, WERC and Bay Area Economics (BAE) prepared an Economic Development Strategic Plan for the City in 2002. This plan establishes an action framework for the City to follow to retain and expand existing economic activities and to better position itself to strengthen and diversify the economy by attracting new economic activities.

Downtown is in an excellent position to experience continuing economic growth. The quality and character of the historic buildings and current uses provides a strong base for business expansion. The Downtown Specific Plan is a tool to guide growth and expansion.

Overall Market Analysis

The market feasibility analysis was prepared for the Specific Plan (a copy of the full study is included as Appendix B). The major findings from this study are as follows:

- A retail leakage analysis using per capita taxable retail sales shows that Woodland is strong in auto sales, general merchandise, and building materials. Overall, retail sales are fairly strong in Woodland as measured by per capita sales.
- The analysis shows underperformance in eating and drinking places (restaurants), as well as in the other retail category (specialty shops), furniture, and apparel stores. The City has some downtown niche retail in antiques stores and furniture.
- Forecasted growth in Woodland over the next 20 years of almost 7,700 households would support approximately 1.1 million square feet of additional retail space. Currently, about 460,000 square feet of future retail space is identified as either in the planning process or under construction.
- Currently, the City is experiencing relatively high retail/commercial vacancies in the Downtown (e.g., Cranston's Hardware) and elsewhere in the City (e.g., Kmart and shop space in the County Fair Mall). Also, according to an earlier building inventory survey, very high vacancies are being experienced in the upper floors of older, downtown buildings.
- Auto sales have historically been strong in Woodland, contributing a substantial amount of sales tax revenue to the City's General Fund. If the auto dealers stay Downtown and function as a major retail draw, the City might wish to pursue opportunities for better integration with other Downtown activities.
- Business-oriented motel/hotel facilities have been cited by some sources as a unique market opportunity in the Downtown area separate from the traveler-oriented hotels along the I-5 Freeway.
- High-technology and research and development companies, in part stimulated by the UC Davis programs,

have been cited as future Woodland opportunities.

- Growth in finance, insurance, real estate, and business service employment suggests future office opportunities in Woodland with the Downtown seen as especially compatible for smaller and mid-size firms.

Economic Strengths

- Downtown Woodland has been the historic center of the City and is also the government center for the City and Yolo County. Retail and office activities have concentrated along Main Street between East and Cleveland Streets and between Court and Lincoln Streets.
- Although the Downtown area does not have the available land to compete with the larger shopping developments near the freeway or in developing areas of the City, it does have the potential to become a niche retailing, entertainment, and dining area. Larger parcels in the Downtown will become available if the three major automobile dealers relocate to a new auto mall.
- The Downtown does have several areas that can provide developable properties of 5 to 10 acres. These include vacant and underutilized areas in the Gateway Revitalization Master Plan area on the east end of the Downtown and parcels currently used by the three automobile dealerships in the Downtown that may relocate to a new automall over the next several years.
- Some revitalization has been occurring in the Downtown area along Main Street for retail and offices. The Gateway Revitalization area has the potential to attract a business and professional office environment and higher density residential development.

Economic Issues

- Downtown Woodland is characteristically a mix of older one-, two-, and some three-story buildings on small, sometimes narrow and deep shaped parcels - many of which require significant rehabilitation for seismic retrofitting and facility modernization.
- Significant financial commitments from both the public and private sectors are necessary for future redevelopment to occur.
- The availability of convenient parking, both actual and perceived (depending on location), has been recognized as an issue, particularly related to the interaction between employee and customer parking.
- Except for the auto dealers, the Downtown has lost many of its major anchors. It will be important to establish new anchors/attractions and to bring pedestrian oriented office, residential, and community activities Downtown.

Market Potentials

The market potentials for the Gateway Revitalization area and the remainder of the Downtown are summarized in Table 2-1, "Downtown Market Potentials." The type of development can generally be characterized as smaller projects that combine elements of office, retail, entertainment, and residential land uses with possible mixed-use potential in selected cases. The key recommendations are as follows:

Table 2-1. Downtown Market Potentials

Land Use Category	Gateway Revitalization Area	Remainder of Downtown
Retail		
Retail	Low	High
Restaurants	Medium	High
Movie Theatre/Entertainment	Low	Medium
Office		
Office-regional/large office	Medium	Medium
Office-local serving/professional	Medium	High
Office-medical	Low	Medium
Residential		
Residential-medium/high density	Medium	Medium
Residential-mixed use	Low	Medium
Residential-live/work	Medium	Medium
Residential-single family	Low	Low
Other Non-Residential		
Industrial-fabrication	Low	Low
Research & Development	Medium	Low
Lodging	Low	Medium

- Retail activities are viewed as best concentrated in the core Downtown area. The Gateway Revitalization area is seen as attractive for both office and higher density residential development, possibly with a small amount of support retail along the Main Street corridor.
- Restaurants, including both full service and specialty dining, are viewed as a major draw for both Woodland residents and visitors in the Downtown area.
- Redeveloping or attracting new entertainment activities (e.g., cinema) in the Downtown, or relocating entertainment activities into the Downtown, is viewed as a long-term goal that will be supported by continued residential growth in the community as a whole.
- Office development, including regional and professional offices, is important in the Downtown, specifically the Gateway Revitalization area. Broader market forces, that are more difficult to predict since they are driven by a specific firm's needs, drive regional office demand. Local serving and medical office demand is primarily driven by local population and local business growth.
- Residential uses on the upper floors above commercial development, a use that is not prevalent in markets similar to Woodland, is viewed as having low potential in the Gateway Revitalization area, with medium potential in the remainder of the Downtown. Live-work units, where the bottom floor is workspace and the upper floor(s) are residential space, may have some potential, particularly in the Gateway Revitalization area. The success of these units will likely be driven by the provision of unique features or attractions.
- The growth in high technology and research and development employment in the Sacramento region is seen as creating opportunities for smaller, start up

firms in the Gateway Revitalization area. Firms of a larger more industrial nature are not viewed as compatible with the Downtown development.

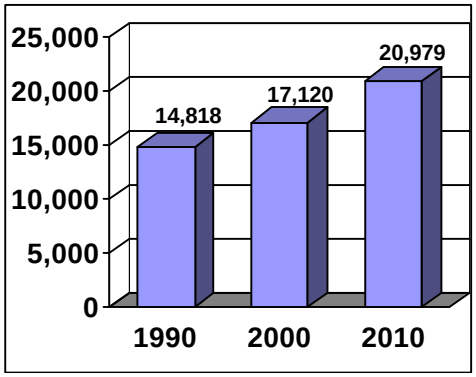
- Smaller lodging facilities with attractive amenities, primarily serving the business market, are viewed as compatible with the development in the Downtown, but not within the Gateway Revitalization area.

Growth projections by land use type are summarized in Table 2-2, "Downtown Growth Projections," and represents moderate assumptions of market growth capture in the Downtown area. The scenarios presented are conservative, and could be exceeded as public infrastructure investments and effective public-private partnerships facilitate development in the Downtown.

A complete copy of the market study prepared for the Downtown Specific Plan can be found in Appendix B.

2.3 HOUSING

While business expansion and economic vitality are vital to the health of the Downtown, providing housing opportunities in and near the Downtown area is also important for enhancing the vitality of the Downtown. The success of retail, restaurant, and entertainment expansion in Downtown will depend on residential growth in Downtown, as well as in the remainder of the City. As shown in the following graph, Woodland is expected to continue residential expansion in the community as a whole. Table 2-3, "Summary of Population, Employment, and Housing Projections," provides an overview of the changes expected in the City and Yolo County. The existing residential uses are concentrated on the north and south edges of the Specific Plan area. These residential areas also include some non-residential, low intensity office and commercial uses. They also serve as buffers from the more intense administrative office and commercial uses closer to Main and Court Streets.



Woodland Housing Unit Growth

One of the notable residential developments in the Specific Plan area is the Hotel Woodland. This major redevelopment project converted the Hotel Woodland to permanent residential use in 1996. The project also assured the preservation of a significant historic structure that was built in 1928. The Hotel includes 76 single-occupant studio apartments.

Hotel Woodland

There are other important opportunities for future housing in Downtown. Many of the older buildings in the area have vacant second and third floors, many of which could be converted to residential or live-work uses if the necessary infrastruture is in place. A Downtown Market Feasibility Study, prepared for the City in January

Table 2-2. Downtown Growth Projections

Land Use	Scenario 1	Capture[2]	Scenario 2	Capture[2]
Retail	45,400 sq. ft.	15.0%	75,400 sq. ft.	25.0%
Office	58,834 sq. ft.	10.0%	88,251 sq. ft.	15.0%
Residential	90 Units	5.0%	180 Units	10.0%

Notes:

1. *These scenarios are conservative and could be exceeded as public infrastructure investments and effective public-private partnerships facilitate Downtown growth.*
2. *The scenarios are based on alternative capture assumptions of market area demand made by the economic consultant.*

Table 2-3. Summary of Population, Employment, and Housing Projections

	Woodland			Yolo County		
	1990	**2000***	**2010**	**1990**	**2000***	**2010**
Population	39,802	49,151	57,010	141,092	168,660	209,035
Average annual growth	-	2.1%	1.5%	-	1.8%	2.2%
Households	14,198	16,751	20,372	50,972	59,375	75,555
Average annual growth	-	1.7%	2.0%	-	1.5%	2.4%
Housing Units	14,818	17,120	20,979	53,000	61,587	77,745
Average annual growth	-	1.5%	2.1%	-	1.5%	2.4%
Employment	14,531	18,964*	28,235	57,934	83,830*	127,233
Average annual growth	-	2.7%	4.1%	-	3.8%	4.3%
Jobs/Household Ratio	1.02	1.13	1.39	1.14	1.41	1.68

Source: SACOG
*1999 figures

2002, indicates that the vacancy rate for these upper floors was 49%, or about 82,000 square feet. This untapped resource represents a significant opportunity for residential growth in Downtown.
The Gateway Revitalization area also includes opportunities for residential growth, including medium and higher density uses Fifth and East Streets south of Oak Street.

The City's Housing Element provides a wealth of information on housing in Woodland. An update to this element is expected to be complete in mid-2003.

2.4 CIRCULATION

The vehicular circulation system in the Downtown area is based on a grid pattern. Main and Court Streets are the primary east-west arterials that carry destination and through traffic in the Downtown. East Street, which forms the eastern boundary of the Downtown area, is a major north-south arterial for the City.

Regional arterials, State Highway 113 and Interstate 5, are located just east of the Downtown area. Highway 113 provides easy access to the City of Davis. Interstate 5 provides regional access, with easy access to the Sacramento metropolitan area.

A mix of off-street and on-street parking provides parking in the Downtown. The City owns several off-street parking lots that provide parking for patrons of Downtown businesses and for Downtown employees. Some shops and offices maintain their own off-street parking as well. On-street parking is generally provided on a time-restricted basis in the Downtown.

Public transit in the Downtown area is provided by the Yolo Transportation District, which operates both local routes and intercity routes (i.e., Davis, Sacramento, and Winters) in the Downtown area.

A main line of the Union Pacific Railroad is also located alongside East Street within the Specific Plan's boundaries.

A detailed discussion of circulation conditions, including a discussion of parking and public transit, can be found in Chapter 4, "Circulation." An analysis of traffic impacts can be found in Appendix D.

2.5 INFRASTRUCTURE

The following section provides an overview of the major infrastructure systems that serve the Downtown area.

Water

The City of Woodland is the only provider of domestic water for the community, with groundwater being the City's sole source of water supply. There are a total of 18 wells located throughout the City, with one well located in the Downtown area just south of Main Street near Fifth Street. The City also has one elevated water tank just north of the Downtown area.

The City's current water supply and distribution system consists of an aging network of groundwater wells and supply pipelines. Most of the City's wells were constructed in the 1960's and 1970's, and have a life expectancy of 40 to 50 years.

The City has an adequate supply and delivery system infrastructure to meet the needs of projected development in the Downtown.

Wastewater

The City of Woodland maintains a wastewater collection system that serves the area within the City limits. The wastewater collection system comprises three main collection areas that primarily utilize gravity flow to the Woodland wastewater treatment plan. The Basin "A" system collects wastewater from the northern portions of the City, the Basin "B" system collects wastewater from central Woodland (including the Downtown area), and Basin "C" collects wastewater from the southern portion of the City.

Storm Drainage

The City's main storm drainage system consists of conveyance, storage, and pumping facilities. The system transports runoff by gravity flow from west to east through trunk systems which discharge into two canals located in the City. Runoff is then conveyed through the City's main pump stations to the Yolo Bypass via an outfall channel.

The conveyance system consists of pipelines and open channels. In the newer portions of the City, runoff is collected by a storm drainage lateral system. In these areas, the lateral system generally consists of regularly spaced drainpipes ranging from 12 to 24 inches in diameter. The lateral system delivers storm runoff to the storm drainage trunk system. Older portions of the City, including the Downtown area, are not directly served by a lateral system. Runoff from these areas is conveyed through intersections in valley gutters, gutter culverts, or inverted siphons.

Utilities

Public utilities include electricity, gas, and communication services. All are provided by private utility companies and are currently available throughout the entire Specific Plan area. Pacific Gas and Electric (PG&E) provides electricity and gas to the City; Pacific Bell provides local telephone service; and Charter Communications provides Cable Service. The existing infrastructure for each of these utilities is adequate to meet the demands created by build out of the Specific Plan area.

A detailed discussion of infrastructure conditions and capabilities can be found in Chapter 6, "Infrastructure."

2.6 Environmental Resources

There are numerous environmental factors that can influence the character of development within the Downtown area. The following provides a brief description of the various natural, physical, and man-made opportunities and constraints.

Biological and Agriculture Resources. The entire Downtown area has been heavily disturbed by previous development. No agricultural activities have occurred within the Downtown area in many years due to its urbanization. Within the Specific Plan area, urban landscaping has displaced native vegetation.

Air Quality. The Downtown area is within the jurisdiction of the Yolo-Solano Air Quality Management District (AQMD), which covers Yolo County and a portion of Solano County. As of May 2002, the District was in attainment at the state level for carbon monoxide (CO) and non-attainment for ozone and PM10 (particulate matter smaller than 10 microns). At the federal level, the area is also in attainment for CO, non-attainment for ozone, and unclassified for PM10.

For large developments or other heavy traffic concentrations, one potential issue to be addressed would be the potential for CO "hotspots". A CO "hotspot" is a localized concentration of CO typically caused by a concentration of vehicle exhaust on a cold morning where an inversion forms low to the ground.

Cultural Resources. There are no known subsurface cultural resources within the Downtown area, although the potential for cultural resources in the subsurface exists. The Downtown area has been heavily disturbed and graded in the past, and identification of resources from a surface reconnaissance is unlikely. However, it is possible that subsurface cultural resources may be discovered during future construction (i.e., grading and excavation).

The Downtown area also contains several historic buildings, some which are eligible for listing on the National Register of Historic Places. These resources, as well as the City's designated Historic District, are shown on Figure 2-1, "Cultural Resources."

Mineral Resources, Geology and Soils. According to the environmental impact report (EIR) prepared for the Woodland General Plan, there are no known faults within five miles of the Downtown area. Seismically, the City of Woodland is in Zone 3 on the Seismic Risk Map, indicating that although the seismic potential is low, there is still the possibility for major damage to occur from a nearby earthquake.

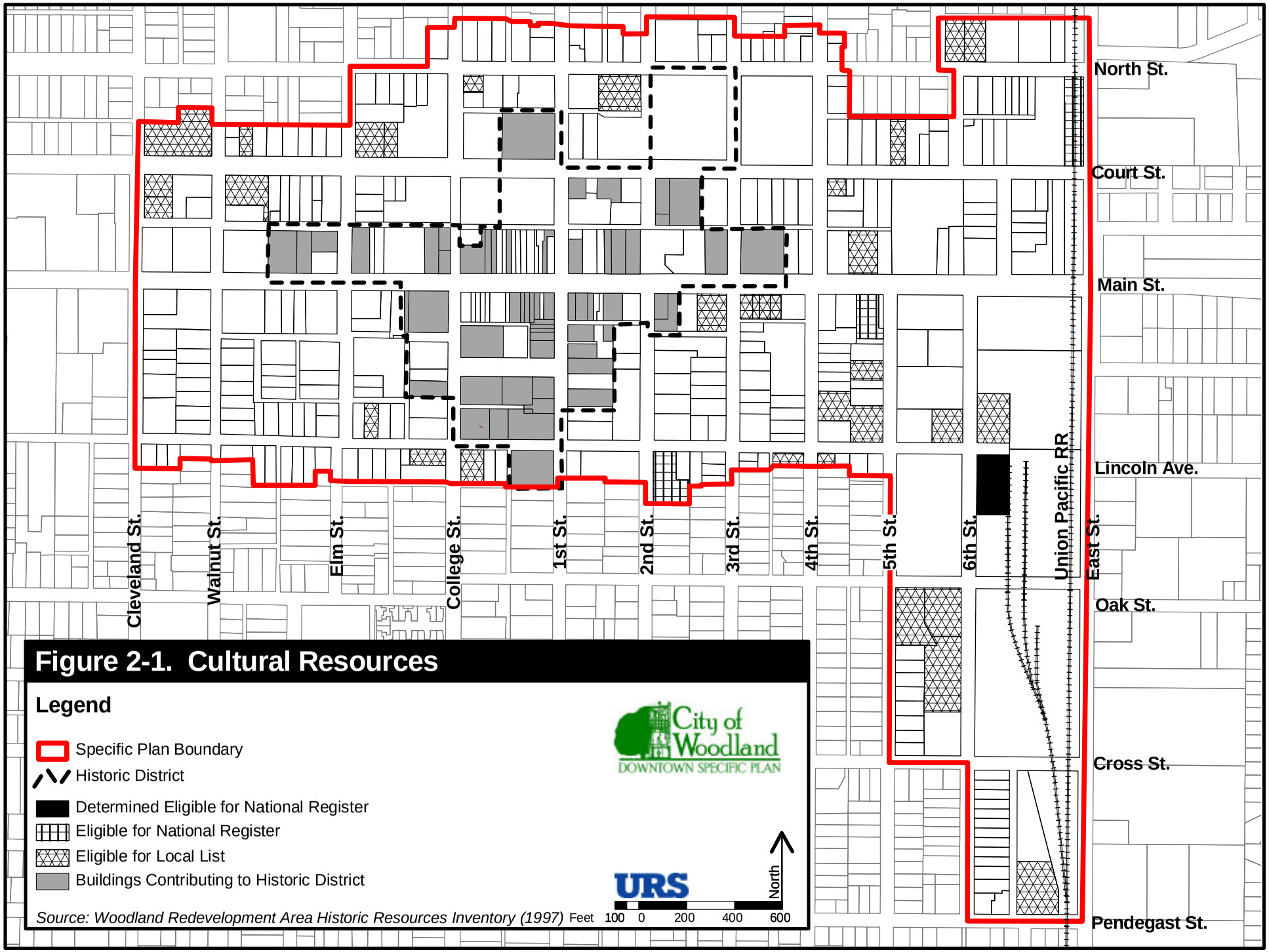


Figure 2-1. Cultural Resources

Source: Woodland Redevelopment Area Historic Resources Inventory (1997)

For new construction, implementation of General Plan policies and the Uniform Building Code requirements addressing seismic considerations, would address this issue. For older buildings, seismic retrofitting could impact the financial feasibility of reuse.

Hazards and Hazardous Materials. There are no known subsurface hazardous materials within the Downtown area, although the potential for such hazards and hazardous materials exist because of the legacy of industrial uses in portions of the Downtown area. The greatest potential for the discovery of hazardous materials is in the eastern portion of the Downtown area adjacent to the railroad. The Gateway Revitalization area, and other portions of the Specific Plan along the railroad, contained numerous rail spurs and industrial uses. The historic uses along the railroad corridor (such as fuel transfer facilities) raise the potential for hazardous materials in the area.

Further studies will likely be needed to address this issue on a parcel-by-parcel basis. Based on experiences at the City's new Police Station and the Blue Shield building, the level of contamination is not significant, and can be dealt with while maintaining an economically viable development.

Hydrology. According to the City of Woodland Storm Drainage Facilities Master Plan, the entire Downtown area is located in Zone C as designated by the FEMA Flood Insurance Rate Map. Zone C is considered an area of minimal flooding. While the area has had surface flows in the less developed areas, no significant flooding hazard exists, and storm drainage facilities in the area are considered to be adequate to handle current and projected storm water flows.

Noise. Overall, the Downtown Woodland Specific Plan area is exposed to both automobile and occasional rail noise typical of a relatively urban environment. Rail noise affects the properties along the East Street corridor. There are no major stationary point sources (such as a factory) of noise in the Downtown area.

Population and Housing: Although the Downtown area consists mainly of commercial land uses, there is residential land use as well. The residential uses in the Downtown are concentrated primarily along the north and south edges of the Specific Plan area. The Main Street corridor, in particular, is lacking a residential population. The major exception to this is the Hotel Woodland located on Main Street at College Street.

One of the goals of this Specific Plan is to encourage more mixed-use development (commercial/ residential uses) along the Main Street corridor to enliven the Downtown area. This may result in a slight population increase for the City as a whole. However, this is consistent with the goals of the General Plan and its Housing Element for attracting more residents into the Downtown area.

Recreation: Freeman Park, located in the eastern portion of the Downtown area along Main Street, is the only recreation facility in the Downtown area. One of the projects to be considered in this Specific Plan is the potential to expand this park to make it a more noticeable feature of the Downtown.

2.7 POLICY FRAMEWORK

The goals and policies used to guide development in the Downtown come primarily from the City's General Plan. The current General Plan contains a

number of goals and policies that directly address the needs of the Downtown. Some policies, while relevant to the entire City, are also relevant to the Downtown area. Where the General Plan does not address specific subjects important to Downtown, new policies have been added.

In the remainder of this section, the goals and policies from the General Plan that are the most applicable to the Downtown area and its future are repeated for easy reference. As the General Plan can be amended over time, the current General Plan should be consulted for changes that may impact the information shown below.

The City is currently performing a 5-year review and update of the General Plan as required by General Plan Policy 10.A.3. Text shown in brackets/italics reflects proposed revisions to the General Plan. These changes are not adopted policy at the time of this version of the Downtown Specific Plan.

New policies and actions developed for the Specific Plan area are included in Section 8.2, "Specific Plan Policies."

Land Use and Community Design

Downtown Woodland is an important part of Woodland's small-town character and community heritage. Downtown is centrally located in the community with good access off I-5 and SR 113, and it has an impressive stock of historic buildings.

The policies in this section seek to preserve and enhance this important district by promoting increased retail, office, government, and entertainment uses, providing for some residential and office uses on upper floors in commercial buildings, and providing for parking, streetscape, and building facade improvements.

Policies drawn from the General Plan are identified using the numbering found in the General Plan.

GOAL 1.F	**To develop and maintain an economically viable and physically attractive Downtown.**

Policies

1.F.1. The City shall work jointly with the Redevelopment Agency to promote Downtown as the city's primary pedestrian, specialty-retail, entertainment, and office and financial center, and gathering place for families, friends, and neighbors.

1.F.2 The City shall ensure that Downtown remains the sole central business district for Woodland.

1.F.3 The City shall work jointly with the Redevelopment Agency to promote the use of first floor space in new buildings Downtown for quality retail, food service, financial institutions, family entertainment, and other high volume commercial uses, and the use of upper floors for office and residential uses.

1.F.4 The City shall work jointly with the Redevelopment Agency to undertake and maintain streetscape improvements Downtown to give the area a clear and visually-appealing identity. The Downtown landscaping program should distinguish Downtown from the rest of Main

Street and include special street plantings at the eastern and western entrances to Downtown.

1.F.5 The City shall work jointly with the Redevelopment Agency to consider methods to reduce through-traffic along Main Street in Downtown.

1.F.6 The City shall work jointly with the Redevelopment Agency to continue building and facade improvements, and streetscape, sidewalk, and street lighting improvements to promote Downtown as a pedestrian-oriented retail and services area, consistent with the Downtown Specific Plan.

1.F.7 The City shall work jointly with the Redevelopment Agency to implement an overall parking strategy for Downtown, consistent with the Downtown Specific Plan, including consolidations of smaller parking lots.

1.F.8 The City shall work jointly with the Redevelopment Agency to support programs to improve the appearance of Downtown. These can include alley clean-ups, active Building and other City Code enforcement and citation where necessary, redevelopment activities to reduce blight, and enhancement and consolidation of parking.

1.F.9 The City shall promote the overall safety in Downtown through greater police visibility, increased lighting, and protection for pedestrians.

Street and Roadway System

The overall absence of urban traffic congestion in Woodland is an important aspect of the quality of life and small-town character of Woodland. Improvements are called for to the regional transportation system, as well as improvements and funding for a local transportation system primarily for Woodland residents, employees, and visitors.

GOAL 3.A	**To provide for the long-range planning and development of the city's roadway system to ensure the safe and efficient movement of people and goods.**

Policies

3.A.1 The City shall plan, design, and regulate the development of the City's street system in accordance with the functional classification system described in this chapter and reflected in the Circulation Diagram and the City's street standards and specifications.

3.A.3. The City shall strive to meet the level of service standards through a balanced transportation system that provides alternatives to the automobile and by promoting pedestrian, bicycle, and transit connections between industrial areas and major residential and commercial areas.

Automobile Parking

New development must provide for adequate and appropriately located parking. Parking requirements are implemented primarily through the City's

Zoning Ordinance. The Downtown area raises special concerns about parking because of the historic buildings and intensity of the businesses and uses Downtown.

GOAL 3.C	**To provide a sufficient amount of convenient, safe, and attractive parking to serve existing and new development throughout the city.**

Policies

3.C.1 The City shall require provision of adequate off-street parking in conjunction with new development. Parking shall be located convenient to new development and shall be easily accessibly from the street system. The adequacy and appropriateness of parking requirements in the Zoning Ordinance shall be periodically reevaluated. [*The City shall pursue an in lieu fee option for the Downtown area for those locations where providing on-site parking is infeasible*.]

3.C.2 The City shall require that parking lots be designed for maximum pedestrian safety and convenience, motorist convenience and safety, and handicapped access.

3.C.3 The City shall continue to implement the provisions of the Downtown Specific Plan [*and Downtown Parking Management Plan*] to develop an integrated parking system for the Downtown that balances the needs of shoppers, tenants, and employees, while ensuring sufficient land for future building construction. [*The City shall strive to maintain short-term occupancy Downtown at a minimum of 60 percent and a maximum of 75 percent and maintain long-term parking Downtown at a maximum occupancy of 85 percent*.]

3.C.4 The City shall promote priority parking in safe and convenient locations for employee car pools, park-and-ride lots, and cyclists.

3.C.5 The City shall continue to implement Zoning Ordinance parking standards that establish minimum and maximum number of spaces for parking lots.

3.C.6 The City shall explore the use of parking easements as an alternative to City-owned parking facilities.

3.C.7 The City shall encourage parking lots to be located at the back of buildings away from the primary street to reduce visual impacts in new and existing areas.

3.C.8 Parking lots along street frontages shall be well designed to reduce their visual impact and maximize pedestrian and bicycle compatibility and safety.

Transit Facilities and Services

Consistent with the goal to revitalize Downtown as a major activity center, Downtown should be especially accessible by transit. The policies and programs are intended to address specific transit concerns.

GOAL 3.D	**To promote a safe and efficient transit system to reduce congestion, improve the environment, and provide viable non-automotive means of transportation in and through Woodland.**

Policies

3.D.8 The City shall continue to emphasize the central role of the Downtown in any transit planning.

3.D.9 The City shall continue to implement the Downtown Specific Plan's policies concerning transit planning.

3.D.10 The City shall investigate alternative transportation uses for existing rail rights-of-way if railroads consider their abandonment.

3.D.11 The City shall consider the development of commuter and intercity passenger rail service to Woodland if it is found to be cost-effective and the development of a multi-modal facility for bus, rail, bicycle, and automobile travel.

Non-Motorized Transportation

Non-motorized transportation includes pedestrian and bicycle travel. Making it easier for Woodland residents and workers to bike or walk not only reduces automobile trips, with benefits for air quality, but it also promotes greater community interaction, one of the small-town qualities the Downtown Specific Plan seeks to preserve and enhance. Non-motorized transportation reduces the demand for expensive street and road widening and maintenance and also reduces the demand for parking areas and related land required for development.

GOAL 3.E	**To provide a safe, comprehensive, and integrated system of facilities for non-motorized transportation.**

Policies

3.E.1 The City shall promote the development of a comprehensive and safe system of recreational and commuter bicycle routes that provide connections between the city's major employment and housing areas, between its existing and planned bikeways, and between schools, parks, retail shopping, and residential neighborhoods.

3.E.5 The City shall encourage the development of adequate, convenient, and secure bicycle parking at employment centers, schools, recreational facilities, transit terminals, commercial businesses, the Downtown core area, and in other locations where people congregate.

3.E.6 The City shall establish minimum bicycle parking standards for commercial land uses (e.g., office, retail, food service) to ensure bicycle parking for use by employees and customers.

3.E.19 The City shall develop safe and pleasant pedestrian ways. To this end, the City shall ensure sidewalks are wide enough for pedestrian convenience.

3.E.21 The City shall encourage walking in the Downtown and shall continue to make streetscape

improvements in the Downtown to encourage walking.

Infrastructure

The existing infrastructure is in place to serve current and future construction within the Downtown plan area. New construction that occurs outside the Downtown plan area that affects existing levels of service for sewer, water, wastewater, utilities, fire and police are required to make improvements that will maintain the required service levels. Improvements made in the Downtown plan area will benefit from the existing infrastructure.

The policies in this section insure that the City's infrastructure improvements occur at a pace that accommodates growth. The Goal and Policies listed below are for "General Public Facilities and Services." For more specific policies regarding water, sewer, etc. please refer to Chapter 4 of the General Plan.

GOAL 4.A	**To ensure the timely development of public facilities and the maintenance of specified service levels for these facilities.**

Policies

4.A.1 Where new development requires the construction of new public facilities, new development shall fund its fair share of the construction of those facilities.

4.A.2 The City shall ensure through the development review process that adequate public facilities and services are available to serve new development. The City shall not approve new development where existing facilities are inadequate unless the following conditions are met:

a. The applicant can demonstrate that all necessary public facilities will be installed or adequately financed (through fees or other means); and

b. The facility improvements are consistent with applicable master or facility plans adopted by the City.

4.A.3 The City shall require specific plan proposals to include plans for development and financing of public facilities and services.

4.A.4 The City shall update City facility master plans on a regular basis to ensure: compliance with appropriate state and federal laws; use of modern and cost-effective technologies; and compatibility with current land use policy.

4.A.5 Through fiscal revenues generated by new development, the City shall provide for expansion of general government services (e.g., City administrative services) in connection with new development, if warranted.

4.A.6 The City shall annually review the Major Projects Financing Plan (MPFP) and every five years update the MPFP to ensure the implementation and adequacy of the MPFP Plan.

Arts and Culture

Arts and cultural events are symbols of the community, enriching the community and contributing to its unique identity. Woodland's diversity can be celebrated

through encouragement of expressions of artistic and cultural heritage. Policies in this section encourage expanded programs for the expression of arts and culture in Downtown.

GOAL 5.K	**To promote, develop, and implement programs that meet the artistic and cultural needs of the Woodland community.**

Policies

5.K.1 The City shall encourage the development of visual and performing arts in the community.

5.K.2 The City shall establish Downtown as an entertainment, cultural, ethnic resource, and community activity center for the city, county, and region. The City shall encourage the use of Main Street and surrounding streets in the core area for civic and cultural events.

5.K.3 The City shall cooperate with other public and private agencies for joint use of facilities, where appropriate, for culture/arts.

5.K.4 The City shall encourage coordination among local culture/arts groups and events to expand their appreciation by the community.

5.K.5 The City shall continue to encourage the use of the Woodland Opera House for entertainment and civic events.

5.K.6 The City shall encourage the development of entertainment, recreational, and cultural activities for youth.

5.K.7 The City shall promote Arts in Public Places to create more opportunities for visual and performing arts.

5.K.8 The City shall promote efforts to preserve local cultural history through the development of museums.

Historic Preservation

The most effective way of preserving a historic structure is by making it economically viable. Policies in this section promote economic assistance for historic preservation. This can be accomplished through incentives, assistance, grants, and by promoting Woodland's historic resources as unique attractions for shoppers and tourists.

GOAL 6.B	**To combine historic preservation and economic development so as to encourage owners of historic properties to upgrade and preserve their properties in a manner that will conserve the integrity of such properties in the best possible condition.**

Policies

6.B.1 The City shall encourage the preservation, maintenance, and adaptive reuse of existing historic buildings in the Redevelopment Area and other commercial areas of the city in order to prevent demolition and disrepair.

6.B.2 The City shall promote reuse of underutilized historic buildings consistent with the Downtown Specific Plan.

6.B.3 The City shall encourage relocation of reusable historic buildings from or into the Redevelopment Area as a means of historic preservation.

6.B.4 The City shall consider waiving building permit fees and/or providing other appropriate incentives for owners of small properties with historic significance who are unable to benefit from other government programs for historic preservation and for historic preservation projects that provide low-income housing or essential city services.

6.B.5 The City shall seek the assistance of the Redevelopment Agency and/or local lending institutions to provide below-market rate financing to private property owners for the rehabilitation and restoration of historically significant structures, and to encourage home ownership in Downtown neighborhoods.

6.B.6 The City shall aggressively pursue federal and state grants for historic preservation projects involving public-private partnerships, including HOME, Community Development Block Grant (CDBG), and Transportation Enhancement Activities (TEA) grant applications, where appropriate.

6.B.7 The City shall conduct design competitions when commissioning significant new public buildings within the Redevelopment Area to ensure that new structures are constructed that are compatible with and enhance the surrounding historic built environment.

6.B.8 The City shall implement the design guidelines in the Downtown Specific Plan to ensure that new construction, renovations, and additions are compatible with existing adjacent structures, especially those that are on the National Register, or are eligible or potentially eligible for listing on the National Register.

6.B.9 The City shall seek to fully implement the Main Street Program, designed by the National Trust for Historic Preservation, which emphasizes historic preservation and economic development.

Downtown Economic Development

The Downtown Specific Plan is envisioned as an impetus to economic development. Activity would include promoting the area by providing information on the Specific Plan to potential investors and property owners, locating available financing, and finding solutions to remove impediments to development.

GOAL 9.C	**To implement the Downtown Specific Plan, especially as it relates to economic development.**

Policies

9.C.1 The City shall intensify Downtown Woodland as the principal retail, cultural, restaurant, and commercial district of the city and region.

9.C.2 The City shall create a distinctive and active pedestrian environment that supports

Downtown as a unique destination.

9.C.3 The City shall maximize opportunities for outdoor eating to reinforce Downtown as a food and entertainment destination.

9.C.4 The City shall actively pursue the creation of significant new housing opportunities within the Downtown Central Business District.

9.C.5 The City shall promote intensified office development within Downtown.

9.C.6 The City shall work with the Chamber of Commerce and Downtown merchants to identify unmet retail and service needs of city residents and encourage the development of these services Downtown in a manner that is balanced with specialty retail needs.

9.C.7 The City shall work with the Chamber of Commerce and Downtown Merchants to identify market niches appropriate and unique to Woodland (such as specialty items and services, and services and items related to tourists) and encourage uses that enhance and build upon them.

Tourism

Tourism needs to be expanded to strengthen Woodland's economy. Creation and enhancement of cultural, entertainment, and recreational activities and facilities in Woodland will attract tourists and therefore positively affect sales tax revenues. Activities and special events sponsored by various special interests, cultural, and ethnic groups should be encouraged to create a regional draw of individuals to the community. (Recreational entertainment and cultural facilities and activities for youth should also be encouraged to provide this service to the youth of the Woodland community as well as to encourage tourism.) Promotion of Woodland's historical character and attractions including the Opera House, Gibson House Museum, the Heidrick Agricultural History Museum, and Train Depot Museum is an important part of this effort. Additionally, music and art in public places should be encouraged and promoted to attract tourists.

GOAL 9.D	**To promote the growth of tourism by enhancing the city's potential to attract tourists through preservation of historic resources, promotion, development of visitor attractions, and provision of a variety of overnight accommodations.**

Policies

9.D.1 The City shall define the City's visitor target market and work to develop a comprehensive tourism management and program, while monitoring the negative effects of tourism and making necessary improvements to ensure citywide benefit and maintain the quality of life.

9.D.2 The City shall seek to develop and expand tourism in Woodland by attracting, developing, and expanding special events, public and private recreational and entertainment facilities and programs, and capitalizing on the historic character of the City.

9.D.3 The City shall encourage upgrading of existing motel facilities and attempt to attract quality hotel and conference facilities in locations and at a scale appropriate to the city's character to enhance the quality of visitor-serving areas and promote development of the conference-tourism market.

9.D.4 The City shall encourage, sponsor, and increase the number and quality of special events and recreational programs that are attractive to both visitors and residents.

9.D.5 The City shall consider the development of regular tourism programming on local cable television to provide information about cultural activities and other events for both tourists and residents.

Please see the next page.

3 Land Use and Development

Future development in the Downtown will be based on a combination of market forces and public and private investment. The community also helps in guiding future development by providing policy and regulatory guidance. The Woodland General Plan sets the overall policy direction for the City, including the Downtown. Other plans developed and used in the community, including this Specific Plan, are required to be consistent with the policy direction set out in the General Plan. The key General Plan goals and policies related to the Downtown are summarized in Section 2.7, "Policy Framework."

Building on the policy guidance provided in the General Plan, this Specific Plan provides further definition and direction in the development and enhancement of the Downtown area. This chapter provides details on existing land uses in the Downtown area and discusses the issues and opportunities that have been identified by the community and consultants. With this background, the chapter then sets out vision statements for each of the areas (districts) within the Downtown (see Section 3.2, "Planning Districts").

3.1 Existing Land Use

The Downtown area today includes a broad mix of land uses that includes commercial, office, residential, industrial, governmental facilities, institutional (such as churches and lodges), and recreation. The percentage distribution of land uses in the Downtown is shown on Figure 3-1, "Existing Land Use Distribution," and a map of existing land uses is shown on Figure 3-2, "Existing Land Use."

Like most downtowns, Woodland's Downtown contains a broad mix of land uses. Of note on Figure 3-1 is that 7.9% of the Downtown area is vacant land. This amount of vacant land, and the potential for the automobile dealerships to move out of the Downtown in the future, provides unique opportunities and challenges in the development of the Downtown.

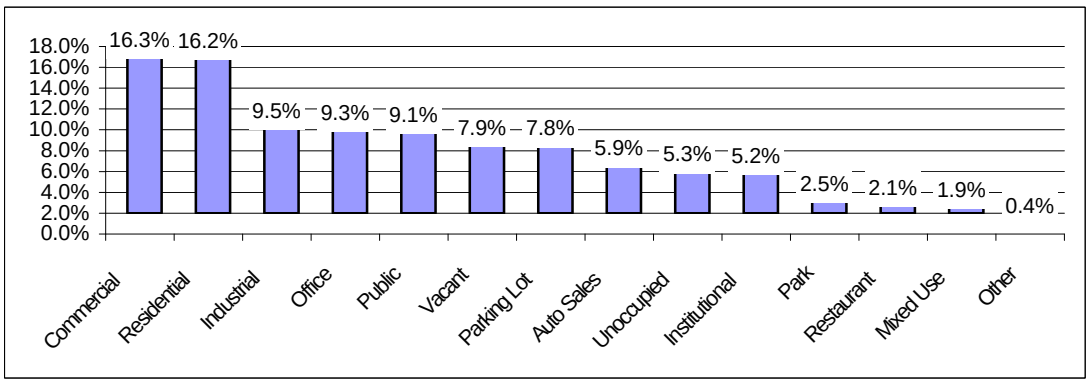


Figure 3-1. Existing Land Use Distribution

3.2 PLANNING DISTRICTS

To better recognize the diversity and unique needs in the Downtown area, the Specific Plan's planning area was divided into five districts. The boundaries of each district were determined by similarities in land uses, future land use potentials, or issues to be addressed. Two districts (A and E) were divided further to focus on specific opportunities. The area covered by each of the districts is shown on Figure 3-3, "Downtown Districts."

The following paragraphs provide an overview of the five districts.

District A – Main Street. As the name suggests, this district covers the Main Street corridor and adjacent land that has a strong relation to Main Street. Due to the length and diverse opportunities within this district, it was divided further into four smaller areas referred to as Districts A1, A2, A3, and A4.

- **District A1 – Western Gateway**. This district covers the two-block area along Main Street between Cleveland and Elm Streets (plus a few parcels east of Elm Street). This district is dominated by auto-related uses and does not tie in well with the look and feel of the core Downtown area to the east.
- **District A2 – Downtown Core**. This district, between Elm and Third Streets, reflects the historic heart of the Downtown. Included in this area are key landmarks such as the Hotel Woodland, the Porter Building, the Opera House, Dead Cat Alley, the China Town site, and Heritage Plaza.
- **District A3 – Core Expansion**. Continuing east along Main Street, this district lies between Third and Fifth Streets and is characterized by the auto dealer on the north, and smaller shops on the south.
- **District A4 – Eastern Gateway**. This district lies at the far eastern edge of the Downtown area. The area contains a number of underutilized or vacant parcels, a mix of commercial and office uses, and Freeman Park.

District B – Government Center. This district is centered along Court Street and includes City Hall, the County Courthouse and County administrative buildings, and the main library.

District C – Transition District. Located on the north and south edges of the Specific Plan area, the land in this district serves as a transition between the Downtown and adjacent residential areas. The Transition District is dominated by office uses in converted residential structures, residential, and institutional uses.

District D – Mixed Use District. This area, located on the north side of Lincoln Avenue, includes a diverse mix of land uses, including industrial, office, residential, and institutional uses.

District E – Gateway. District E is dominated by industrial uses and underutilized/vacant land. Due to the different opportunities in this District, it was further divided into two smaller areas referred to as Districts E1 and E2.

- **District E1 – Mill District**. The Mill district is centered on the old Rice Mill building (the East Street Court development) at the northwest corner of Court and East Streets. This district is a key secondary entry to the Downtown area from East Street.

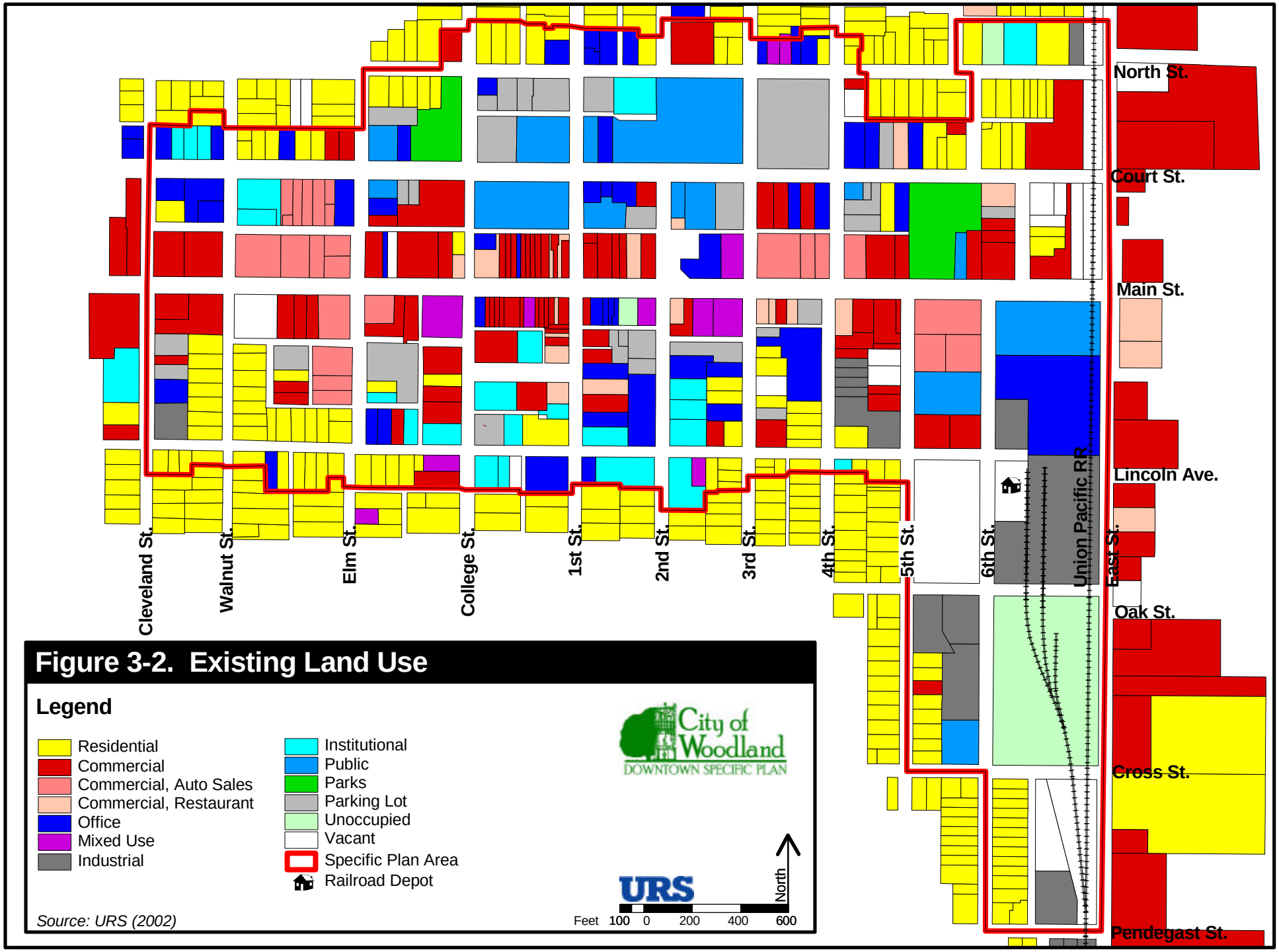


Figure 3-2. Existing Land Use

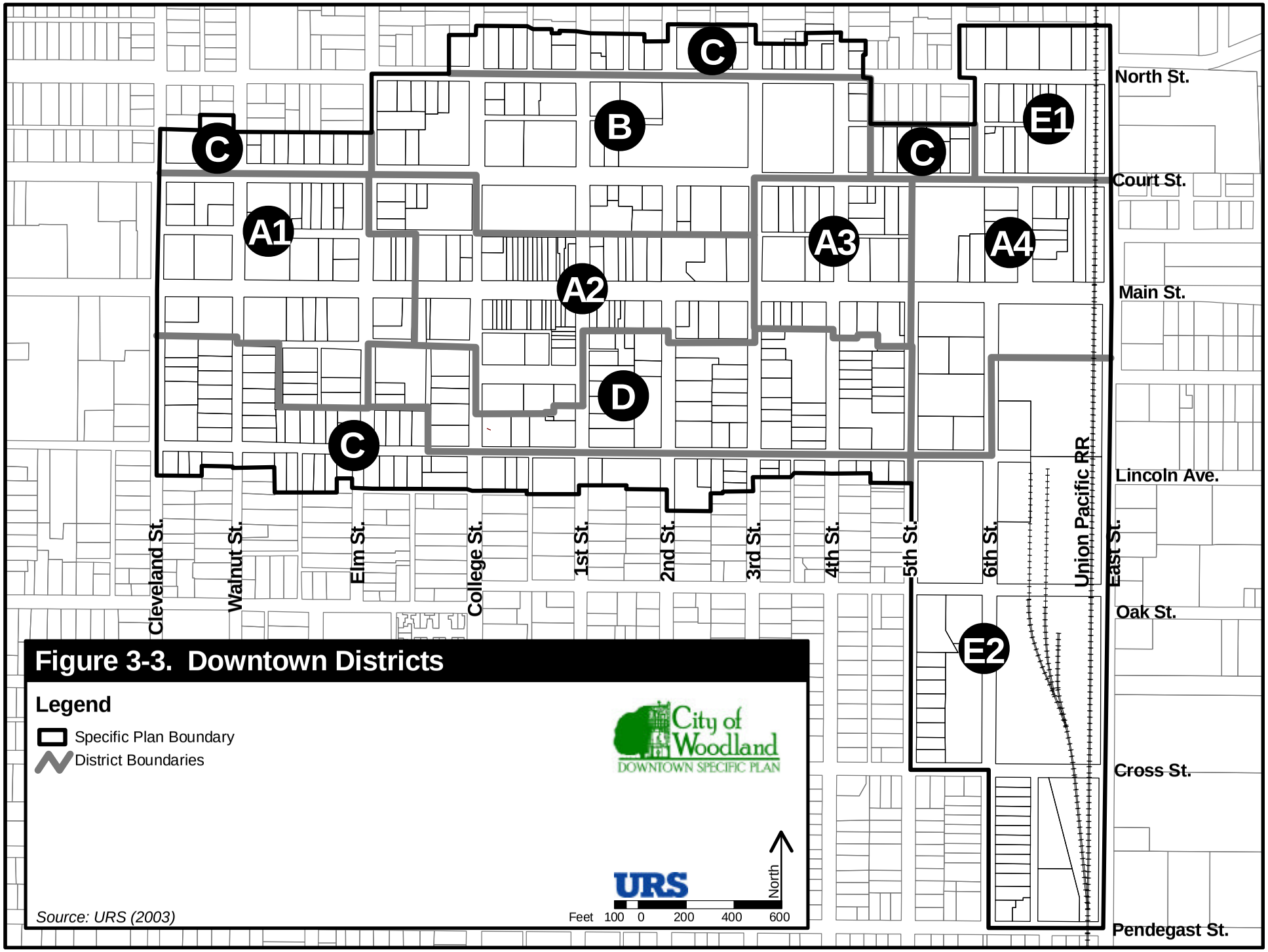


Figure 3-3. Downtown Districts

- **District E2 – Gateway Revitalization**. Part of the 27-acre Gateway Revitalization area, this district contains a large, single-user office building at its north end, several underutilized/vacant industrial buildings, some residential units, and a County facility. The City's new Police Station is planned for a 3.2-acre site at the north end of this district.

The remainder of this section provides additional details on each of the districts in the form of a two-page data sheet on each district. Each data sheet contains the following information:

- **Photographs**. Each data sheet starts with an aerial photograph of the district and some photographs of the district that illustrate typical buildings, facilities, or situations.
- **Setting**. This section provides an overview of current conditions and uses in the district.
- **Issues**. Based on community input and observation, a list of the primary issues that need to be addressed in the Specific Plan is provided.
- **Opportunities**. This section identifies the positive attributes of the district and highlights potentials that should be used in the development of the Downtown.
- **Vision**. Based on the information collected and input received, this section outlines a vision for each district's future.

Please see the next page.

A1. Western Gateway (Main Street between Cleveland and Elm Streets)

Setting

District A1 is located at the western entrance to the Downtown area and is bordered approximately by Cleveland, Court, and Elm Streets, and the half block between Main Street and Lincoln Avenue. The primary land use in this district is auto-related commercial with some residential, institutional, and vacant land. The northwestern portion of A1 consists of office, single family and multi-family residential uses along Cleveland Street, and office uses along Walnut Street. The area north of Main Street between Walnut and Elm Streets includes two churches, an auto dealership, an auto parts store, and two commercial office buildings. Across Elm Street is a tire and rim shop. On the south side of Main Street, there is a large vacant lot and commercial uses including a gas station, two auto dealerships (new and used), a grocery store, a movie theater, and a parcel used to store distressed vehicles that is situated between residences and the Ford dealership parking lot.

Issues

- No sense of entry into Downtown area
- Lack of continuity with the Downtown's core area to the east
- Lack of identity
- Theater (State Theater) is isolated from the Downtown core, effectively precluding a pedestrian connection
- Exposure of auto repair bays and parts for sale on outdoor display
- Lack of streetscape elements

Opportunities

- Available vacant and underutilized land that is available for development
- Connection to streetscape improvements along Main Street to the east
- Continued utilization of State Theater. In addition to first run movies, the facility offers potential for use as a conference facility, a theater specializing in niche films or foreign language films, reuse as a community theater, art gallery, and so forth. An expansion of this facility could establish an anchor at this end of the Downtown, and utilize land that may become available if the auto dealers move to another area.
- Conversion of existing auto-oriented development along Main Street to other retail uses (if dealers choose to move to a new auto mall site)

Vision

A key to the future of this area will be the future decision of the auto dealers related to their location. If they move to an auto mall site, this area is opened up for revitalization. This relocation is assumed to occur during the life of the Specific Plan, allowing a change from an auto-oriented business environment to a higher density and lively mixed-use area that is better integrated with the rest of Downtown.

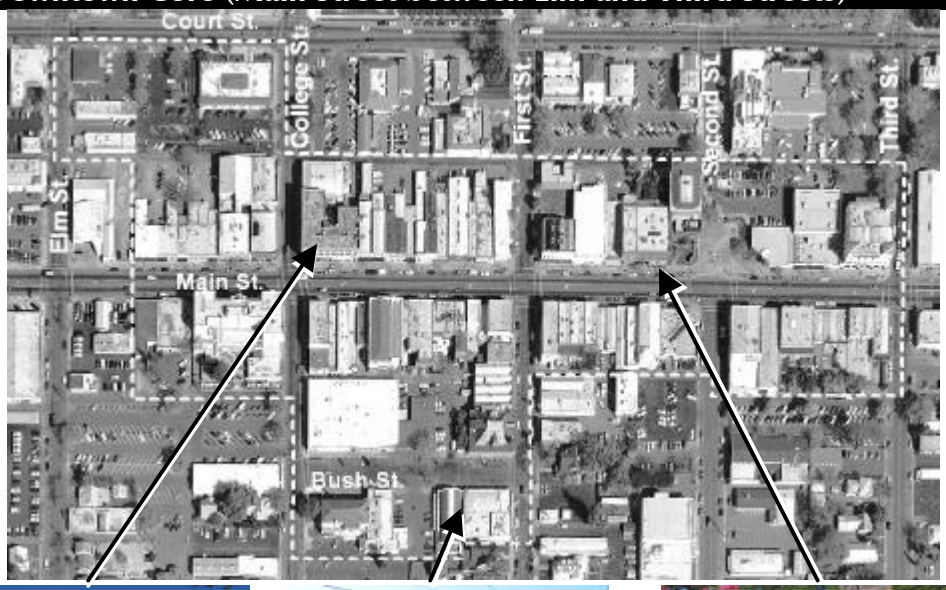
This area has the potential to be the western gateway into the Downtown, with new building standards in this Specific Plan designed to help newly constructed buildings blend in with the rest of the Downtown area to the east. A gateway element is also planned for the area.

The north side of Main Street between Elm and Walnut Streets is planned for reuse as a multi-story mixed use facility, with retail uses on the ground floor and residential units on the upper floors.

The south side of Main Street is expected to develop with retail uses, expanding the design elements found in the rest of the Downtown. A mix of office uses is also appropriate, and there is enough land to develop a large office building if desired.

While a new theater site is included in the alternatives presented in the plan, the continued use or expansion of the State Theater remains an allowed use in this district.

A2. Downtown Core (Main Street between Elm and Third Streets)



Setting

District A2, which is located between Elm and Third Streets, is the heart of the Downtown area. The uses along this portion of Main Street consist of one- to three-story structures housing a mix of retail and office uses. Residential uses are limited primarily to the Hotel Woodland, a Single Room Occupancy (SRO) facility.

The majority of the buildings in this district are zero lot line (i.e., no side yards) and directly front onto Main Street. Nearly all the parking for these buildings is located in the interior of the blocks and is accessed through alleys. Many of the buildings on the south side of Main Street have functional spaces in the rear of the building and some buildings have breezeways that provide attractive pedestrian walkways connecting the rear of the building with Main Street.

Issues

- Traffic congestion and speeds on Main and Court Streets
- Lack of nighttime activities/uses
- Perceived lack of parking for retail uses along Main Street (or parking not convenient to some shops)
- Heritage Plaza too small and exposed for large outdoor events
- High vacancy rates on upper floors (and high costs for renovation)
- Long, narrow buildings are challenging for retailers
- Underutilization of Bush Street area
- Need for better circulation behind shops
- Unattractive pedestrian spaces on several side streets

Opportunities

- Main Street has excellent historic framework and architecture. The City should emphasize its history with historic walks, tour guides and path markers, information kiosks, and plaques on historic buildings.
- Redevelopment of Dead Cat Alley and China Town site
- Expansion of Heritage Plaza into parking area (with loss of very few spaces)
- Large pool of employees and visitors to the County facilities along Court Street
- Develop plaza behind the buildings along Main Street between College and First Streets (north side of Bush Street) to allow for ready access to spaces, potential subdivision of buildings, and to create an outdoor restaurant area that builds on the success of Morrison's
- Expand the use of paseos/breezeways to connect Main Street with the rear of shops and parking
- Encourage office and residential uses in currently vacant upper floors
- Reuse of existing Police Station facilities for potential expansion of City Hall
- Potential for streetscape improvements with unified street furniture

Vision

Once the primary shopping location in town, the Downtown has lost this role over the last few decades as other shopping types moved into the community. But even with this loss, the strength and beauty of the Downtown remains solid. The overall vision for this area is to again become a social gathering place and the main location in town for entertainment, dining, and specialty retail.

An initial step in achieving this vision is to improve and enhance the aesthetic characteristics of Main Street through such improvements as enhancement of existing building facades and streetscape improvements to include new street furniture and landscaping.

The second step is to create exciting and inviting pedestrian-oriented areas such as courtyards, plaza, and attractive sidewalk areas. The north side of Bush Street, between College and First Street, has tremendous potential as a commercial courtyard that can be modeled after the courtyard behind the building on the south side of Main Street between Second and Third Streets.

The City has the opportunity to expand Heritage Plaza as a focal point for social interaction. This would also include enhancing pathways from governmental buildings off of Court Street into the Downtown to increase patronage of the shops and restaurants. The last item is to encourage professional offices, educational facilities, and residential uses (e.g., live-work and senior housing) on the second and third floors of historic buildings.

A3. Core Expansion (Main Street between Third and Fifth Streets)

Setting

District A3 is located between Third and Fifth Streets along the Main Street corridor. The two blocks north of Main Street consist of commercial uses including auto-related commercial (auto dealership) and office uses (e.g. Department of Corrections) along with two residences on the corner of Court and Fifth Street. Parking for this block is provided in the interior of the block. The two blocks south of Main Street consist of service and retail commercial uses including restaurants, a furniture store, and a bar.

Issues

- Possible relocation of existing auto dealers and issue of reuse
- Possible closure of Fourth Street to develop site
- Vacant land and large automobile display lot is an impediment to pedestrian movement to the east
- Lacking streetscape amenities (street furniture, trees)

Opportunities

- Development of multiscreen cinema and plaza at site of existing auto dealer on Main Street
- Development of a multistory parking structure with ground floor retail/food court use
- Extension of Fifth Street north of Main Street with addition of on-street parking to better serve Freeman Park
- Area will be close to heavy office uses planned to the east (could spur additional restaurant or service commercial uses)

Vision

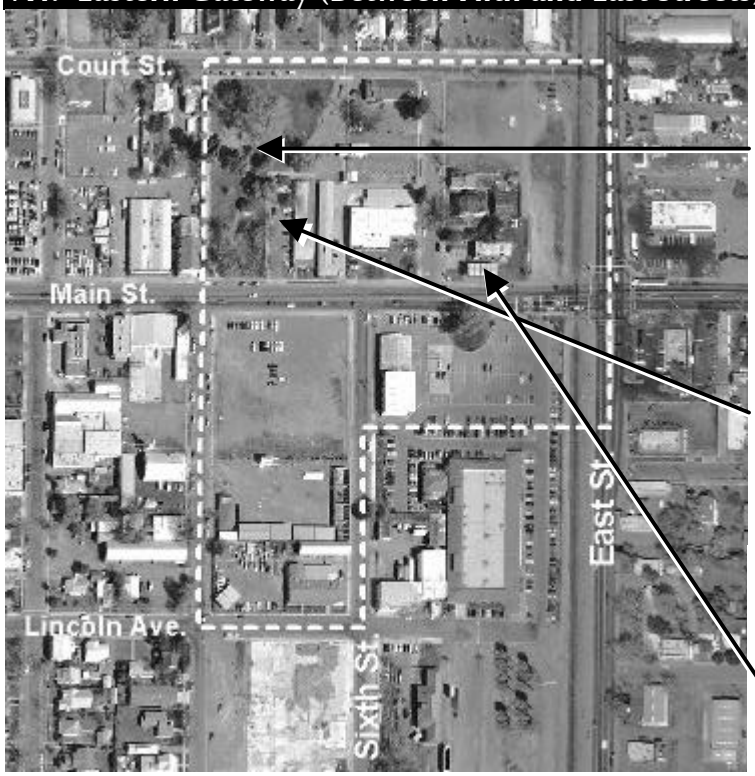
This area has tremendous potential to serve as a key to using the Downtown as a social/entertainment center for the community. Located one block from the Opera House (a very well established theater/entertainment venue), the development of a cinema in this district would provide a great concentration to support nighttime operations for restaurants and shops in the Downtown. These complementary uses would be attracted to this area of Main Street and add to the Downtown's nightlife.

A multi-story parking structure is also envisioned on the north side of this district. Being one block from the Opera House and one to two blocks from the County Courthouse and offices, this site offers an outstanding location for a parking structure that could be utilized both day and night.

To develop the cinema, the Specific Plan proposes to close Fourth Street between Main and Court Streets. To maintain access and provide for additional parking for Freeman Park, the reestablishment of Fifth Street between Main and Court Streets is recommended. Parking would be provided through diagonal parking on the east side of the street as a minimum, both sides if possible.

Alternative uses for this site would be infill with office uses with some limited first floor retail.

A4. Eastern Gateway (Between Fifth and East Streets)



Setting

District A4 is located on the eastern side of the Main Street commercial corridor between Fifth and East Streets. In the area just north of Main Street and west of Sixth Street, land uses consist of a two-acre City park (Freeman Park), two motel structures (one used as offices), an auto glass shop and a bicycle shop. To the east of Sixth Street is a Shell gas station (recently rebranded from a Texaco franchise) and two residential uses.

South of Main Street, the western end has a large, vacant lot on Main Street that is used to store new automobiles, a City-owned storage yard, and further south, two commercial uses (i.e., towing yard and furniture store) along Lincoln Avenue. The parcel on the southeast side of the section consists of a governmental use (Parks, Recreation and Community Services Department) with a large and mostly underutilized parking lot.

Issues

- Gas station located at main entrance to historic Downtown is out-of-character with area
- Auto repair shop with bays facing on Main Street
- Heavy traffic and high traffic speeds on Main and East Streets
- Long queuing of vehicles in eastbound direction blocking exit from Sixth Street
- Lack of streetscaping, including landscape elements
- Travelers on Main Street have a brief and limited view of Freeman Park
- Key lot used to store vehicles (gives land a low value appearance)
- Area contains a municipal water well and a communications tower

Opportunities

- Freeman Park could provide a nice entrance to Downtown if it had a larger frontage on Main Street
- Available vacant and underutilized property at corner of two busy streets (Main and East Street) providing easy access and visibility
- Relocation of Parks, Recreation, and Community Services Department from building at Main and Sixth Streets opens up for reuse a very attractive area along Main Street
- The City owns property in the district that can be leveraged to assist in developing the area
- Primary gateway to the Downtown
- Heritage oak tree on Main Street could be utilized as a gateway element, highlighting the heritage of the City

Vision

This district offers some of the most valuable and flexible land available for development in the Downtown. The south side of Main Street has the most undeveloped land. With the planned move of the Parks, Recreation, and Community Services Department (offices are at the southeast corner of Main and Sixth Streets on a City-owned parcel), a City-owned parcel along Fifth Street, and an underutilized parcel at the southwest corner of Sixth and Main Streets, the entire frontage would be available for development. The Specific Plan sees this area as containing a mix of two- and three-story office buildings with a small amount of retail/restaurants on the ground floor (about 5,000 square feet).

On the north side of Main Street, the mixed-use development theme that exists to the north (old Rice Mill buildings) can be extended southward along East Street on both sides of Main Street. The City could also extend Freeman Park eastward out to 6th Street to capitalize on its unique location as a relatively large downtown park.

The City will punctuate this concept through attractive signage, identifying the Downtown, on both sides on Main Street.

B. Government Center (Court Street between Elm and Fourth Streets)

Setting

District B is bordered by North Street to the north, City and County uses along Court Street to the south, Elm Street to the west, and extends one parcel to the east of 4th Street. This is Woodland's government district, and includes City Hall, the main public library, and most of Yolo County's government offices and buildings (including the County administrative offices and the County courthouse). There is also a commercial office building and church located to the north of the County buildings along North Street. Other uses include the Wayfarer Center at the northeast corner of 4th and Court Streets and a mixture of office commercial and residential uses on the western most block of this section. Approximately 40 percent of this block is vacant land that is owned by the City (northwest corner of College and Court Streets). The City started construction of a surface parking lot on this site in the summer of 2002.

Issues

- Lack of design compatibility of two existing County Administration buildings with the adjacent County Courthouse and Woodland Public Library buildings
- Heavy traffic and high traffic speeds on Court Street
- Poor capture of employees and visitors to the County complex by businesses in Downtown
- Need to provide better connectivity to the Main Street corridor
- Lack of adequate parking near County buildings resulting in overflow parking in adjacent residential areas
- Reuse of Police Department headquarters once they move to their new facility

Opportunities

- Reuse of County administrative building parking lot for additional County offices/courts or a parking structure
- At the northwest corner of College and Court Streets, complete development of a surface parking lot with landscaping. In the longer term, look to developing this site for an office building or parking garage (depending on future demand)
- Develop pedestrian walkways from the Woodland Public Library, County Courthouse, and Administration Building to provide a direct linkage with the Main Street corridor

Vision

District B already possesses several positive characteristics such as the strong architectural features of several historic structures (Courthouse and library) and attractive, mature landscaping. The vision for this District is to continue with the existing theme by blending new buildings with its already attractive surroundings and to create stronger links between the government buildings southward toward City Hall and the Main Street corridor. This would be accomplished through careful design of future County Courthouse expansion (at the corner of 4th and Court Street) and office buildings and creating more inviting pedestrian pathways primarily through streetscape improvements.

A short-route trolley (small bus) system that services the County buildings and the Main Street corridor is another potential to encourage interaction.

C. Transition District (Court Street and Lincoln Avenue)

Setting

Area C consists of three areas located on the periphery of the Downtown Area. The first area lies along North, Fourth, and Court Streets adjacent to the institutional district to the south. Buildings in this area consist mostly of two-story Victorian or bungalow buildings occupied by a mixture of residential and office commercial uses. The area contains some underutilized land on the western border of the area along North Street and both vacant and underutilized land along 4th Street and Court Street. The second area lies on Court Street just north of the Main Street commercial corridor and serves as a transition from the residential neighborhoods to the north and the commercial and institutional uses to the south. The buildings consist of two-story Victorians and single-story Bungalows used primarily for professional office, with some residential uses. The third area consists of land uses adjacent to the Lincoln Avenue corridor. This area serves as a transition between the residential neighborhoods to the south and the Downtown commercial corridor to the north. The land uses consist primarily of detached single unit Victorian buildings consisting of a mix of both residential and office commercial uses. Churches are clustered toward the eastern edge of this area.

Issues

- Heavy traffic on Court Street and Lincoln Avenue
- Visual clutter of rear yards
- Vehicle access from commercial uses into residential neighborhoods
- Lack of adequate parking near County buildings. Overflow parking occurs in adjacent residential areas
- Maintaining a true transition

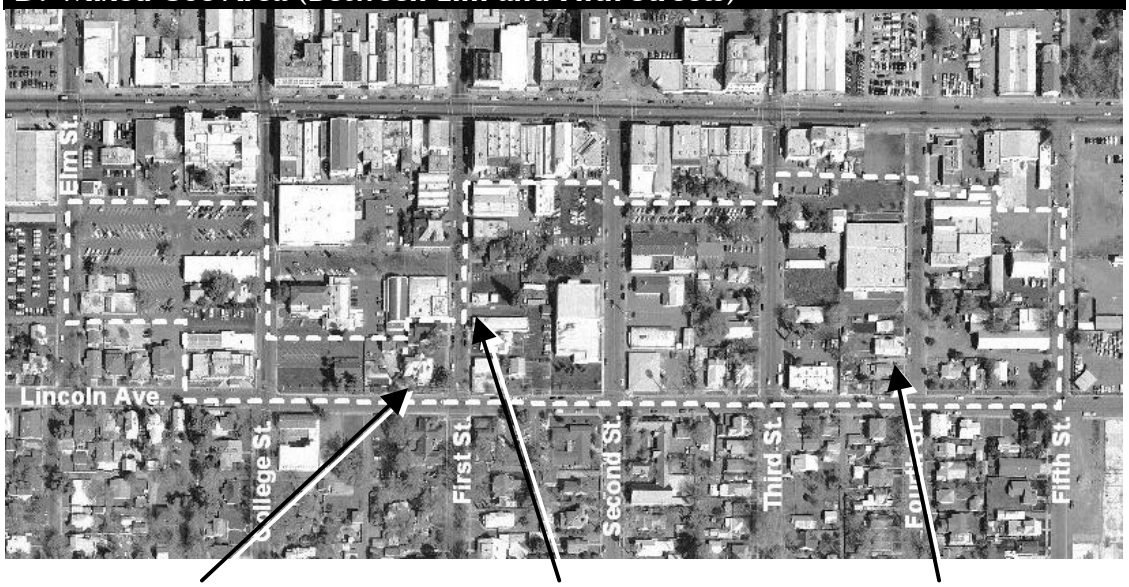
Opportunities

- Potential for historic preservation and rehabilitation of residences (i.e., Victorians)
- Courthouse and library provide well-defined edges for Downtown area
- Increase code enforcement to reduce visual blight in this District. Also opportunities for City, County, businesses, and residents to partner to increase security and code enforcement issues.
- Potential for streetscape improvements

Vision

The City's intent for District C is to maintain its role as a transition area between the residential neighborhoods and the main portion of Downtown. The office commercial uses in these areas will continue act as a buffer to soften the impacts of industrial, retail, and service commercial uses closer to Downtown. There are opportunities in these areas to develop scattered vacant and underutilized land and for adaptive reuse of residential buildings into office uses.

D. Mixed Use Area (Between Elm and Fifth Streets)



Setting

District D is located just south of the Main Street commercial corridor and north of Lincoln Avenue between Elm and 5th Street. This District consists of a mixture of commercial, residential, and institutional uses. Many of the commercial uses are located in large, square nondescript buildings (e.g., Pac Bell building). Many of the commercial buildings are supplied with abundant parking. Several single-family residential units consisting of one-story Bungalows and two-story Victorians are scattered around the eastern part of this District. Several churches are located on the southern border of the District primarily along Lincoln Boulevard.

Issues

- Visual attractiveness of corridor in some areas
- Some out-of-place residential uses (adjacent to incompatible land uses)
- Wide range of land use intensities in a small area

Opportunities

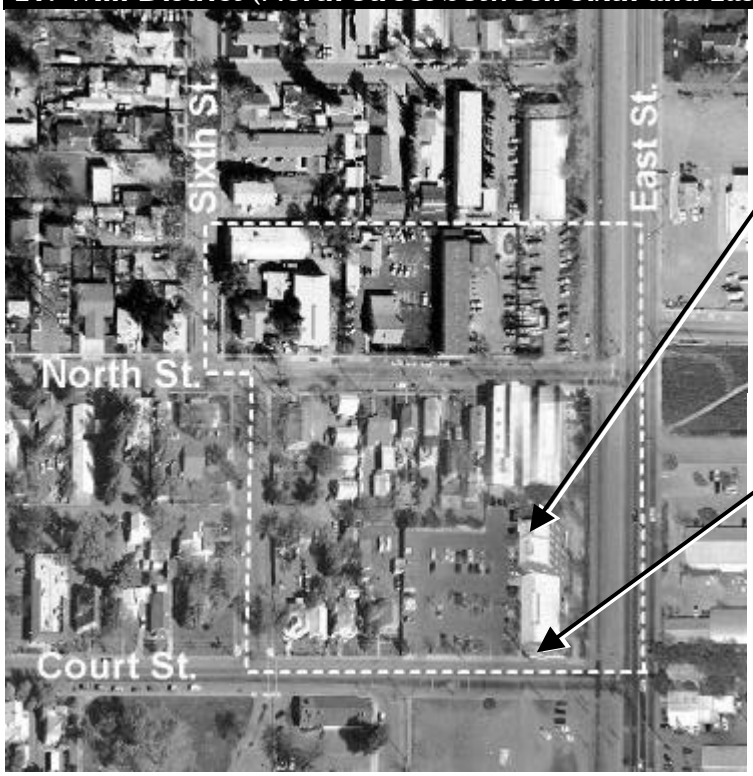
- Several underutilized lots provide opportunities for infill development
- Available parking in the area provides flexibility for events at facilities in this district
- Potential for historic preservation and rehabilitation of residences (i.e., Victorians)
- Streetscape improvements for First and Bush Streets to provide a more cohesive connection with the proposed plaza on the north side of Bush Street.
- Façade improvements to improve design consistency with Area A
- Possible conversion of existing residence on First Street and Lincoln Avenue to a bed and breakfast
- Conversion of existing residential area on eastern portion of Area D to light industrial uses
- Increase code enforcement to reduce visual blight of residential areas

Vision

This area has a diverse mixture of land uses including residential, commercial, industrial, and institutional uses. The City envisions the consolidation of the uses into more distinct single use blocks. For instance, the eastern side of the District has a mixture of incompatible uses such as industrial and residential uses. Eventually this area will need to be transformed into an area entirely of industrial uses.
District D also has several opportunities for new development since there are several vacant and underutilized lots.

This District will like see more transitional changes than any major shift in land uses.

E1. Mill District (North Street between Sixth and East Streets)



Setting

This area primarily consists of single-family residential development in the southwest, two multi-family developments and industrial uses located north of North Street, and a mixed-use complex at the northwest corner of Court and East Streets.

The mixed-use complex, the old Rice Mill building (the East Street Court development), provides an interesting mix of uses in a renovated historic structure. This building provides a great secondary entrance statement to many entering the Downtown.

Issues

- Existing housing is in poor condition
- Incompatible mix of multi-family and industrial uses
- Misalignment of North and Lemen Streets at East Street

Opportunities

- Opportunity for expansion of existing mixed-use development and new retail development
- Rehabilitation of single-family units
- Development of secondary gateway identification at Court and East Streets
- Cleanup and screening of existing industrial areas

Vision

This District offers the potential to expand the mixed-use Rice Mill development south between Court and Main Streets. Streetscape improvements (e.g., street trees) along East Street and North Street would provide an attractive entry point into the Downtown.

As part of the East Street Corridor Specific Plan, Lemen Avenue (which is perpendicular to East Street) will be realigned to improve traffic flow at the North and East Streets intersection. A traffic signal will also be installed at this intersection, and left turns from Court Street will be eliminated.

The City will need to work with industrial uses along the north side of North Street to provide screening of industrial uses.

E2. Gateway Revitalization (Between Fifth and East Streets)

Setting

District E2 is located on the southeastern edge of the Planning Area between Fifth and East Streets. Most of the site consists of vacant/underutilized land along the Union Pacific rail line. Other uses in the District include industrial uses at Sixth and Lincoln Streets, at the corner of Fifth and Oak Streets, and at the corner of Pendegast and Sixth Streets. There are also two commercial uses, including a large office commercial building (the Blue Shield building) on Lincoln Avenue and East Street and underutilized commercial uses on Sixth and Cross Streets. On the southern border of this District there is a mixture of single-family and multi-family uses.

Issues

- Desire by property owners to relocate the train depot
- Potential hazardous materials contamination along rail corridor
- Mix of underutilized and vacant buildings causing blight in the area

A more complete discussion of this area can be found in Chapter 7, "Gateway Revitalization Area."

Opportunities

- Future site for new Police Station
- Expansion of existing offices uses (Blue Shield) south of Main Street
- Existing underutilized and vacant land available for development of a business park along rail corridor
- Rehabilitation of existing housing stock and development of new housing utilizing Redevelopment set aside funds (as available)

Vision

District E2 will serve as the location for the new police station. The City also envisions a new business park to the east of the proposed police station site and the expansion of the residential uses south of Cross Street.

A complete description of the future uses planned for this area are provided in detail in Chapter 7, "Gateway Revitalization Area."

Please see the next page.

4 Circulation

Circulation and parking will play a crucial role in the utilization and revitalization of the Downtown. To be successful, the Downtown must balance the needs for easy vehicular access and parking with the desire to further develop an inviting pedestrian environment.

4.1 SETTING

Vehicular Circulation

Downtown Woodland is easily reached as a destination by the regional circulation system. Interstate 5 runs north-south directly through the east side of Woodland and State Route 113 links the city directly to Interstate 80. State Route 16 connects Woodland with Interstate 505 and Interstate 5.

Vehicular traffic in the Downtown area currently consists of both through traffic and traffic specifically destined for the Downtown. Main Street and Court Street are the primary east-west arterials that carry destination traffic and through traffic for the Downtown area.

The Downtown's intersections are a key component of the Downtown circulation system. These are the "nodes" that connect and interconnect all individual roadway segments of the system. They are also usually the critical elements of the roadway system in assuring adequate travel capacity, minimizing delays, maximizing safety, and minimizing environmental impacts.

To determine the existing operating conditions of the roadways in the Downtown area, several intersections were selected for traffic volume analysis. Traffic counts were collected during both the a.m. and p.m. peak hours for key intersections in December 2001. Peak traffic hours are the time periods during a weekday morning and evening when the heaviest traffic flows tend to occur. The a.m. peak runs from 7-9 a.m., and the p.m. peak runs from 4-6 p.m.

Levels of Service (LOS) designations for these intersections were also developed based on the traffic volumes that were calculated. LOS is typically used by transportation professionals to describe operational (i.e., traffic) conditions. It is a common, qualitative measure of the effect of a number of factors on traffic operating conditions, including speed, travel time, traffic interruptions, freedom to maneuver, safety, driving comfort, and convenience. The LOS for intersections ranges from "A" (the best) to "F" (the worst) as indicated in Table 4-1 for both signalized and stop-controlled intersections. Figure 4-1 shows the existing signalized and stop-controlled intersections in the Downtown area.

Table 4-1. Levels of Service (LOS)

Level of Service	Description	Average Control Delay (seconds/vehicle)
Signalized Intersection Level of Service Criteria		
A	Operations with very low delay occurring with favorable progression and/or short cycle length.	Less than or equal to 10
B	Operations with low delay occurring with good progression and/or short cycle lengths.	>10 to 20
C	Operations with average delays resulting from fair progression and/or longer cycle lengths. Individual cycle failures begin to appear.	>20 to 35
D	Operations with longer delays due to a combination of unfavorable progression, long cycle lengths, or high volume-to-capacity ratios. Many vehicles stop and individual cycle failures are noticeable.	>35 to 55
E	Operations with high delay values indicating poor progression, long cycle lengths, and high volume-to-capacity ratios. Individual cycle failures are frequent occurrences. This is considered to be the limit of acceptable delay.	>55 to 80
F	Operation with delays unacceptable to most drivers occurring due to over saturation, poor progression, or very long cycle lengths.	>80
Stop-Controlled Approach Level of Service Criteria		
A	Little or no conflicting traffic.	Less than or equal to 10
B	The approach begins to notice absence of available gaps.	>10 to 15
C	The approach begins experiencing delay for available gaps.	>15 to 25
D	The approach experiences queuing due to a reduction in available gaps.	>25 to 35
E	Extensive queuing due to insufficient gaps.	>35 to 50
F	Insufficient gaps of suitable size to allow traffic demand to cross safely through a major traffic stream.	>50

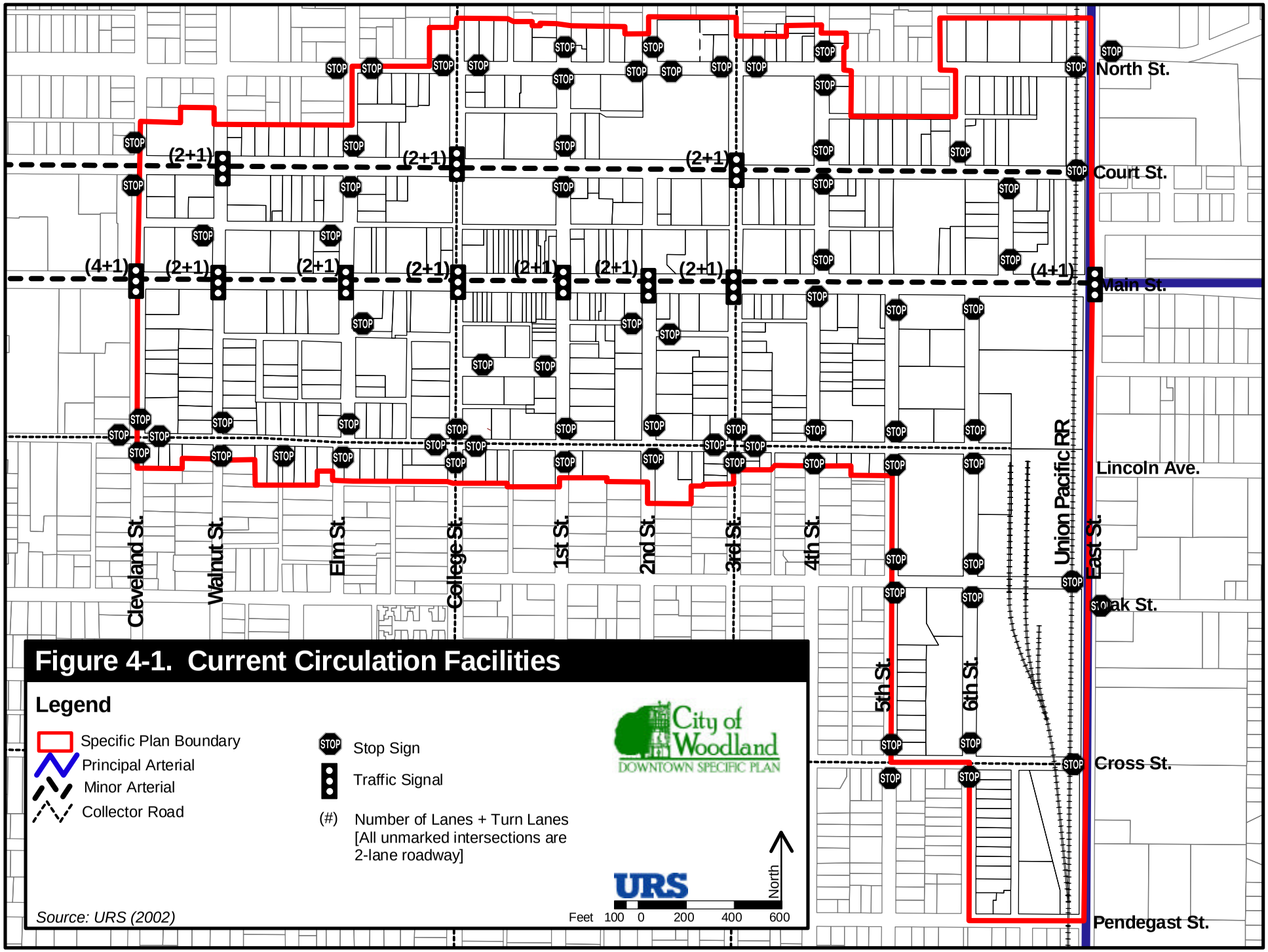


Figure 4-1. Current Circulation Facilities

Table 4-2 indicates both the existing peak hour traffic volumes and LOS for each study intersection in the Downtown area. As revealed in the table, nearly all intersections operate at a LOS C or better with the exception of the intersection at Main and East Streets. This intersection operates at a LOS D during both peak hour periods.

Table 4-2. Existing Traffic Volumes and Levels of Service (LOS)

Roadway	AM Traffic Volume	PM Traffic Volume	Level of Service (LOS)	
			AM	PM
Lemon Avenue/East Street	1,092	1,360	A	A
Court Street/East Street	1475	1,762	A	A
Main Street/East Street	2,497	3,400	D	D
Oak Street/East Street	1,100	1,603	A	C
Cross Street/East Street	1,166	1,703	A	B
Main Street/6th Street	1,138	1,754	A	A
Main Street/5th Street	1,057	1,648	A	A
Court Street/3rd Street	1,052	1,241	B	C
Main Street/3rd Street	1,331	1,952	B	B
Lincoln Avenue/3rd Street	1,264	804	A	B
Court Street/College Street	1,212	1,594	B	B
Main Street/College Street	1,196	1,840	B	B
Lincoln Avenue/College Street	903	1,071	B	C

Generally all signalized and unsignalized intersections perform adequately during peak periods. Exceptions to this are some failing minor approaches at unsignalized intersections and delays caused by train movements.

Parking

The existing parking supply in Downtown consists of both restricted and unrestricted on-street parking, and private and public off-street parking.

Downtown Parking Management Plan

In November 2001, the City of Woodland prepared the Downtown Parking Management Plan (DPMP) that encompasses the Downtown area. As part of the DPMP, a 15-block survey was conducted in 1999 that indicated that during peak weekday periods (2pm) overall parking occupancy in Downtown Woodland reaches 64 percent. During that same period, all of the off-street lots north of Main Street where most of the major employers are located are more than 85 percent occupied (according to the DPMP, a parking area is considered fully utilized when its occupancy rate is 85 percent of higher, and people typically begin to experience difficulty finding parking spaces when occupancy rates reach 80 percent). Some of the major employers in the Downtown include the Yolo County Administrative/State Court Facility, the City of Woodland, the U.S. Post Office and the Daily Democrat.

The overall goal of the DPMP is to effectively manage the use of the parking facilities in the Downtown area so that an adequate supply is available for retail patrons, visitors to government and private offices, and employees. This would be accomplished through the application of parking requirements for new development, parking time limits, user fees in public lots, and enforcement.

As shown in Figure 4-2, the DPMP area has been divided into five different individual zones. The zones are as follows:

- **Area 1**. Area 1 is the core area of the Downtown where public parking would be more heavily regulated initially. This area is bounded by Elm Street on the west, North Street on the north, Fifth Street on the east and Lincoln Avenue on the south.
- **Area 2.** Area 2 is a three-square block area west of the core where parking facilities could be constructed in the future and where public parking could be more heavily regulated as demand increases. This area is bounded by Walnut Street on the west, North Street on the north, Elm Street on the east, and Lincoln Avenue on the south.
- **Area 3**. Area 3 is an area that is mostly residential, and lies north of the core where residential permit parking may be implemented in the future as parking demand in the core increases. This area is bounded on the west by Walnut Street, on the north by Clover Street, on the east by East Street, and on the south by North Street.
- **Area 4.** Area 4 is a six-square block area east of the core where parking facilities could be constructed in the future, and where public parking could be more heavily regulated as demand increases. This area is bounded by Fifth Street on the west, North Street on the north, East Street on the east and Lincoln Avenue on the south.
- **Area 5**. Area 5 is an area that is mostly residential and lies north of the core. This is an area where residential permit parking may be implemented in the future as parking demand in the core increases. The area is bounded on the west by Walnut Street, on the north by Lincoln Avenue, on the east by East Street, and on the south by Oak Avenue.

In addition to showing the five parking zones, Figure 4-2 identifies the existing and proposed off-street parking lots. There are a total of 12 City-owned parking lots containing a total of 550 parking spaces, and two County parking lots containing a total of 254 parking spaces. The City also started work in the summer of 2002 on a new surface parking lot on the northwest corner of Court and College Streets.

Overall, additional parking improvements will be needed to accommodate future growth especially north of Main Street. Parking facilities should be located throughout the Downtown area, and be built when the need for parking exceeds the capabilities of the surface parking lots or parking structures, or when the surface lots are no longer economical.

There are a variety of ways to fund the needed parking improvements. A portion of the money can come from redevelopment funds and development fees. Mechanisms to obtain additional financing include the formation of an assessment district, in-lieu fees (when developers cannot provide necessary parking spaces), and parking fees.

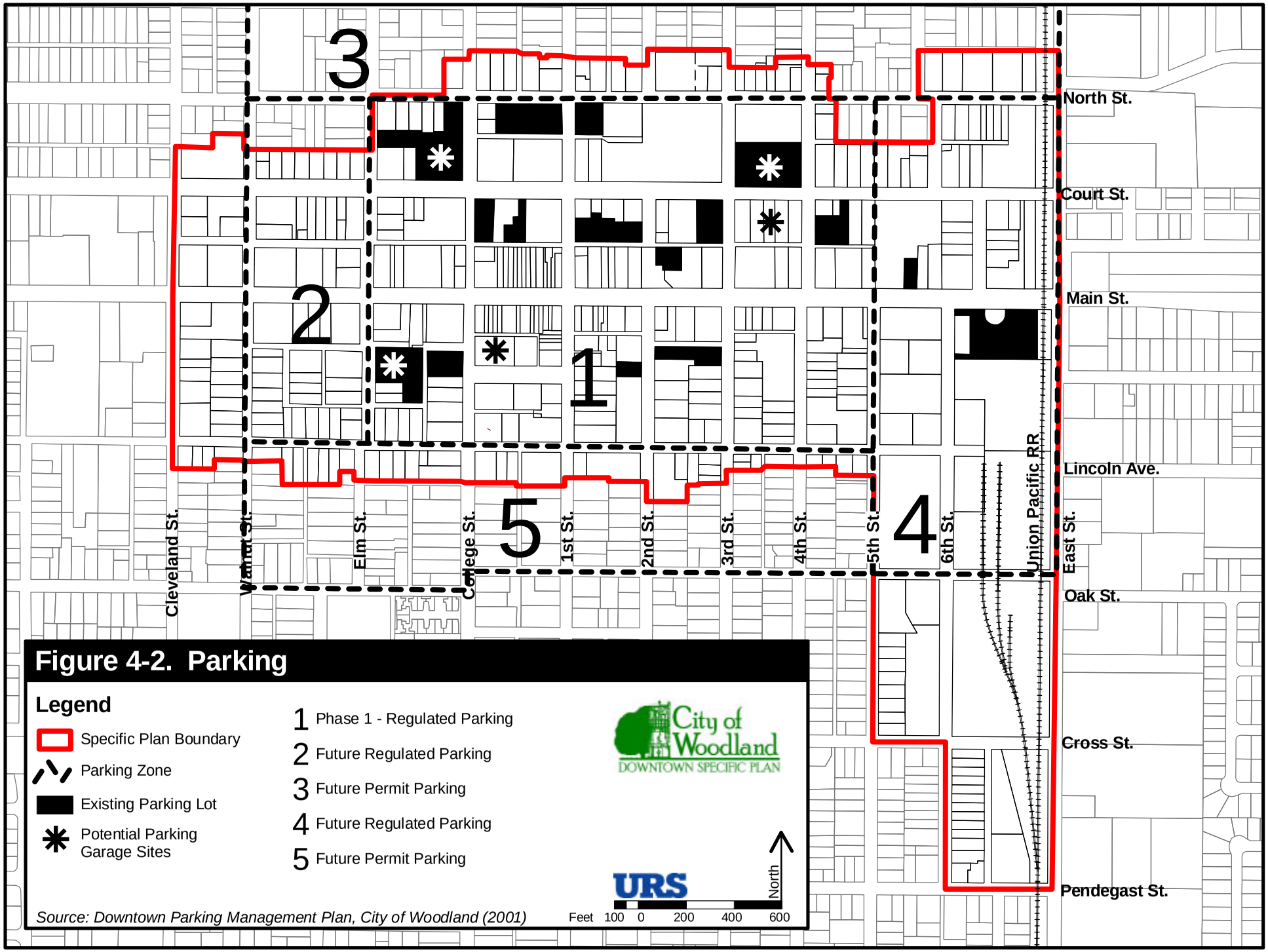


Figure 4-2. Parking

Source: Downtown Parking Management Plan, City of Woodland (2001)

Pedestrian Circulation

Since the success of the Downtown depends on its extensive use by pedestrians, the provision of comfortable, convenient and beautiful pathways are important. The improvements recommended in this Plan include an extensive streetscaping program and new pathways connecting existing and future parking areas to Main Street. The use of the alleys as pedestrian ways and alley entrances to Main Street businesses is also encouraged. Existing sidewalks are also recommended to be upgraded where needed, and to include handicap accessibility.

Promoting a safe walkable streetscape that is free of intrusions will encourage pedestrian use. Furthermore, establishing destinations within the Downtown will encourage greater pedestrian traffic.

Public Transit

Public transit in the Downtown is provided by the Yolo County Transportation District (YCTD). The primary services of YCTD's Yolobus in Woodland include the following:

- **Local Service.** Yolobus operates fixed-route service within Woodland. Routes 210 and 211 are loop routes on one-hour headways that operate from Road 98 to just west of Road 102 and provide access to major shopping centers, medical facilities, Downtown Woodland, Woodland High School, Yuba College, the public library, the County courthouse, and EDD/DMV. Route 210 operates in a counter-clockwise loop while Route 211 operates in a clockwise loop. The local routes also include Route 242, which is a commuter service to U.C. Davis that operates during the a.m. and p.m. peak hours.
- **Inter-City**. Yolobus offers hourly inter-city fixed-route service to Davis, West Sacramento, downtown Sacramento, and the Sacramento International Airport on Route 42. Although this route passes along East Street, this bus does not stop near Downtown Woodland.
- **Rural Service.** Fixed-route service is also available in the Downtown to the rural unincorporated communities of Capay, Esparto, Knights Landing, and Madison in Yolo County. Service to Capay, Esparto, and Madison is provided daily on Route 215. Knights Landing (Route 216) is served on Tuesdays and Fridays. These routes are scheduled to allow convenient transfers in Woodland to local Routes 210 and 211.
- **Express Service.** Route 45 offers a.m. and p.m. fixed-route service with limited stops for commuters between Woodland and Sacramento.
- **ADA Service.** Yolobus offers demand-responsive service in compliance with the Americans with Disabilities Act (ADA) requirements. In general, the ADA service includes a loop route from Woodland to Sacramento International Airport, Sacramento, West Sacramento, and Davis. Route deviation is also available in Winters and other rural areas.

Please see the next page.

5 Infrastructure

The infrastructure is the built structures and facilities of the City. Infrastructure includes water, wastewater, stormwater, police, fire protection, public utilities, and information technology. The ability of a community to provide these services is directly related to the expansion of the community. The Specific plan must identify improvements to major components of public and private infrastructure that is needed to support the uses described in the plan.

Expansion of existing infrastructure is not needed or anticipated to support planned development in the Downtown Specific Plan Area.

5.1 Existing Capabilities

Water

The City of Woodland is the only provider of water for domestic, commercial, and industrial use within the city limits and the Planning Area. Groundwater is the City's sole source of water supply. There are a total of 18 wells located throughout the City, with one well located in the Gateway Master Plan Area just south of Main Street. (See Figure 5-1, "Existing Water Pipelines") The City has one elevated water tank at Beamer and Walnut Streets north of the Specific Plan Area. According to the 1999 Water System Master Planning Studies, the City pumped 12,200 and 13,900 acre-feet of groundwater in 1989 and 1998, respectively. This was an average increase of 1.4 percent.

Groundwater levels fluctuate seasonally and reflect City and agricultural pumping patterns. Groundwater pumping for agricultural uses in the unincorporated area has been shown to influence water levels under the City on a short-term basis, with relatively rapid recovery.

Groundwater is characterized as "very hard" and has relatively high concentrations of dissolved solids and elevated nitrate levels. Although groundwater quality is generally good, some wells require disinfection treatment for non-fecal coliform bacteria. With the current chlorine treatment program, the City's water meets all applicable potable water standards.

The City's current water supply and distribution system consists of an aging network of groundwater wells and supply pipelines. Most of the City's wells were constructed in the 1960's and 1970's, and have a life expectancy of 40 to 50 years. Both the well casings and the City's smaller supply lines are prone to breakage due to deterioration.

The City's Water System Master Planning studies makes the following recommendations for water system improvements that will affect the Specific Plan Area:

- Develop an in-lieu groundwater recharge program to help counter lowering of water table levels due to increase in groundwater usage.

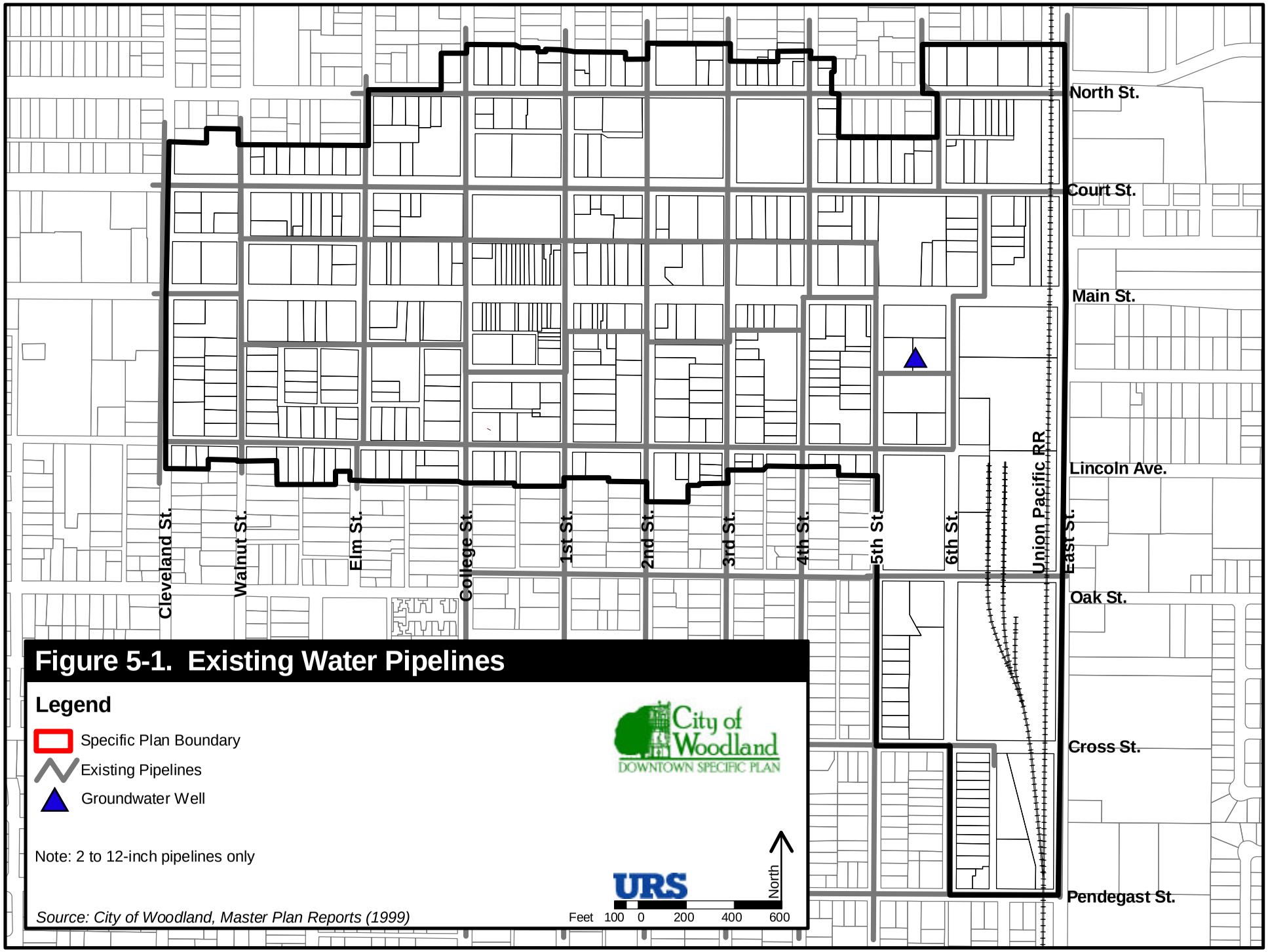


Figure 5-1. Existing Water Pipelines

Source: City of Woodland, Master Plan Reports (1999)

- Galvanized-pipe water service laterals will be replaced with copper-pipe to mitigate loss of flow capacity from corrosion and severe pitting.
- Unlined pipelines will be cement-coated or replaced to improve flow capacity.
- Two- and three-inch pipelines will be abandoned for direct tie-ins to main water lines to reduce water line breaks and unaccounted water losses.
- Mechanical improvements to Well 1 (located south of Main Street in Plan Area) to improve operating efficiency.

In addition to these improvements, several other improvements are proposed for areas outside the Specific Plan Area to meet anticipated growth in water demand due to new development.

Wastewater

The City maintains a wastewater collection system that serves the area within the city limits. (See Figure 5-2, "Existing Sewer Pipelines") Wastewater flows within the collection system comprise sanitary flows (the actual wastewater generated by residences and industries), groundwater that has leaked into the sewer, and rainfall that has leaked into the collection system. The wastewater collection system comprises three main collection basins dictated by gravity flow to the Woodland WWTP. The Basin "A" system collects wastewater from the northern portions of the City; its main trunk line runs west to east along Kentucky Avenue. The Basin "B" system collects wastewater from the core areas, flowing into a sewer main along Beamer Street. Basin "C" collects wastewater from the southern areas along Gibson Road, which are principally residential.

The Basin "B" system collects wastewater from the downtown areas (covering the Specific Plan Area), flowing into a sewer main along Beamer Street. According to the 2000 Wastewater Collection System Master Plan, only a slight increase in peak flows is expected in the future for this portion of the City's sewer system. The City experiences most of its additional flows in the northeast industrial area of the City. According to the Master Plan, the Beamer System has sufficient capacity to convey projected peak flows to the WWTP.

The Wastewater Collection System Master Plan Report has no specific improvements recommended for the Beamer sewer system. However, the following recommended projects to sewer systems outside the Plan Area will affect the Beamer sewer system either directly or indirectly:

- A new sewer system recommended to serve proposed industrial development in the northeastern portion of the City, will convey flows into the Beamer system
- A new collection system will be constructed to serve new development south of Gibson Road since the Gibson sewer system will be at capacity when City reaches build out

New construction in the Master Plan area will introduce a significant amount of wastewater that will feed into the Beamer sewer system. According to Elizabeth Houch, from the City of Woodland Public Works Department, the existing wastewater treatment plant will be able to adequately handle the increase wastewater produced by improvements made to the Master and Specific Plan areas.

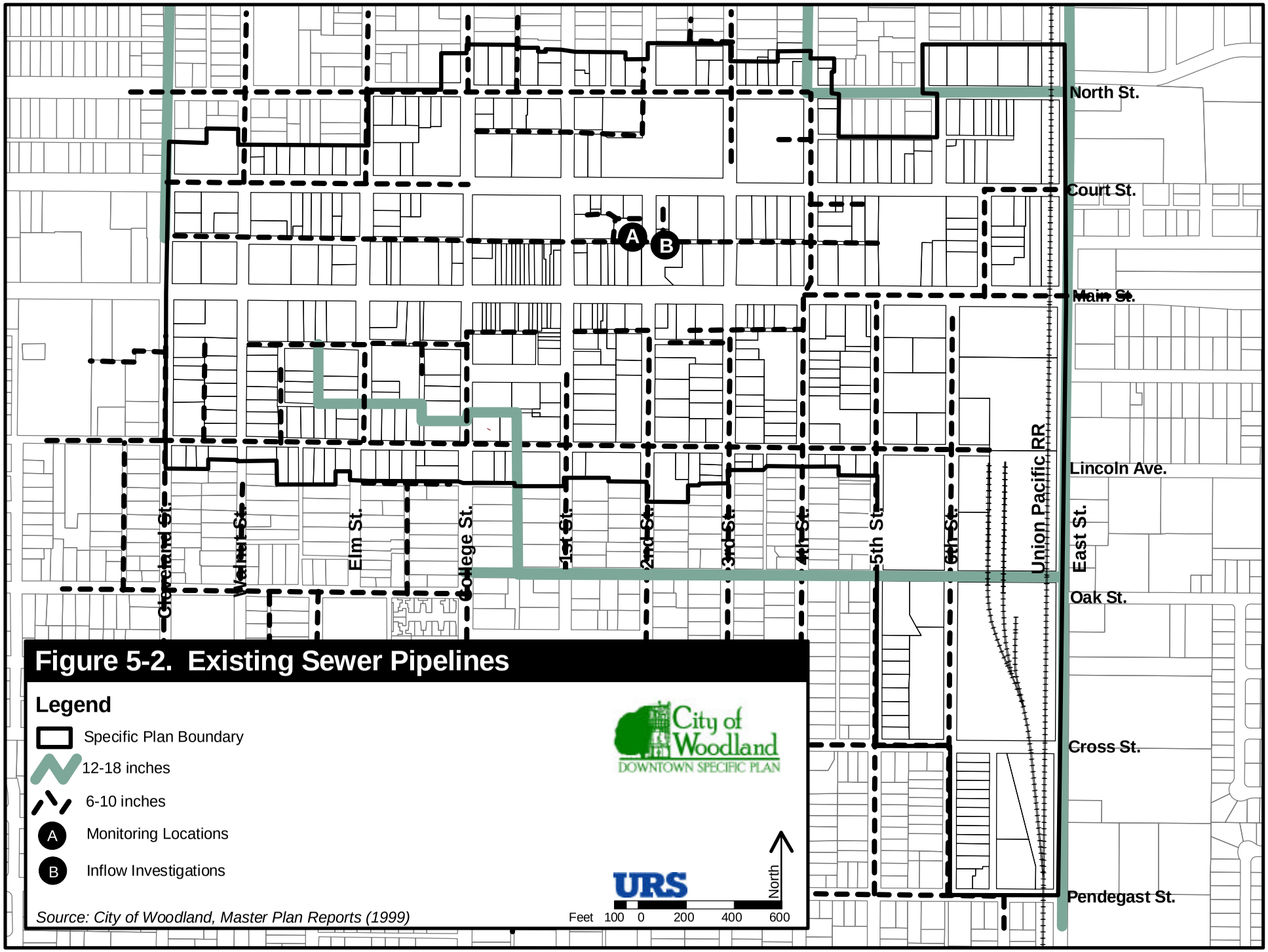


Figure 5-2. Existing Sewer Pipelines

Source: City of Woodland, Master Plan Reports (1999)

Storm Drainage

The City's main storm drainage system consists of conveyance, storage, and pumping facilities. The system transports runoff by gravity flow from west to east through trunk systems which discharge into the North Canal or South Canal. Runoff is then conveyed through the City's main pump stations that distribute the runoff to the Yolo Bypass via an outfall channel.

The conveyance system consists of pipelines and open channels. In the newer portions of the City, runoff is collected by a storm drainage lateral system. In these areas, the lateral system generally consists of regularly spaced drain inlets and pipes ranging from 12 to 24 inches in diameter. The lateral system delivers storm runoff to the storm drainage trunk system. Older portions of the City are not directly served by a lateral system. Runoff from these areas is conveyed through intersections in valley gutters, gutter culverts, or inverted siphons. Flow must travel relatively long distances to reach a drain inlet. As a result, drain inlets serve relatively large areas and their capacities are exceeded during frequent storm events.

The Specific Plan area is within the Court Street/Beamer Street Shed, the Gibson Road Shed, Kentucky Avenue Shed, and Main Street Shed.

Kentucky Avenue Trunk – This system consists of storm drainage pipelines extending from County Road 98 on the west, to an open channel commencing approximately 2,200 feet west of County Road 102. The open channel extends east to its confluence with the North Canal.

Court Street/Beamer Street Trunk – This system consists of storm drainage pipelines extending from Ashley Avenue on the west to an open channel that commences east of the intersection of Beamer Street and County Road 102. The open channel extends east to its confluence with the North Canal.

Main Street Trunk – This system consists of storm drainage pipelines that extend north from near the intersection of Helen Way and Henderson Way, located in the south-central portion of the City, to the East Main Pumping Station.

Gibson Road Trunk – This system consists of storm drainage pipelines extending from Ashley Avenue on the west to an open channel commencing on the east side of County Road 102. The open channel extends east to its confluence with the South Canal.

Older portions of the City, such as the Specific Plan Area, are not directly served by a storm drainage lateral system as found in other portions of the City. Runoff from the older portions is conveyed through intersections in valley gutters, or gutter culverts. As a result, drain inlets serve relatively large areas and often exceed their capacities during storms.

According to the City of Woodland Storm Drainage Facilities Master Plan, the entire Downtown area is located in Zone X, as designated by the FEMA Flood Insurance Rate Map. Areas designated as Zone X are those areas determined to be outside the 500-year floodplain.

The impacts related to the Specific Plan and Master Plan area will not greatly impact the City's storm drainage system. Loss of impervious surface in the Master Plan area will not be at a level that would significantly impact the existing system.

Police

A significant percentage of the City's General Fund expenditures are spent on law enforcement. This helps the City of Woodland maintain its small town quality and enjoyment of a community.

The Woodland area is policed primarily by three agencies: the Woodland Police Department, the Yolo County Sheriff's Department, and the California Highway Patrol. The Specific Plan area is served primarily by the Woodland Police Department, located at 520 Court Street. The Sheriff's Department has jurisdiction anywhere in the county, but traditionally, does not routinely exercise those powers within the city, and would not respond to calls within the city unless requested by the Woodland Police Department.

The Department's current staff includes 63 sworn officers and 38 non-sworn officers, offering a service ratio of 1.36 per 1,000 population. The City is currently in the process of building a new Police Department headquarters on a site on the east side of the Downtown area. This site is bounded by Lincoln Avenue on the north, Sixth Street on the east, Oak Street on the south, and Fifth Street on the west.

Fire Protection

As described in the City of Woodland General Plan, fire protection is a critical component of public safety. To protect residents and visitors from injury and loss of life and to protect property from fires, it is essential that personnel and equipment, available water supply and pressure, quickness of response, and reducing potential fire hazards are optimized.

The project area is within the jurisdiction of the Woodland Fire Department, which provides both fire protection services and emergency medical services in the City. The location of the City's three fire stations in relation to the Downtown are listed below.

- Station 1 (532 Court Street) is located in the approximate center of the Downtown
- Station 2 (1619 West Street) is located approximately 1.1 miles south from the southwestern corner of the Downtown plan area
- Station 3 (1550 Springlake Court) is the City's largest facility and is located approximately 1.2 miles east of the eastern boundary of the Downtown plan area

According to the Spring Lake Specific Plan (December 2001), the Department's Insurance Services Office (ISO) rating is three, with one indicating excellent service and ten indicating minimal or no protection. ISO ratings take into account firefighting personnel, equipment, and response times. The City has a goal to respond to emergencies in less than four minutes.

Public Utilities

Public utilities include electricity, gas, and communication services. All are provided by private utility companies and are currently available throughout the entire Specific Plan area. Pacific Gas and Electric (PG&E) provides electricity and gas to the City, Pacific Bell provides telephone service, and Charter Communications provides Cable Service. The existing infrastructure for each of these utilities is adequate to meet the demands created by build out of the Specific Plan area.

The Spring Lake Specific Plan will guide the development of 1,097 acres located primarily south of Gibson Road and east of

SR 113, immediately south of he City limits. The current consumption level of electricity, gas, and communication services experienced by the City will increase significantly upon build out of the Spring Lake Specific Plan area. Build out of the Spring Lake Specific Plan will require additions and improvements to the existing utilities to accommodate the new growth. These improvements will not impact the availability of utilities in the Master Plan area.

Information Technology

The City encourages the use of information technology. Increased use of information technology can increase interaction and cooperation among the community, government, industry, and education. The facility will continue to make efforts to support and facilitate the development of the infrastructure necessary for all residents to make use of and benefit from current and emerging communication technologies.

5.2 Infrastructure Policies

The infrastructure policies necessary to adequately support the plans put forth in this Specific Plan and the City's General Plan are listed in Chapter 8, "Implementation."

5.3 Planned Facilities and Needs

Implementation of the Downtown Specific Plan does not require any improvements to the existing infrastructure. Water, wastewater, storm drainage, sewer, and public utilities are all in place and are capable of providing service to the Downtown Specific Plan Area. Improvements made to the Downtown as prescribed by this Specific Plan will not create a significant load on the existing infrastructure.

Water

The City's Water System Master Planning Studies makes the following recommendations for water system improvements that will affect the Specific Plan Area:

- Develop an in-lieu groundwater recharge program to help counter lowering of water table levels due to increase in groundwater usage.
- Galvanized-pipe water service laterals will be replaced with copper-pipe to mitigate loss of flow capacity from corrosion and severe pitting.
- Unlined pipelines will be cement-coated or replaced to improve flow capacity.
- 2- and 3-inch pipelines will be abandoned for direct tie-ins to main water lines to reduce water line breaks and unaccounted water losses.
- Mechanical improvements to Well 1 (located south of Main Street in Plan Area) to improve operating efficiency.

In addition to these improvements, several other improvements are proposed for areas outside the Specific Plan Area to meet anticipated growth in water demand due to new development. According to the Water System Master Plan Studies, Dec 1998, the projected water demand for the City of Woodland is twice the City's 1994 usage of 12,600 acre-feet. The 1994 GP EIR states that the "overall increase in demands will occur because the Land Use Diagram also includes lands which are vacant and not currently using

groundwater but are planned for urban development." The report states that future water needs can be met by increasing groundwater pumping. The groundwater basin may not be replenished at its current rate due to a reduction in groundwater recharge from irrigation water. In addition, urban land uses increase the amount of impervious surfaces, thus reducing the quantity of rainfall infiltrating directly to the aquifer. The amount of impervious surface lost due to the build out of the Master Plan area will not significantly reduce groundwater recharge.

New municipal well and water delivery pipelines will be required in the Spring Lake Specific Plan area to serve new growth. Facilities will be sized to provide delivery capacity to meet water demands during peak conditions and at the same time meet fire protection needs. Peaking factors, fire flow requirements, and a system pressure range, which must be utilized in designing the facilities, are set out in the City's standard specifications.

Wastewater

The Wastewater Collection System Master Plan Report has no specific improvements recommended for the Beamer sewer system. However, the following recommended projects to sewer systems outside the Plan Area will affect the Beamer sewer system either directly or indirectly:

- A new sewer system recommended to serve proposed industrial development in the northeastern portion of the City, will convey flows into the Beamer system.
- A new collection system will be constructed to serve new development south of Gibson Road since the Gibson sewer system will be at capacity when City reaches build out.

New construction in the Master Plan area will introduce a significant amount of wastewater that will feed into the Beamer sewer system. According to Elizabeth Houch, from the City of Woodland Public Works Department, the existing wastewater treatment plant will be able to adequately handle the increase wastewater produced by improvements made to the Specific Plan areas.

Storm Drainage

The impacts related to the Specific Plan and Master Plan area will not greatly impact the City's storm drainage system. Loss of impervious surface in the Master Plan area will not be at a level that would significantly impact the existing system.

Police

The City of Woodland is currently in the process of developing a new Police Headquarters within District E2 (See Figure 3-3, "Downtown Districts").

According to the City's Police Department, police protection for the Specific Plan area has been planned based on the General Plan buildout. Since this Specific Plan will not exceed the development potential described in the General Plan, no service or equipment issues are expected.

Fire Protection

According to the City's Fire Department, fire protection for the area has been planned based on the General Plan. Since this Specific Plan will not exceed the development potential described in the

General Plan, no service or equipment issues are expected.

Utilities

The Spring Lake Specific Plan will guide the development of 1,097 acres located primarily south of Gibson Road and east of SR 113, immediately south of he City limits. The current consumption level of electricity, gas, and communication services experienced by the City will increase significantly upon build out of the Spring Lake Specific Plan area. Build out of this plan area will require additions and improvements to the existing utilities to accommodate the new growth. These improvements will not impact the availability of utilities in the Master Plan area.

Information Technology

The City makes a conscious effort to foster the use of information technology. To provide more reliable and enhanced services in the future, the Information Services Division plans on constructing state-of-the-art communications facilities into the new Police Station building to provide for reliable emergency communications in the City.

Please see next page.

6 Design Guidelines

These guidelines are intended to guide both renovations and the development of new structures and improvements in the Downtown area. Within these guidelines are both recommendations and specific requirements that are formulated to maintain and enhance the historic Downtown area while allowing for design creativity and flexibility. It is the Downtown's mix of architectural styles, materials, and forms that make it an interesting and unique place. These guidelines are carefully structured to encourage a quality of development that not only relates to Woodland's past, but its vision of its future as well.

Certain fundamental principles govern the methods of achieving aesthetic and functional design goals. Design considerations are grouped into two components: those relating to the buildings (dealing with character, variety, harmony, rhythm, scale, and pattern) and those relating to the exterior spaces (dealing with clarity, definition of space, visual interest, amenities, activities, and views).

Guideline Objectives

Within the Downtown area, these guidelines have four primary objectives:

1. To promote improvements which are appropriate and compatible with the historic quality of the community.
2. To stimulate high-quality design, encourage creativity and diversity, and improve impressions of the Downtown area.
3. To provide project sponsors and designers with the guidance to be used from the inception of project plans to ultimate design.
4. To enable the review process to focus attention on broad design issues as well as details, and to strike a proper balance between them.

Use of These Guidelines

This Chapter is an illustrative guide for the built environment, and covers new construction, modification, and/or renovation of buildings, streetscape, landscape, and infrastructure. These guidelines are not intended to regulate public art.

The guidelines are illustrative, and describe appropriate kinds of changes and improvements that can be made to existing structures/facilities, as well as recommending the incorporation of particular design elements in new construction. These guidelines, while attempting to be comprehensive in scope, are not exhaustive in detail. The aim is to engender creative approaches and solutions within a workable framework, rather than laying out detailed and rigid standards.

The overall objective of this chapter is to ensure that new development projects and renovations contribute to the continued economic vitality of Downtown Woodland and the Gateway Revitalization area (Districts D and E2). The key emphasis of the guidelines in this chapter is to reinforce the existing fabric of the Downtown area by ensuring that new projects are developed within the rhythm of the existing development pattern and the suggested development of District "D". This "contextual" approach to evaluating the design of new projects is fundamental to the implementation of the Guidelines.

6.1 SETTING

Regulatory Setting

The Design Guidelines section of the document specifically provides guidelines for streetscaping and landscaping.

New to this Specific Plan is the addition of sign regulations specific to the Downtown area. The sign guidelines provide for some additional sign types (such as "A-frame" signs) and flexibility that is appropriate to the Downtown area.

Like the rest of this Specific Plan, requirements and guidance provided herein shall be used in the case there is a discrepancy between the Zoning Ordinance and the Specific Plan. In cases where a topic is not specifically addressed in the Specific Plan, the requirements of the Zoning Ordinance shall prevail.

Physical Setting

As discussed earlier in Chapter 3 (refer to Figure 3-3, "Downtown Districts" for locations), the Downtown area is divided into the five districts. The following paragraphs describe the existing design features in each district.

District A – Main Street

District A is the commercial core of the Downtown area and covers the length of Main Street through the Specific Plan area. This district is divided into four subdistricts (A1, A2, A3, and A4) to allow for targeted projects and solutions to respond to the different needs that exist in this district.

Districts A1 and A4 are similar in use and design. These Districts consist of highway commercial-type development such as car dealerships and motels, and are very auto-oriented in design with large parking lots, deep setbacks and relatively narrow sidewalks. The lots consist mainly of 1-story structures with contemporary architectural styles typical of the 1950s and 1960s.

Auto dealerships/uses dominate District A1

District A2 is the Downtown's core, reflected by a continuous set of building faces (facades) located on or near the Main Street right-of-way, maintaining a consistent historic design, served by wide

sidewalks, curbside parking, outdoor seating/dining, and shade trees and awnings for most buildings. For the most part, buildings in this district date back to the late 1800s and early 1900s. Most of these buildings are 1-, 2-, and 3-stories and sit on narrow parcels with no side setbacks (zero lot line design).

Reconstruction of historic trolley facility for retail

District A3 has a mixture of the design traits found in Districts A1 (auto dealership) and A2 (some historic architecture with downtown feel). Moving east from Third Street there is a noticeable change in the pedestrian experience and look of the district. The auto dealership and some vacant lots create gaps in the streetscape that are not attractive to pedestrians, thereby creating a block to pedestrians moving to the east. The streetscape is very different due to the open areas, the industrial design of buildings in the district, and reduced street landscaping and amenities.

The industrial design of the auto dealership is a noticeable change from the historic Downtown

District B – Government Center

District B is located along Court Street, and is dominated by City Hall, the County Courthouse and Administration Buildings, and the Woodland Public Library. Buildings in this district exhibit various architectural styles. The County Courthouse is perhaps the most prominent building in the district due to its civic architectural style (i.e., use of massive columns), grand scale, and large landscaped setback. The library is also has large landscaped areas, include a formal rose garden along Court Street. The County Administrative buildings are notable because they are not compatible architecturally with other parts of the Downtown. Their more contemporary and simple designs combined with the poor placement of parking areas and mechanical equipment makes them incompatible with the historic character of the area.

As a result, this District is less inviting to the pedestrian than District A. However, the extensive landscaping in front of several of the government buildings helps create a well-defined edge between automobile and pedestrian space, and the Courthouse and library do accentuate the area as a civic use center in the Downtown.

County Courthouse

District C – Transition District

District C, which encompasses the northern and southern fringes of the Downtown area, consists of residential uses and residential structures that have been converted for office use. District C's residential structures are mainly 1-story bungalows intermixed with 2-story Victorian structures. This district provides a needed transition between the commercial, industrial, and office uses in the Downtown with residential neighborhoods located to the north and south of Downtown.

Residential structure on Lincoln Avenue used as offices

District D – Mixed Use District

District D encompasses the area just north of Lincoln Avenue and south of the buildings facing Main Street. This district has the most eclectic mix of structures and uses in the Downtown. This district consists primarily of commercial, office, and some industrial uses, although a few significant residential structures are in this area as well. Industrial uses are more prevalent and more intense at the east end of the district near Fifth Street.

Most of the development in this District is newer than what is found along the Main Street corridor in District A. Structures in this district generally date back to the 1930s to 1950s. Architectural styles tend to vary widely since the structures in this district were built over a long period of time and for a range of different uses.

A few significant Victorian structures exist in District D

As a result, building setbacks are also very different from each other. The uniform building setbacks that exist in Districts A2 and A3 are not present in this area. One of the obvious characteristics of this district is the presence of off-street parking lots. The district contains a total of four City-owned parking lots.

Bush Street contains examples of the International architectural style

District E – Gateway

District E, located in the easternmost portion of the Downtown area, is divided into two districts: E1 and E2. District E1 is located just north of Court Street and east of Sixth Street. District E2 is located south of Main Street and east of Fifth Street.

District E1 contains high-density residential uses and a mixed-use development located on the southeastern portion of the area. The mixed-use development consists of the historic Woodland Grain and Milling Company building, a 2-story brick building that was built in 1904 and previously used as a rice mill. Due to the historical nature of this building, it remains the most prominent structure in this area.

The historic Woodland Grain and Milling Company creates the setting for an interesting mixed use project

The residential structures in the District date back generally to the 1930s and 1940s, and are mostly 1-story bungalows on small lots. One exception is a large apartment complex built in the postwar era, which contains a large parking lot adjacent to it.

District E2 consists of a mix of residential, industrial, and public/institutional uses. The residences are concentrated in the southwestern part of District E2, and are mostly 1-story bungalows dating back to the 1940s and 1950s. The industrial and public buildings in this area either consist of metal or wood warehouse-type buildings with some containing fenced-off equipment yards.

A number of vacant lots and buildings intermixed between the existing development give this area a blighted appearance. One vacant area in particular is the entire block between Fifth and Sixth Streets and Lincoln and Oak Avenues. It currently contains a concrete pad from a previous building. However, this is the proposed site for the City's future Police Station.

District E2 contains several metal buildings

The railroad tracks and right-of-way, which form the eastern boundary of District E2, add to the industrial appearance of the district. Rail yard equipment and materials stored in the rail corridor is highly visible from surrounding streets and has a heavy industrial look. The historic Woodland Deport is also located in this District.

Historic Woodland Depot

6.2 Principles of Design

Within this chapter, certain design principles will be used to describe a desired effect. These principles, in various combinations, will be applied to project designs within all land use categories. Although the list of design principles could be lengthy, the Specific Plan focuses on eight items: style, mass, materials, texture/pattern, color, shadow, detail, and scale/proportion.

The following paragraphs provide general definitions of the above eight design principles.

Style

In the development of commercial, residential, or mixed uses in the Downtown area, an overall style/theme can be adopted. Styles used could provide an architectural framework for a particular development or area and help establish a strong identity as well as consistent pattern of image and character.

The City of Woodland, and specifically the Downtown area, has a rich historical character based upon the varied number of architectural styles that have been used in the past. Many of these examples still exist in the City today that can be used as models for the design of future developments and revitalization efforts. At the same time, some interpretations and flexibility are needed for development outside the Main Street corridor. Details on the styles prevalent in the Downtown area are presented later in this chapter.

Mass

The mass of a building or feature is described by its overall three-dimensional size. Large masses are used to emphasize features, and small masses are used to subdue building elements.

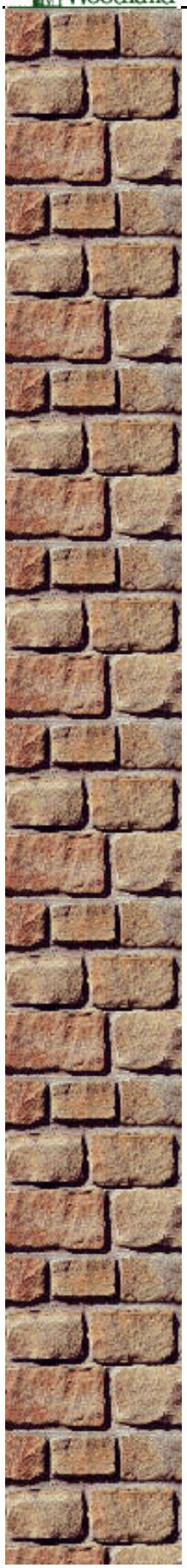
The mass of a building can be broken into smaller pieces, which can provide the same amount of floor space, but at the same time reduce the apparent mass of the building to observers. The following figure provides an illustration of two buildings that have a very different impact on the streetscape. The first building (on left side) has been broken into smaller geometric shapes and stepped back from the street. The second building is a single geometric shape flush to the right-of-way. To the observer, the second building is more prominent and has a bigger impact on defining the streetscape.

Examples of massing

Materials

The use of different materials can change the appearance of a structure dramatically. The types of materials that can be used in a building or other structure are extensive and include glass, wood, metals, brick, concrete and concrete materials, stucco and so forth. The use of more than one material can add interest to a structure. Cities can regulate materials through restrictions (i.e., no metals on structure), required mixes (i.e., structure must use more than one material on a building or a building must include a brick or stone accent), or application (i.e., metals only as accents). The Downtown area has a wide mix of natural materials, including brick, stone, plaster/stucco and glass.

A variety of cut stone is used in Downtown Woodland



Texture/Pattern

Texture refers to the roughness and pattern of a surface material. Texture can be affected by the use of different materials (brick versus wood), but can also be changed by different methods of application for the same material. For example, brick can be placed in different patterns and shapes to modify texture (graphic used along the left edge of this page shows an example of this).

Texture can be used to change the visual nature of a structure and can be quite effective on both a large and small scale. On a large scale, a brick façade offers quite a different "visual" texture in comparison to an exposed aggregate finish. On a small scale, the subtle change in patterns or material can add interest to a pedestrian area (i.e., brick pavers in an asphalt parking lot aisle).

Color

Color can be provided by both the natural color of a material (i.e., brick, stone) or by the application of a color. In the regulation of color, the hue (i.e., red, green, yellow) and the tone (light versus dark) are the most commonly regulated aspects. For Downtown Woodland, this section provides guidance on the selection of colors to maintain the historic character of the area.

Shadow

Shadow, or the contrast between light and shade on a surface, is an important design consideration in that it enhances the three-dimensional appearance of a structure. Shadow treatments on a building shall include a variety of shadows.

The Porter Building combines thin shadow lines between blocks, heavier, shaped shadows from the balcony, and a shaded alcove area

For instance, thin lines of shadow can be produced by moldings, and heavy shadows can be produced by recessed windows, archways, or roof overhangs. In addition to producing an interesting effect on a building façade, shadow can also be used to provide relief from direct sunlight in outdoor pedestrian areas and interior spaces, thereby reducing the buildup of heat in the summer.

Detail

Architectural detail in this plan deals with the following three items:

Articulation of Building Facades that not only involves the articulation of the vertical and horizontal plane of a building, but the inclusion of a varied roof line as well to avoid a box-like structure.

Architectural Treatment of Building Facades to avoid long blank walls in developments.

Fine Architectural Detail such as articulated columns, tile bands, landscape pockets, multipaned windows, and balconies in order to achieve a quality product.

Even newer structures can be designed to incorporate design details

Scale and Proportion

Scale and proportion play major roles in establishing the human interaction with design. To make a downtown attractive to pedestrians, careful attention must be paid to the scale and proportion of downtown buildings and landscaping.

For the Main Street corridor, buildings close to the street, street trees, and even light poles with banners, all add a vertical element that define the area and give it a sense of place. In other words, as vehicles and pedestrians enter the Downtown area, they can tell they are in a unique portion of the community.

Spaces in the Downtown area are defined by these vertical elements, much in the same way that walls define a room. At the pedestrian scale, these features are the focus of the eye, and make a space feel comfortable. Therefore, high quality vertical features, in scale and proportion to the pedestrian, are vital to the success of the Downtown area.

Just as the vertical lines of a downtown create a sense of place, an open area, such as parking lots and vacant lots, create a break that can be a detriment to pedestrian movement. An exception to this would be well-defined open areas, such as plazas, which invite pedestrians. The additional amenities within the plaza (such as benches and water features) can create identifiable points of interest.

In designing downtown spaces, the scale of vertical elements is important, for while the buildings can give an area a sense of place, they can also become impersonal as they gain vertical height. What is the optimum height of buildings? A typical standard that is often used is the height-to-width ratio. The height-to-width ratio consists of a horizontal measurement between opposing building facades, and the height is the measurement from the sidewalk to the building eaves. Human scale can be best accomplished when the ratio is between 1:2 and 1:3. For instance, a street that is 70 feet wide would have buildings approximately 25 feet in height. The photograph on the next page provides an illustration of this concept.

There is about 87 feet between buildings on opposite sides of Main Street. Optimum building heights would be between 29 and 44 feet. In the photo, the building on the left is 20 feet tall, and the one on the right is 56 feet tall (to main roof line).

6.3 SITE PLANNING

Objectives

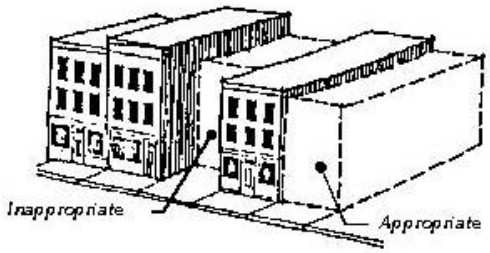
The manner in which a building and its accessory uses are arranged on a site are critical to how the building contributes to the overall quality of the built environment. The purpose of this section is to provide a comprehensive set of site planning guidelines that will help maintain/establish a human scale, pedestrian-friendly quality in the Downtown.

Setbacks

The horizontal distance between a lot line and the edge of the nearest building on the lot, including porches or any covered projection thereof but excluding steps, is referred to as the "setback." Most downtown areas of cities have uniform setbacks, with building edges very near to or abutting the lot line, and thus the right-of-way (ROW) or sidewalk edge. This development pattern conveys a strong urban feeling by creating a sense of containment along the street edge, which, in turn, adds to a feeling of pedestrian security and comfort.

Front setbacks in the Downtown area of Woodland vary on each block. To maintain a consistency with the existing pattern, the setback standard shall be contextual, with the appropriateness of setbacks in an area evaluated against the existing pattern of development. Using this approach, new buildings could fill-in gaps in the street frontage to create a unified "street wall" along and adjacent to Main Street.

The Specific Plan requires a minimum front setback for buildings in Districts A-D be based on the average setback on the block where the building will be located. This is a logical method to follow since different setbacks are present in these districts. District E has a minimum setback requirement of 20 feet, which is also appropriate for the area since District E will most likely include new office/ business park development abutting existing residential land uses.

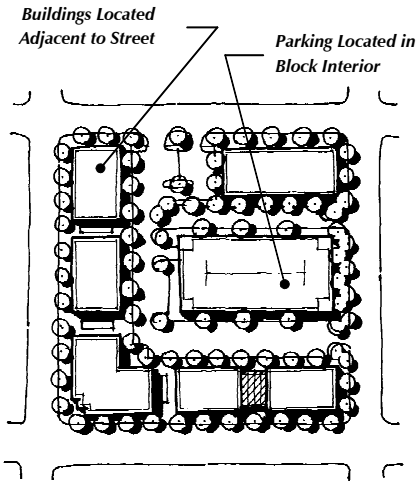


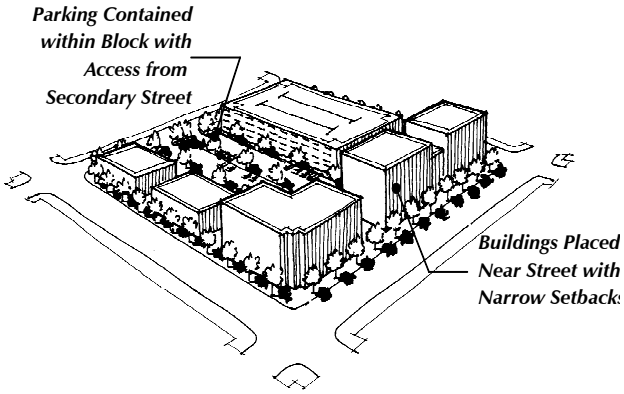
Building setbacks

While most of the attention in implementing the Guidelines is focused on non-residential structures in commercial areas, setbacks in residential neighborhoods also play a key role in the quality of the built environment. As with non-residential areas, the setbacks in residential areas shall be established in the context of the neighborhood. If all neighborhood setbacks are the same, new construction shall match the neighborhood. If setbacks vary, new construction shall establish some variation.

Street Orientation

The way that a structure is oriented to the street plays a big role in establishing the overall feeling of the street. As a general rule, buildings shall be oriented so as to engage and maintain pedestrian interest.





Street orientation examples

The following are specific directions on how this can be accomplished:

- Storefronts shall be designed to be oriented towards the major street frontage. While side or rear entries may be desirable, the predominant major building entry shall be facing the major street.
- The front building facade shall be oriented parallel to the street.
- Buildings on corners shall include storefront design features for at least 50 percent of the wall area on the side street elevation.
- Corners of new buildings on prominent intersections shall be cut at an angle to the street.
- Ground-level elevations along Main Street shall be placed near the sidewalk edge to maintain the continuity of the "street wall".
- Surface parking lots shall not be placed along Main Street.
- Create pedestrian ways or paseos to parking lots at the rear of buildings.
- Use building indentations to create small pedestrian spaces/plazas along the street wall.

6.4 ARCHITECTURAL STYLES

Objectives

The purpose of this section is to provide an overview of the eight major architectural styles that have been identified in the Downtown area. While other architectural styles may be used, renovation and new construction in the Downtown area shall be compatible with the architectural styles and materials of existing buildings. Their design, particularly front facades, shall be influenced by the other facades on the street, but shall not attempt to copy them.

Developers shall use caution in material selections and correct architectural detailing so that new buildings do not look like cheap historic imitations. New buildings shall be sympathetic and compatible with the surrounding buildings in terms of mass, scale, height. Conceptual ideas for facade rhythm, placement of doors, windows, color, and use of materials can be borrowed from existing historic structures without giving the feeling that new or renovated structures have to precisely duplicate them to be successful.

The eight major architectural styles used in the Downtown are:

- Italiante
- Richardsonian Romanesque
- Mission Revival
- Renaissance Revival
- Beaux Arts
- Spanish Colonial Revival
- Modern (Art Deco / Streamlined)
- International

The following paragraphs describe each of the major architectural styles and the key buildings in the Downtown area that utilize these styles. On the following page are pictures of several of these buildings as they pertain to each style.

Italianate

Based on Italian Renaissance palazzos and provincial villas, the style incorporated Renaissance features such as balustrades, bracketed cornices, arched windows decorated with hood moldings, and classical columns. Examples in the Downtown area include:

- Armstrong & Alge Building (1890), 604-06 Main Street
- Beamer Place (1892), 708-14 Main Street
- Hyman Building (1890), 608 Main Street

Richardsonian Romanesque

This style emphasizes heaviness and solidity that is achieved by using rugged-looking stone facings. Heavy-looking arches are a common feature of this style. American architect Henry Hobson Richardson developed the style in the 1880's. Examples in the Downtown area include:

- Diggs-Leithold Building (1893), 619-21 Main Street
- Jackson Armfield Building (1893), 617 Main Street

Italianate

Armstrong & Alge

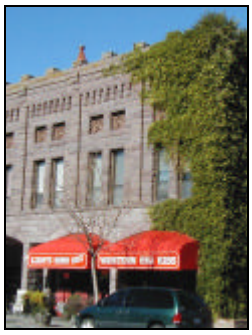
Beamer Place

Beaux Arts

County Courthouse

Porter Building

Richardsonian Romanesque


Diggs-Leithold

Jackson Armfield

Spanish Colonial Revival

Hotel Woodland

Elks Lodge

Mission Revival

City Hall

Library

Modern (Art Deco / Streamlined)

Mulcahay Building

Yolo Grocery Building

Renaissance Revival

Porter Building

International

Purity Market Building

Mission Revival

The Mission Revival style is characterized by arches, tile roofs, scallop-shaped parapet, and smooth plastered walls. The design is inspired by the Spanish missions and became popular beginning about 1900. Examples of this style in the Downtown area include:

- City Hall (1932), 300 First Street
- Woodland Public Library (1905), 250 First Street

Renaissance Revival

The Renaissance Revival style is a style displaying arched window openings and strong horizontal lines and emphasizing massiveness. Examples of this style include:

- Porter Grocery & Alexander Building (1875), 513 Main Street

Beaux Arts

The Beaux Arts style is an eclectic style emphasizing an integrated mixture of classical detailing. Examples of this style in the Downtown area include:

- Yolo County Courthouse (1917), 725 Court Street
- Porter Building (1913), 511 Main Street

Spanish Colonial Revival

The Spanish Colonial Revival style is similar to Mission Revival. Tile roofs, use of arches, and plastered walls are common features. However, the Spanish Colonial style differs with wrought iron ornamentation, balconies, towers, gabled roofs, and occasional decorative moldings. Significant examples of this style in the Downtown area include:

- Hotel Woodland (1928), 346 Main Street
- Woodland Elks Lodge (1926), 500 Bush Street
- Woodland Post Office (1935), 720 Court

Modern (Art Deco / Streamlined)

This style, popularized in the 1930's, is characterized by rounded corners at wall intersections and horizontal or vertical banding. Walls have a smooth finish with articulation in the form of slight offsets in wall surfaces, fluted pilasters, and simple moldings. Glass blocks are sometimes used as windows or window walls. Examples of this style in the Downtown area include:

- Mulcahay Building (1936), 443 First Street
- State Theater (1937), 322 Main Street
- Yolo Grocery Building (1939), 534 Bush Street

International

Developed in the 1920's, International style features are simplified geometric volumes and an absence of ornament. The following is an example of this style in the Downtown area:

- Purity Market Building (1939), 528 Bush Street

6.5 STRUCTURES AND FACADES

Objectives

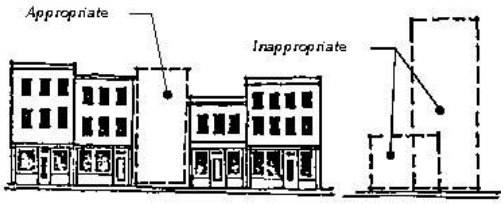
The purpose of this section is to provide an overview of design concepts and appropriate materials to be used for the construction of building facades in the Downtown area.

The facade is literally the exterior of a building that "faces" the street. It is the architectural front of the building and is typically distinguished from other faces by elaboration of architectural or ornamental details.

Building facades are critical to the pedestrian quality of the street. The width and pattern of facade elements can help pedestrians negotiate a street by providing a standard measure of progress. This is true regardless of the overall width of the building; for example, a building can extend for the full length of a block and still have a facade design that divides the building into smaller, pedestrian scale elements. The following guidelines deal with improving, and in some areas establishing, a pedestrian-friendly and attractive "face" on Downtown.

Building Height

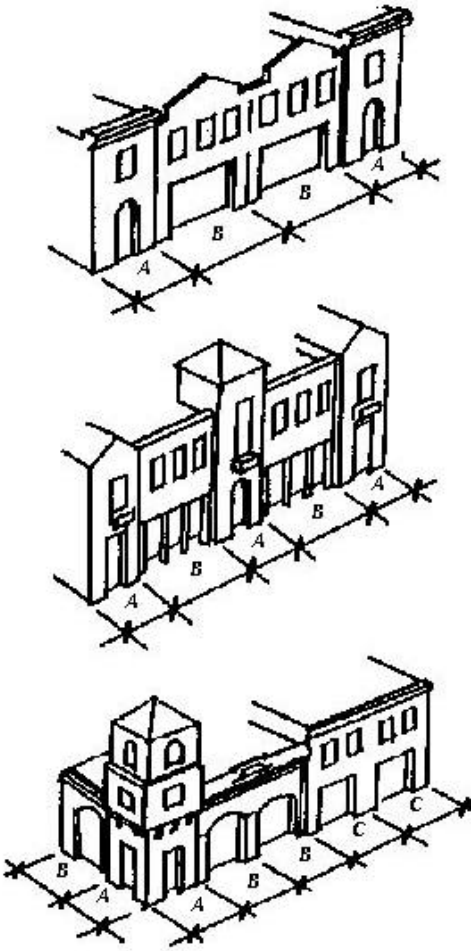
The most fundamental guidance for building heights on Main Street is that the minimum height for any new building in the district shall be two stories, even if the building contains only one functional story (e.g., a single-story, high-ceilinged commercial building). Low profile office buildings, commercial buildings, and residences will not yield the density, urban scale, and character desired for downtown.



Determining height of infill buildings

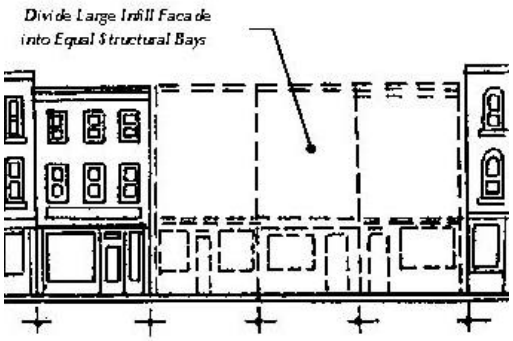
Facade Proportion, Rhythm, and Elements

- The characteristic proportion (relationship of height to width) of existing facade elements shall be respected in relation to new infill development.



The illustrations above show how patterns and rhythms can be established in Downtown buildings

- Whenever an infill building is proposed that is much "wider" than the existing characteristic facades on the street, the infill facades shall be broken down into a series of appropriately proportioned "structural bays" or components. These are typically segmented by a series of columns or masonry piers that frame windows, doors, and bulkhead components.



Freeman House

Proportion of Openings

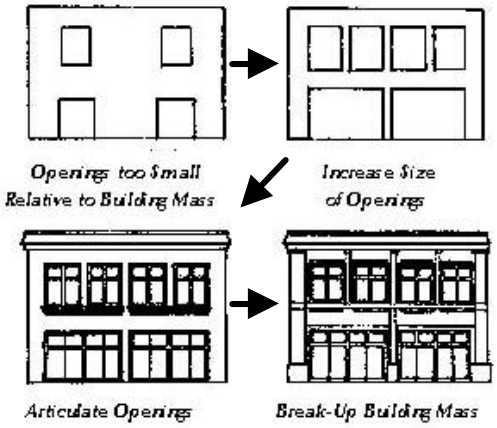
- The predominant difference between upper story openings and street level storefront openings (windows and doors) shall be maintained for both existing and new buildings. Usually, there is a much greater window area (70 percent) at the storefront level for merchandise displays as opposed to upper stories that have smaller window openings (40 percent).
- Whenever an infill building is proposed between two adjacent commercial structures, the characteristic rhythm, proportion and spacing of existing door and window openings shall be maintained.

Horizontal Rhythms/Alignment of Architectural Elements

- Whenever an infill building is proposed, the common horizontal elements (e.g., cornice line and window height, width, and spacing) among neighboring structures shall be identified and the infill design shall utilize a similar rhythm or alignment.

Wall Articulation

- Long, blank, unarticulated street wall facades are strongly discouraged and shall be divided into a series of structural bays (e.g. characterized by columns/masonry piers which frame window and door elements). Walls can also be broken up through the use of breaks (e.g., reveals, recesses) in the surface of the wall itself; placement of window and door openings; or the placement of balconies, awnings, and canopies.



Transition from poor design to good articulation

- Large unbroken facade surfaces shall be avoided at the storefront level. This can be achieved in a number of ways including: dividing the facade into a series of display windows with smaller panes of glass; constructing the facade with small human scale

materials such as brick or decorative tile along bulkheads; providing traditional recessed entries; careful sizing, placement and overall design of signage; and providing consistent door and window reveals.

Exterior Materials

The design elements for exterior walls involve two aspects – color and texture. If the building's exterior design is complicated with many design features, the wall texture shall be simple and subdued. If the building design is simple (perhaps more monolithic), a textured material, such as patterned masonry, can greatly enrich the building's overall character.

Exterior Colors

In the design and maintenance of a structure, colors, whether derived from natural materials or through the application of color (such as paints and stains), can play an enormous role in how a structure fits into the fabric of Downtown. The following criteria shall be utilized when applying color to a structure.

- All colors shall be consistent with colors used historically in the Downtown area, and with the era and architecture of the structure
- Historic structures shall have colors that are consistent with original colors used on the structure. This can be determined by sampling original paint layers, written descriptions, or color photographs showing the structure prior to a modification
- Natural, inorganic materials, such as stone and masonry, can be used in their natural color.
- The City shall prepare an illustrative color palette that can be provided to business owners for ideas on colors that work in the Downtown area.
- Primary colors are generally not allowed as a base color, but can be applied sparingly as an accent if the color tint is muted (i.e., not bright).
- Color choice is considered a design consideration in projects, and will be reviewed as part of all applications and design reviews.

Recommended Materials

Materials shall be compatible with the materials used on adjacent buildings. The number of different wall materials used on any one building shall, however, be kept to a minimum (ideally, two or less). The following are materials considered appropriate for buildings within Downtown area:

- clear glass, glass block (storefront only), and colored glass (if evidence can be provided showing the historic authenticity)
- dual pane windows shall be utilized for energy efficiency, however, historic authenticity takes precedence over energy efficiency in the restoration of structures considered historically significant
- glass block (transom)
- stucco/exterior plaster (smooth trawled)
- new or used face-brick
- cut stone, rusticated block (cast stone)
- clapboard
- ceramic tiles (bulkhead)

Inappropriate Materials

The following are examples of building materials that are not appropriate in the Downtown:

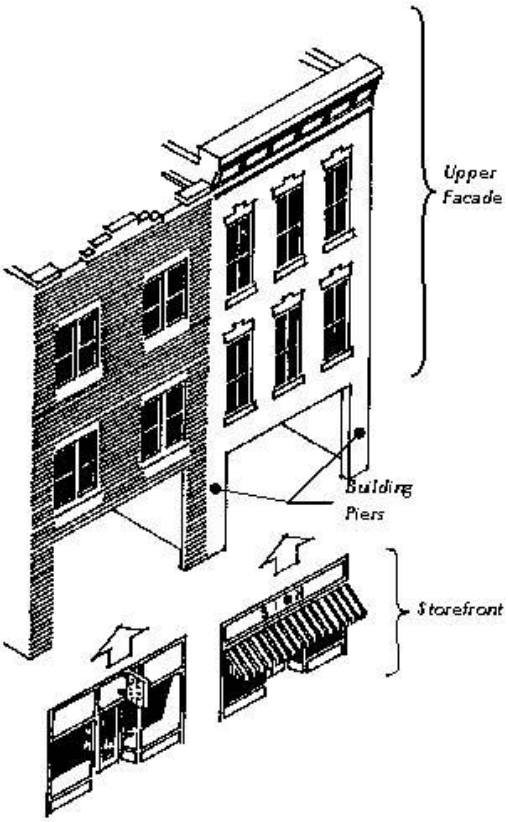
- imitation masonry (e.g. imitation, rusticated block) of any kind
- reflective, tinted, or opaque glass
- imitation stone or flagstone parquet
- rough sawn or "natural" (unfinished) wood
- "pecky" cedar
- used brick with no fired face (salvaged from interior walls)
- imitation wood siding
- coarsely finished "rough-sawn" on rustic materials (e.g. wood shakes, barn wood, board and batten or T-111 siding)
- plastic panels
- vertical siding

Storefronts

This section focuses on establishing “storefronts” that will help revitalize and unify commercial street frontages. It shall be noted that the term “storefront” does not necessarily imply that a building has a retail commercial use; storefronts are simply the sides of the building that face the street and connect with the sidewalk. Buildings on corner parcels will have two storefronts.

The ground floor of the typical historical structure was designed to be what is now referred to as a "traditional" storefront and sales floor. Upper floors commonly were used for office space, residential units, or storage. Traditional storefront buildings can be small, individual, or mid-block structures that accommodate a single business, or large buildings designed to provide space for two or more businesses, separated by masonry columns or piers forming distinct storefront structural bays. This building type was designed to be seen as a whole unit, with the visual emphasis consistently placed on the storefront area and its display windows, versus the upper story facade characterized by vertical windows, parapets, or cornices.

Although the storefront is only one of the architectural features of a building’s facade, it is the most important visual element. The storefront traditionally has experienced the greatest amount of change during a building's life and holds the most potential for inappropriate alterations affecting both the character of the building and the streetscape. Once inappropriate additions are removed, the storefront's original design is the best guideline for any refurbishment or alteration.

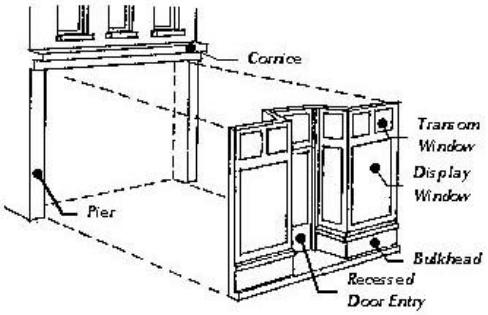


A variety of storefronts can be plugged into a facade

Historically, the traditional storefront had few decorative elements other than simple details that were repeated across the face of the building (e.g., structural bays containing window and door openings, continuous cornice line, transoms, bulkheads, etc.), integrating the storefront into the character of the entire facade. Emphasis was typically placed on the display windows and their contents. The rest of the storefront was designed in a simple manner, in order not to compete with the displayed items but rather to clearly project the product or service being offered inside.

Entries/Doorways

- The main entry to a building, leading to a lobby, stair or central corridor, shall be emphasized at the street to announce a point of arrival in one or more of the following ways:
  a. flanked columns, piers, decorative fixtures or other details;
  b. recessed within a larger arched or cased decorative opening;
  c. covered by means of a portico (formal porch) projecting from or set into the building face (refer to zoning guidelines for allowable projections);
  d. punctuated by means of a transom or change in roofline, a tower, or a break in the surface of the subject wall.



Storefront components

- Buildings situated at the corner of a public street shall provide a prominent corner entrance to street level shops or lobby space, in a manner consistent with main entries, as described above.
- Commercial storefront entries are typically recessed and/or sheltered by a covered arcade structure, canopy or awning. This provides more area for display space, a sheltered transition area to the interior of the store and emphasizes the entrance. Recessed entries shall be retained and are strongly encouraged in new storefront construction, although overly deep entries (over 5-feet) shall be avoided, as they create safety issues related to visibility.

Door and Window Design

- Doors can be accentuated with simple details such as a handsome brass door pull, brass kickplate, or an attractive painted sign.
- Doors to retail shops shall contain a high percentage of glass in order to view the retail contents.
- When windows are added or changed, it is important that the new design be compatible with the facade theme of the whole block (streetscape).
- Use of clear glass (at least 88 percent light transmission) on the first floor is recommended.
- Storefront windows shall be as large as possible, with the bottom of the window no closer than 36 inches from the ground (i.e., maximum bulkhead height is 36 inches). By limiting the bulkhead height, the visibility to the storefront displays and retail interior is maximized.

- Introducing or changing the location or size of windows or other openings that alter the architectural rhythm or character of the original building is discouraged.
- Permanent, fixed security grates or grilles in front of windows are not allowed. If security grilles are necessary, they shall be placed inside the building behind the window display area and only used when the business is closed.
- Where transom windows exist, every effort shall be made to retain this traditional storefront feature. If the ceiling inside the structure has been lowered, the ceiling shall be stepped up to meet the transom so that light will penetrate the interior of the building.

Awnings and Canopies

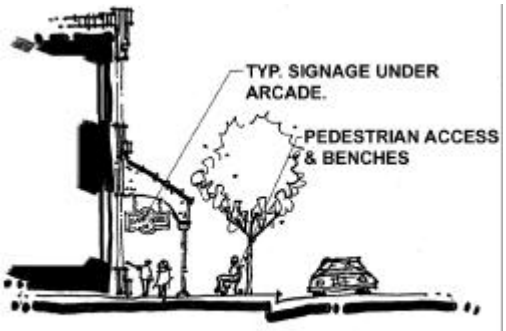
Awnings and canopies provide the opportunity to add color and visual relief to storefronts, protect interiors from intense direct sunlight, and create a more pleasant pedestrian experience.

The following guidelines describe the qualities that will ensure that awnings and canopies contribute positively to the overall design quality of the Downtown.

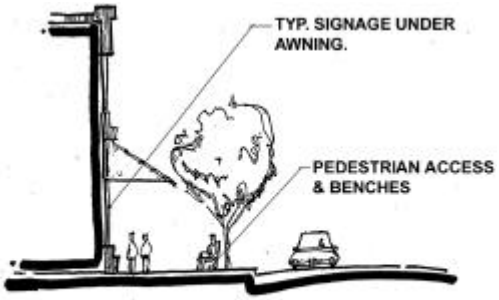
- When there are several businesses in one building, awnings of the same color shall be used with simple signs on the valance flap, which may vary in type style and color to differentiate the individual businesses within the building.
- Where the facade is divided into distinct structural bays (sections defined by vertical architectural elements, such as masonry piers), awnings shall be placed within the vertical elements rather than overlapping them. The awning design shall respond to the scale, proportion, and rhythm created by these structural bay elements and "nestle" into the space created by the structural bay. An awning that spans several bays may be appropriate for restaurants or similar uses with outdoor seating.
- Awnings shall be of a durable, commercial grade fabric, canvas or similar material having a matte finish. Canopies can be constructed of wood or other natural materials in keeping with materials used historically in the Downtown.
- Awning frames and supports shall be of painted or coated metal or other non-corroding material.
- Glossy or shiny plastic or similar awning material is not allowed.
- New or replacement aluminum or metal awnings or canopies detract from the historic character of the Downtown area and are not allowed.
- Awning shape shall relate to the window or door opening. Barrel shaped awnings shall be used to complement arched windows while square awnings shall be used on rectangular windows.
- Awnings/canopies are encouraged and allowed to project into the pedestrian right-of-way.
- Awnings shall be well maintained, washed regularly and replaced when faded or torn.
- Awnings shall have a single color or two-color stripes. Utilizing more colors is permitted but will be considered as sign area.

The following illustrations show a façade with an arcade and one with an awning. The awning and the arcade help to create a space that can be used for storefront

benches or eating areas and yet still leave room on the sidewalk for pedestrians passing by.



BUILDING TO STREET RELATIONSHIP W/ ARCADE FACADE
NTS



BUILDING TO STREET RELATIONSHIP W/ AWNING FACADE
NTS

Grillework/Metalwork and Other Details

There are a number of details that may be incorporated into building design to add a degree of visual richness and interest while meeting functional needs. Such details include the following items:

- Light fixtures, wall mounted or hung with decorative metal brackets.
- Metal grillework, at vent openings or as decorative features at windows, doorways or gates.
- Decorative scuppers, catches and downspouts, preferably of copper.
- Balconies, rails, finials, corbels, plaques, etc.
- Flag or banner pole brackets.
- Fire sprinkler standpipe enclosures and hose bib covers, preferably of brass.

The Upper Facade

The upper facade of a building is distinct from the street-level storefront, and has different design characteristics. The upper facade consists of the following components.

- The cornice and fascia that cap the building front;
- The building's upper stories;
- The windows, which provide articulation and interest to the upper architecture; and
- The piers, which extend to the ground level to visually support the facade and frame the storefront.

The more massive, solid architecture of the upper facade gives the building its feeling of substance and expresses its architectural quality and character. As a result, the design treatment, materials, and conditions of the upper facade play an important role in defining the architectural style of the building and in relating it to neighboring buildings in the block.

The following paragraphs provide general guidance for the development and renovations of the upper facades of buildings in the Downtown area.

Cornice and Fascia

A cornice or fascia creates a strong roofline and gives a finished appearance to the building facade. In places where they have been removed, these elements shall be restored to re-emphasize the original

design of the structure. The new cornice or fascia shall be designed in proportion with the overall mass of the building.

Wall Materials

Wall materials shall be selected to be compatible with neighboring structures and to complement the design of the storefront. Where exterior renovation takes place, original wall materials shall be cleaned and repaired, and all exposed mechanical equipment, unused electrical apparatus or sign supports removed. Inappropriate applied surface materials such as metal paneling, tile, and stucco shall also be removed, and the building's original wall surface and detailing restored wherever possible. Special attention shall be given to the removal of storefront surface materials that extend onto the piers and walls of the upper facade. Such applied treatments violate the integrity of the original architecture, and weaken the essential balance between the two principal facade components.

Where new materials and colors are applied to surfaces that cannot be restored or to buildings that are architecturally undistinguished, they shall be selected to coordinate with neighboring structures and to complement the design of the storefront.

Windows

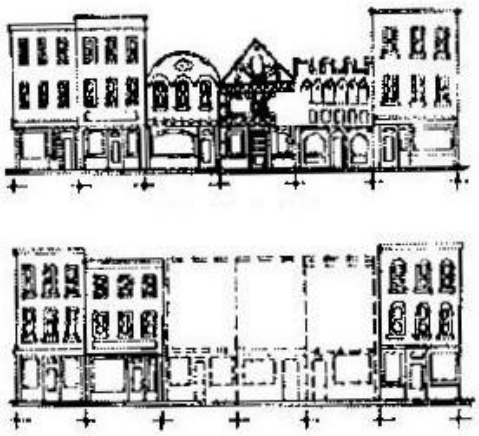
Windows shall be selected to be compatible with neighboring structures and to complement the design of the storefront or first level design. In renovation, original upper story windows shall be restored to create a sense of scale and to add articulation and visual interest to the upper facade. The reintroduction or reglazing of the facade's original upper story windows will have a dramatic impact in restoring the architectural integrity of many commercial buildings. The proportions of the restored windows and the rhythm of the window pattern shall replicate the original facade design as closely as possible.

Piers

The piers that frame the storefront and visually anchor the upper facade play an essential role in creating the unified architectural framework that organizes the street level's visual diversity. Where these piers have been eliminated or reduced in size, the architectural definition of the facade will be weak and the upper architecture inadequately balanced. The piers' width and spacing shall give support to the facade. Piers that segment the storefront are recommended on wide buildings to improve proportional balance. To emphasize the piers' integral role in defining the architectural character of the upper facade, they shall be treated with the same surface material.

Roofs

- Roofs may be flat or sloped. For sloped roofs, the visible portion shall be sheathed with a roofing material complementary to the architectural style of the building and other surrounding buildings.
- Cornice lines of new buildings (horizontal rhythm element) shall be aligned with buildings on adjacent properties to maintain continuity between buildings.
- Radical roof pitches that create overly prominent or out-of-character buildings such as A-frames, geodesic domes, or chalet style buildings are discouraged.



Top: New roof shapes clash with existing buildings
Bottom: New roofs are compatible with existing buildings

Roofing Materials

The following materials are acceptable for roofing materials in the Downtown area:

- standing seam metal roofs
- class "A" composition shingles (limited to refurbishment of residential structures)
- tile of neutral color

The following materials are not acceptable roofing materials in the Downtown:

- crushed stone
- shake
- brightly colored tile (orange, blue, etc.)
- corrugated fiberglass

6.6 Historic Preservation/ Restoration

Objectives

The purpose of this section is to outline the recommendations and requirements for the historic preservation/restoration of existing buildings in the Downtown area.

The historic nature of the Downtown is one of its key assets, and the proper rehabilitation/maintenance of these structures is critical to the aesthetic quality of the Downtown area. Woodland is proud of its historic buildings and intends to save them, have them structurally improved, and to have some which have been harmfully remodeled, reconstructed to their original (or previous) design.

Fortunately, there are now a few good examples of recently rehabilitated structures in the Downtown area. They are setting the standards for future efforts. Traditionally, some of the most attractive buildings in our cities are the skillfully rehabilitated historic buildings, and some of the most offensive are those that were done without honoring the intent of the original structure. Although the Downtown area's historic structures provide the setting and create the atmosphere within which new development will occur, new development will need to honor the past, not by imitating it, but by skillfully referring to it through the appropriate use of materials, colors, details, and proportions.

These guidelines apply to all nonresidential (including mixed-use projects) structures designated as historic buildings as identified in Figure 2-1, "Cultural Resources". This includes structures on the National Register, structures determined eligible for the National Register, structures eligible for

Woodland's local listing, and strucutres contributing to the historic district. Since some of these buildings have undergone major design changes that may be difficult to reverse and are inconsistent with these guidelines, the decision to apply them will have to be made on a case-by-case basis. However, whenever feasible, any inappropriate modifications shall be reversed. Additional modification shall follow the guidelines to the extent that a consistent design will result.

Preservation/Restoration Program

The following are the major steps involved in a successful restoration/renovation.

Step 1

Become familiar with the architectural elements typical of older commercial buildings. This will be helpful in determining how much of the original facade of the building remains.

Old photographs, postcards, and prints are available from the Historical Society and other local sources. They can be used to determine how the building has looked over its lifetime. Careful decisions must be made on a case-by-case basis about how to pursue building restoration. It must be decided if the structure will reflect a specific period in time such as when it was first constructed. The building could also reflect a transition over time showing the layering that has made it what it is today. A number of historic resources are available to assist the property owners in the restoration of the building. There are many visual and/or written records of historic buildings in photographs, glass plate negatives or newspaper clippings.

Step 2

Physically investigate and inventory and older commercial buildings in the Downtown area prior to proposed restoration.

Take a good look at the front of the building, preferably from a spot across the street where it is possible to see the entire facade. Take note of the building's proportions, construction materials, and architectural details, and try to visualize how the entire building appeared when it was first constructed. It is important to realize that the storefront and the floors above were originally created as a united design. In many cases, additions and changes were made to the building over the years. A sign may have been added and part or the entire front may have been hidden under a false facade to make it look more contemporary. Where such so-called improvements were made only at street level, the undisturbed upper floors will usually give a good indication of the building's intended character. Try to determine which of these changes enhance the basic design of the building and those negative features that shall be removed.

Carefully remove a few parts of any material that was applied to the original building. The decision to remove the remainder shall be based on the relative merit of the previous architectural layers, and the decision shall be made in accordance with the paragraph above. This is important because it will help reveal whether any parts of an earlier storefront remain, what their condition is, and how much rehabilitation work will be needed. This physical investigation will provide an opportunity to estimate the scope of the work before making a commitment to a major undertaking.

Step 3

Specify that all restoration is to be done in methods and materials that are compatible with the historic nature of the building and State Historic Building Codes.

It is helpful to research the era that the building represents in order to choose the appropriate fixtures, hardware, detailing, and coverings. There are some collected sketchbooks on period architecture that can be found in libraries.

It shall be emphasized that it is rarely necessary to use anything but stock materials in storefront rehabilitation and that such materials are reasonably priced and readily available at local supply houses.

Some historic buildings were never handsome in appearance. The City could approve making some changes in design of these buildings if the building is of historical or architectural merit.

The features of a fine, older building can stand well on their own merits. Buildings do not need gimmicky and overdone motifs that will compete among themselves and with neighboring buildings. The most successful storefront rehabilitation's are subdued in character and consequently stand out from garish storefronts.

Additions To Historic Structures

The following requirements are to be followed if additions to a historic structure are proposed:

- Create additions that do not distract from or imitate the historic structures.
- Locate building additions to the rear of the existing structure whenever possible.
- Additions to buildings with historic designation shall be identifiable from original construction. They shall clearly distinguish old from new to avoid confusing original historical building elements with later additions. Specific architectural elements shall not be replicated.
- Additions shall employ similar or complementing materials, and similar opening proportions, facade rhythms and horizontal elements as the original.

Integrity Of Materials Used In Restorations/Additions

Complement the original building by the skillful use of materials. The following guidelines are to be followed for proposed restorations/additions:

- Use original materials whenever possible in restoration, renovation or repair work, and use the same materials for building additions.
- Deteriorated architectural features shall be repaired rather than replaced wherever possible. If replacement is necessary, the new material shall match the material being replaced in terms of its design, color, texture, and other visual qualities.
- For substitute materials, the outward appearance, durability, texture, and finish shall be as close as possible to that of the original. If the original was painted, the substitute materials shall be painted as well.
- Wood window sash is preferred for historic buildings. Vinyl clad wood or factory finished (i.e., baked enamel)

aluminum frames are acceptable if the original design can be duplicated.

- Covered sidewalks, especially where they previously existed, shall be encouraged where appropriate.
- Materials, paint colors and colors schemes shall be appropriate to the style and design intent of the building.
- Sandblasting of masonry surfaces to remove paint will damage the material. Other methods shall be used only under the advice and guidance of an expert.
- Do not cover over, clad, or replace original siding materials with a different material such as stucco, wood, or composition shingles.
- Where the original materials have been covered over, use the gentlest means possible to remove them. Certain claddings, such as stucco may be difficult, if not impossible, to remove without destroying the underlying material.
- Where inappropriate or more modern materials have been removed, they shall be replaced with the original materials.
- When re-roofing, use the original or similar materials (if available and in compliance with current codes).
- Do not remove original architectural elements-cornices, moldings, trim, etc. Replacement of these elements shall be similar in character to the original.
- Maintain the proportions of existing door and window openings and the pattern of existing window sash in replacement work or additions.
- New or replacement window sash shall match the original sash. Where the original sash has been completely removed, new windows shall match the existing sash unless a complete replacement programs for the facade is undertaken.

Building Code Requirements

In the reuse, modification, renovation, or addition to historic structures (this includes structures determined eligible for the national register, eligible for the national register, eligible for Woodland's local listing, and buildings contributing to the historic district, the following will apply.

- The City will utilize the California Historical Building Code for these actions.
- As long as the occupancy classification remains the same, the use of the structure can continue, regardless of how long the structure was vacant.
- The building official, health officer, and Fire Marshall will review the structure to determine the safety of the building prior to the issuance of needed permits.
- If required by the California Historical Building Code, a structural assessment or condition report will be required prior to the issuance of a building permit.

Demolition

The following guidelines are to be followed for proposed demolitions involving part or all of a historic structure:

- The demolition of historically or architecturally significant buildings in the Downtown area to accommodate new development is subject to the provisions of the City's Demolition Ordinance.
- Unreinforced masonry construction shall not be used as an excuse to demolish historic buildings.

- The demolition of historically or architecturally significant buildings in the Downtown area will require an environmental assessment to determine impacts on the historic district.

6.7 SIGNS

Objectives

The purpose of the Downtown sign design guidelines is to establish the necessary criteria, standards, and limits on all forms of signage in order to enhance and maintain the physical appearance and economic vitality of the Downtown. The City of Woodland recognizes the need for signs, but the right to use signs must balance the business owner's right of identification, the public's need to identify businesses, and the community's interest in maintaining an attractive Downtown area.

The overall intention of the these guidelines are to accomplish the following:

- Provide for the identification and promotion of Downtown area businesses.
- Promote signage that is attractive and is compatible with the historic character and materials found in the Downtown area.
- Provide flexibility in design to allow for the expression of the unique character of each business and building.
- Avoid a cluttered appearance to the Downtown area created by excessive and poorly placed signage.
- Provide for signage that promotes the business to both automobile traffic and pedestrians.
- To reduce the distraction and confusion for motorists and pedestrians in the Downtown by inappropriate signage and the hazards which may be attributed to it.
- Signage shall reinforce rather than detract from the existing historical character of the Downtown.

General Requirements/ Guidelines

Permit Procedures

- All signs, except temporary signs, require Zoning Administrator approval prior to being erected.
- A building permit is required for all signs except signs that have been directly painted onto a window, directional signs, temporary signs, and A-frame signs.

Comprehensive Sign Program

New multi-tenant buildings (or conversions from a single user to a multi-tenant development) will require an approved comprehensive sign program before sign permits can be issued for the building or any individual tenant. Existing properties have the option of preparing a comprehensive sign program for their buildings/complexes. The program shall provide specifications on the location, size, height, color, lighting, orientation, and types of signs that are allowed.

The program is not designed to allow greater opportunities than allowed in this Specific Plan or the Zoning Ordinance. If the program complies with the intent of the Specific Plan and Zoning Ordinance, the Zoning Administrator may approve it.

The advantage of a sign program is that once approved, future signs that meet its

specifications can receive a sign permit with only an administrative review.

Prohibited Signs

Signs that meet any of the following criteria shall not be allowed in the Downtown area:

- Signs that move or simulate motion
- Signs that emit audible sounds, odor, or visible matter
- Statuary signs, which are signs that are modeled, outlined, or sculptured to resemble a living creature or inanimate object.
- Portable signs, unless they are displayed for a special event by a religious, charitable, or civic organization (limited to a period of ten days). The exception to this prohibition is A-frame signs as allowed later in this section.
- Permanent signs that advertise continuous sales and special prices.
- Signs that present a traffic hazard due to their location or if they have an appearance similar to a traffic sign or signal.
- Signs that are attached to a fence or freestanding walls.
- Billboards.

Sign Placement

- A sign shall not cover or interrupt a major architectural feature of the building to which it is attached.
- On the edge of the commercial core of the Downtown area, signs shall be located so that they have little or no impact on adjacent residential areas.
- Signs shall be provided at the rear of all buildings along alleyways to provide for clear identification of businesses and their entrances

Sign Area

The sign area, as defined by the Woodland Zoning Ordinance, is the entire area within a single continuous perimeter composed of straight lines or curves that enclose the extreme limits of the message including all background or structural material. The area of the multifaced signs shall be the sum of the maximum display surface that is visible from any ground position at one time. Unless specifically stated in the remainder of this section, sign area shall conform to the requirements of the Woodland Zoning Ordinance.

Signage Design and Materials

The focus of this section is to provide for general design principles and materials that are compatible with the design, architecture, and historic features of the building and the Downtown area.
Sign materials and design shall harmonize with the building's architecture and materials, incorporating similar details, materials, and colors.

Appropriate sign materials for the Downtown area are dependent on the style, age, and materials used in the building. Materials may include the following:

- Wood – carved, etched, and painted or stained
- Metal – formed, etched cast, engraved, and painted (can signs are not allowed)
- High-density preformed foam or similar material

- Custom neon tubing for graphics or lettering may be used where allowed by sign types

Lighting

- Illumination shall be by indirect means such as concealed or inconspicuous spotlights or back lighting.
- Signs shall not produce glare. Glare is defined as light at or above a 75 foot-Lambert standard measured at the property line.
- Background illumination by means of decorative or concealed lighting is encouraged. This may include vintage wall sconces at windows, cornices or other architectural features; or any other form of indirect concealed lighting appropriate to the architectural character and function of the building.
- Lighting shall be arranged to reflect away from the surrounding property and away from any public street or alley
- Signs shall not have blinking or flashing lights or other lighting devices that involve changes in light intensity, brightness, or color
- Exposed bulbs are prohibited, except in time and temperature signs.
- Neon signs are permitted.

Signage Requirements/ Guidelines

In this section, the requirements for signage have been specified for each of the sign types recognized by the City of Woodland. To help in the application of these sign requirements/guidelines, a definitions table has been prepared. Table 6-1, "Sign Types," provides a text definition for each sign type along with a photograph of each.

The photographs shown on Table 6-1 are provided only to illustrate the definition. By being pictured, this does not provide an endorsement of the sign shown in the photograph. All signs are subject to the requirements and guidelines stated in this document.

For each of the sign types recognized for use in the Downtown area, the remainder of this section provides the applicable requirements for each sign type.

A-Frame / Portable Signs

- Signs shall remain moveable and not be permanently mounted to the ground or any other structure.
- An encroachment permit will be required for all A-frame signs.
- A-frame signs are allowed for all buildings in the downtown area. One A-frame sign is allowed per building for single occupancy buildings and one A-frame sign is allowed per tenant in a multi-tenant building as long as the following conditions can be met:
  - All A-frame signs must be located in front of the building in which the business is located.
  - For multi-tenant buildings, one A-frame sign per 20 feet of street frontage will be allowed. For some buildings, this will limit the total number of A-frame signs that can be displayed. The encroachment permit process will look at total permits issued and available street frontage in order to determine if there is adequate space for an additional sign.

- A minimum 60-inch clear area is available on the sidewalk and the sign does not pose a public safety or visibility hazard.

- Multiple tenants can be advertised on a single sign.
- Sign area shall not exceed 36 inches in height and 24 inches in width.
- A-frame signs can be placed on a public sidewalk as long as they don't unduly impede pedestrian traffic.

Awning and Canopy Signs

- Signs shall only be used on awnings that are located on first and second story building frontages
- Awning signs shall not have internal illumination of any kind
- Signs shall not cover more than 50 percent of the end panel area or more than 20 percent of the front (facing the street) panel.
- Nameplates suspended beneath an awning must have an 8-foot clearance above the sidewalk and cannot extend beyond the canopy or within 2 feet from the curbline.

Banner Signs

- The requirements for banner signs are the same as those specified for "Temporary Signs" in this section.

Hanging Signs

- Hanging signs shall only be used for first floor locations.
- Hanging signs shall not exceed 6 square feet in area on each sign face.
- These signs shall provide a clearance of 8 feet from the ground level (as measured directly under the sign) and be a minimum of 2 feet from the curb line.
- Signs shall not be permitted closer than 20 feet from each other.
- Signs shall be designed primarily for view from pedestrians rather than from automobiles.
- Only one such sign is allowed per business per street face (i.e., buildings on a corner can have two hanging signs, one over the sidewalk on each adjacent street).

Marquee Signs

- Marquee signs shall only include the name of the business and a changeable copy for the announcement of current and future attractions or events.
- A maximum area of 40 percent of the total sign area is allowed for the business name.
- A maximum area of 80 percent of the total sign area is allowed for the changeable copy.
- Size and placement of the sign shall be regulated by the requirements of the applicable sign. If the marquee sign is part of a monument sign (such as the sign at the Opera House), the regulations for a monument sign shall also apply.

Table 6-1. Sign Types

A-Frame / Portable Signs
A-Frame / portable signs are movable, self-supporting signs that may be placed on private or public property to advertise a business establishment. These are often placed on or near pedestrian areas (such as sidewalks).

Awning and Canopy Signs
Awning and canopy signs are signs that are painted, printed, or attached to an awning or canopy extending from a building.

Banner Signs
Banner signs are treated as temporary signs, and are typically comprised of a fabric, vinyl, or similar material with painted, printed, or attached text and/or graphics.

Hanging Signs
Hanging signs project downwards from an awning, canopy, trellis, or similar structure.

Marquee Signs
Marquee signs are a type of wall, projecting, monument, or hanging sign that is used to display event information, and usually include an area to display changeable copy that is changed on a regular basis. These signs would apply to theaters/cinemas, lodges (and similar facilities), and churches. This example is a monument sign.

Menu Board Signs
Menu board signs are signs that are comprised of a menu or facsimile that are limited to a display of the products and prices of the establishment, and may be utilized by eating and drinking establishments.

Monument Signs
Monument signs are signs mounted on the ground that are relatively low in height. These signs are primarily designed for lots that have large front setbacks.

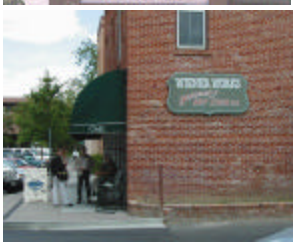
Plaque Signs
Plaque Signs are simply smaller versions of a wall sign and are usually mounted to surfaces adjacent to storefront entryways. Plaque signs include historical marker signs, such as the plaque sign at the Woodland Opera House.

Projecting Signs
Projecting signs are attached to the face of a building, but unlike a wall sign, these signs project in a perpendicular fashion from the wall to which they are attached.

Roof Signs
Roof signs are signs that are mounted on the roof of a building or are dependent upon a building for support and are mounted near the upper edge of a building.

Temporary Signs
Temporary signs include any sign, banner, or flag intended to be displayed for a short period of time. These signs are used primarily to advertise special events.

Tenant Directories
Tenant directories are signs that display a listing of the tenants of a building and text or graphics displaying their location in a building or complex. These signs do not contain other advertising information and are sized to a pedestrian scale.



Wall Signs
Wall signs are signs mounted directly to a building surface and run parallel to the building wall.

Window Signs
Window signs are signs that are painted or etched onto a glass or similar surface (such as windows and doors) or are hung, posted, or displayed for view through a window from individuals in a public space.

Menu Board Signs

- Signs shall be located in display boxes mounted on the wall of a building directly adjacent to a public entrance.
- Menu signs shall be utilized for all restaurants that offer table service.
- Maximum size for case holding the displayed item (menu, worship schedule, and so forth) is 4 square feet.
- One sign per public entrance is allowed.

Monument Signs

- Monument signs shall only be located along a site frontage facing a public street and where no other means of identification is available on the property.
- Signs shall complement the architectural design of the building and be consistent with the overall scale of the building.
- Monument signs are encouraged for buildings in District E.
- Only one such sign is allowed per building per street face (i.e., buildings on a corner can have two hanging signs, one over the sidewalk on each adjacent street).
- Size and placement is per the City's Zoning Ordinance.

Plaque Signs

- Non-historical plaque signs shall only be located adjacent to the main public entrance.
- Signs shall have a maximum area of 4 square feet.
- Non-historical plaque signs shall include the business name and logo.

Projecting Signs

- These signs shall provide a clearance of 8 feet from the ground level (as measured directly under the sign) and be a minimum of 2 feet from the curb line.
- Signs shall not be permitted closer than 20 feet from each other.
- Signs shall be designed primarily for view from pedestrians rather than from automobiles.
- Sign shall have a maximum area of 10 square feet.
- Only one such sign is allowed per business per street face (i.e., buildings on a corner can have two hanging signs, one over the sidewalk on each adjacent street).

Roof Signs

- Signs are not permitted above the roof peak or parapet wall nor above the maximum height specified for the District.
- The bottom of the signs shall be mounted flush with the roof and not interrupt rooflines or other major architectural features.

Temporary Signs

- Signs are to be displayed for a period of less than 30 days.
- Signs shall not cover more than 20 percent of the total window and door sign area.
- Temporary signs shall not exceed 30 square feet in area.

- The total area for temporary signs shall not exceed the total permitted area for permanent signs.
- Signs shall not incorporate extremely bright colors.

Tenant Directories

- Tenant directory signs are allowed to include the building name, tenant names, and suite number or letters.
- Signs could either be placed on a building wall or designed as a freestanding sign located on the property's front setback.
- The maximum sign height is 8 feet, with a maximum sign area of 10 square feet.

Wall Signs

- Signs shall be centered in the upper portion of a building facade.
- Signs shall be placed to establish a facade rhythm, scale, and proportion between buildings.
- The sign's length shall not exceed the width of the framed portion of the storefront and shall not exceed 15 percent of the building facade.
- The signs shall not block windows or other architectural features.

Window Signs

- Signs shall not exceed 20 percent of the ground floor frontage window area.
- Adhesive vinyl, gild-leaf, or screen-printing is preferred over hand-painted window signs.
- Signs shall not be placed above the windowsill of a second floor unless there is a business conducted on that floor.

6.8 STREETSCAPE

Objectives

The purpose of this section is to outline the recommendations and requirements for improving the streetscape in the Downtown area through the use of various streetscape elements.

Pedestrian Walkways

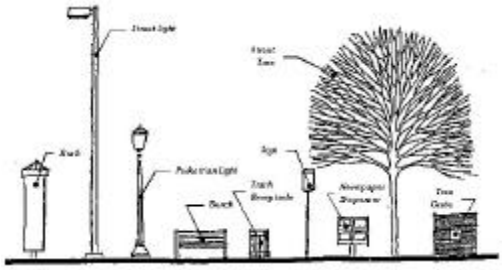
Pedestrian walkways, which include alleyways and sidewalks, are an important part of the overall streetscape. Pedestrian walkways provide areas for pedestrians to gather, dine, and socialize. There is a great potential for increased pedestrian activity in the Downtown area through the enhancement of existing alleyways located adjacent to businesses.

Pedestrian walkways in general could be enhanced through the use of special paving, such as stamped and colored concrete. Special paving can serve as a tool for delineating different pedestrian areas and adds distinctiveness and vibrancy.

Street Furniture

The addition of street furniture is an important ingredient in enhancing and making the overall streetscape more attractive for pedestrians. Street furniture includes seating (i.e., benches, chairs and tables), trash receptacles, bicycle racks, planters, tree grates, and streetlights. The City's palette for street furnishings is

shown on Figure 6-1, "Downtown Street Furniture."



A variety of street furniture and landscaping will make up Woodland's streetscape.

Benches

Benches serve as a catalyst for increasing pedestrian activity. Benches allow for passersby to stop, rest, and observe the Downtown area. Furthermore, it provides the opportunity for social gathering. The City's standard for benches is a 6-foot length, wrought iron frame with wood slats design, as shown below.

Bench style required in Downtown (Districts A- D)

For District E, the majority of development will be new construction. While these areas will be designed to blend with the rest of the Downtown area, a more contemporary street furniture can be used. A black metal slat bench would tie in with the Victorian wrought iron and wood slat design used in the rest of the Downtown.

Bench style for District E

Outdoor Dining

Outdoor dining, facilitated by the use of patio tables and chairs, especially helps enliven a streetscape. In addition, it makes local dining establishments more attractive and economically viable.

With City approval (including an encroachment permit), utilization of public sidewalk areas for restaurant usage is allowed. Such uses will need to maintain a minimum 6-foot clear pedestrian space along the sidewalk.

In addition to street side dining, outdoor dining areas that are behind or to the side of buildings are also allowed.

Outdoor dining at rear of a Main Street business

Benches
For Districts A, B, C, and D, the City shall use a Victorian styled bench with an ornate wrought iron appearance. The bench shall be six feet in length with a center armrest.

Example product: South Bay Foundary.

Benches
For District E, the City shall use a steel slat or mesh-seating area with steel arm rests that replicate the design of the iron/wood bench shown above. Bench shall be six-foot length with center armrest. Black color preferred.

Example product: Victor Stanley Classic Series Model CR-138.

Trash Receptacle
For all districts, the City shall use a 36-gallon capacity receptacle that includes a dome lid and side access to remove trashcan. Steel slat design in black preferred.

Example product: Victor Stanley Ironsites Model SD-42 with dome lid.

Planter
For all districts, the City shall use a steel planter that replicates the design of the benches and trash receptacles shown above. Black color preferred.

Example product: Victor Stanley Ironsites Model S-24 in a black finish.

Tree Guard and Grate
For all districts, tree guards using a similar style to the above furniture shall be used. Tree grates shall maintain a Victorian theme. Black color preferred.

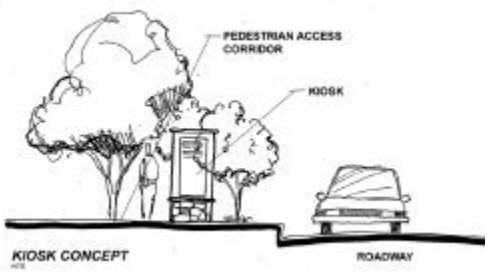
Example product: Tree grates such as Victor Stanley Ironsites Model S-6. Tree grate to be selected, and may be custom design.

Figure 6-1
Street Furniture

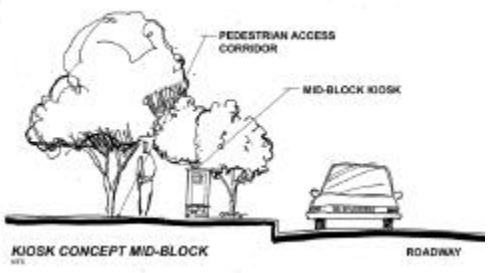
Information Kiosks

Downtown area directory kiosks shall be provided at key public facilities in the Downtown area, including Heritage Plaza, City Hall, Library, Post Office, and Freeman Park to assist pedestrians in the identification of public facilities, the locations of stores, and the time and location of upcoming public events in the Downtown area. Smaller directories shall also be placed at corners on Main Street and Court Street.

The information kiosks and directories shall be designed to be compatible with the overall theme of streetscape design in the Downtown area.



Kiosk concept



Mid-block directories

Guidelines for Street Furniture

The following guidelines shall be followed for street furniture:

- Tables, chairs, and umbrellas shall each be compatible in design, color and materials.
- Furniture shall be of sturdy, substantial design, and materials that can withstand outdoor use and weather. Umbrellas shall be of weather resistant fabric coverings, and properly constructed and secured. Furniture and umbrellas must be well maintained.
- Placement of street furniture shall provide adequate clearance for pedestrian circulation. A minimum clearance of six feet shall be maintained to the face of the curb or any sidewalk obstruction (hydrant, sign, pole, planter, etc.) A clearance adjacent to the building facade is not required except for access.

6.9 LANDSCAPING

Objectives

The intent of these guidelines is to fulfill both aesthetic and functional goals. These guidelines are also intended to supplement Article 22 of the Zoning Ordinance (development within the Downtown area shall comply with these Guidelines as well as Article 22).

Landscaping within the Downtown area is intended to do the following:

- To create a unifying visual effect.
- To create a clear definition between pedestrian and vehicular paths.
- To provide for the improvement of the urban environment (air quality,

temperature control, and water conservation) through a major planting effort.

- To provide strong accents and focal points to distinguish and beautify the Downtown area.

General Landscaping Guidelines

The following are general guidelines that apply to all vegetation used for landscaping in the Downtown area.

- Create landscape schemes that are attractive year-round and easily maintained.
- Landscape plantings shall emphasize the use of native and drought tolerant plant species. Irrigation systems shall emphasize water conservation principles.
- The scale of all landscaping shall fit the scale of the project.
- In locations where plants will be susceptible to injury by pedestrian or automobile traffic, they shall be protected by appropriate curbs, tree curbs, tree guards or other devices.
- Consideration shall be given to existing off-site conditions such as grades, berms, types of existing plant material, open space, and visibility in order to provide a level of consistency and recognition of off-site factors in the design of the project.
- A variety of container sizes is encouraged. Typically, minimum sizes for landscaping within the public right of way are 15 gallons for trees, 5 gallons for shrubs, and 1 gallon for groundcover.
- For landscaping on private property, a minimum of 15-gallon (or larger) trees is required. Landscaping on private property can also use shrubs from 1-gallon containers. All landscape stock shall be inspected by the project landscape architect prior to installation. No root bound plants shall be used. Only healthy, well-formed, and vigorous plant material shall be used.
- A Landscape Maintenance Agreement with the City shall be recorded prior to issuance of a building permit to assure continuing maintenance.
- Landscape lighting strategies include spot lighting of trees, lighting of shrubs from below with light sources shielded from view, and placing shielded walkway lights along paths and in planting areas. Landscape lighting fixtures shall be concealed-source fixtures except pedestrian-oriented accent lights. Spotlighting of trees, uplighting of shrubs, path lights, step lights, and wall lights are encouraged.

Street Trees

Street trees are one of the more visible elements of a streetscape. Trees not only add to the overall attractiveness of the Downtown area, they can also bring much needed shading for pedestrians during the summer months.

The following guidelines shall be adhered for the use of street trees.

- Street trees shall be planted whenever possible at the back of curb. Trees shall be planted within tree grates at approximately 50' spacing and coordinated with placement of street light fixtures.
- Trees shall be of appropriate size and placed so that they do not block visibility of storefronts, signage, streetlights, utility poles, etc.

- Trees shall be regularly pruned to reveal branch structure and avoid blocking visibility of storefronts and signage.
- Preserve and maintain existing mature trees wherever possible.
- Plant trees that involve low maintenance are drought tolerant and have high growth rate.

Specific location and species of trees shall be as follows:

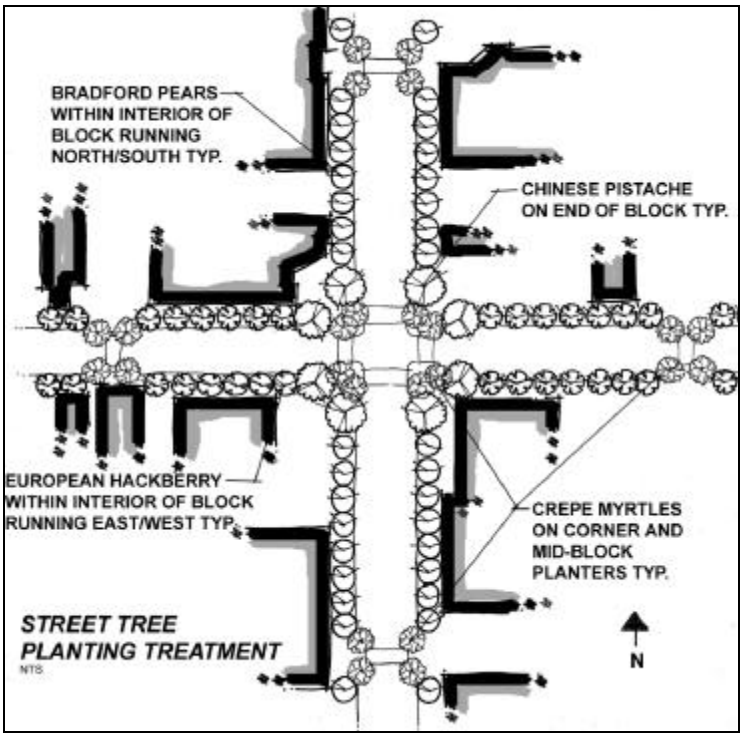
East/West Streets. Along Main Street, Chinese Pistache and European Hackberry trees shall be planted within the tree grates. One Chinese Pistache tree shall be planted at the end of each block and the European Hackberrys shall be planted within the interior of each block. Along the other east/west streets (Court Street, Lincoln Avenue, and North Street), the same planting scheme as Main Street shall be followed where the width of the right of way is adequate. In cases where the width of the right of way is inadequate to support the Main Street planting scheme, the appropriate location for street trees will be reviewed on a case-by-case basis.

North/South Streets. For streets oriented in a north/south direction (Third Street, Fourth Street, etc.), Chinese Pistache and Bradford Pears shall be planted within the tree grates. One Chinese Pistache shall be planted at the end of each block and the Bradford Pears shall be planted within the interior part of each block. In cases where the width of the right of way is not wide enough to allow for this planting scheme, the location for street trees will be reviewed on a case-by-case basis.

Street trees shall be a minimum 15-gallon in size and have a minimum caliper of 1-inch. Street trees shall be planted in a 4-foot square tree grate. The material shall be cast iron and painted with flat black enamel. Root barriers shall be used.

Corner Planters. Along Main Street, landscaping planters shall be provided where feasible near each corner. Crape Myrtles shall be the type of trees within the corner planters. Shrubs and groundcover for these areas must be chosen from the City's plant list.

Other Landscaping. Non-traditional ways of providing greenery are encouraged and can locate within the public right of way. The location of items such as planter boxes, container or larger pots must be approved by City staff and an encroachment permit obtained. Plant material shall be taken from the list specified in Appendix B "On-Site Landscaping".



Street tree planting concept

In some areas, the undergrounding of overhead utility lines will be a prerequisite to landscaping in the public right of way.

The illustration below conceptually shows the public right of way landscaping and the intent it is to provide.

Planters

In addition to street trees, the use of planters can add to the overall attractiveness of the Downtown area. Planter shall be considered in the development of streetscaping along newly developed areas along with the revitalization efforts of the existing Downtown area.

The following guidelines will apply in the Downtown area.

- Planter boxes shall be well maintained and designed and finished with materials and colors compatible with the building.
- All areas within a landscape planter shall contain living groundcover or a combination of living and non-living groundcover. The maximum amount of non-living groundcover is 20 percent.

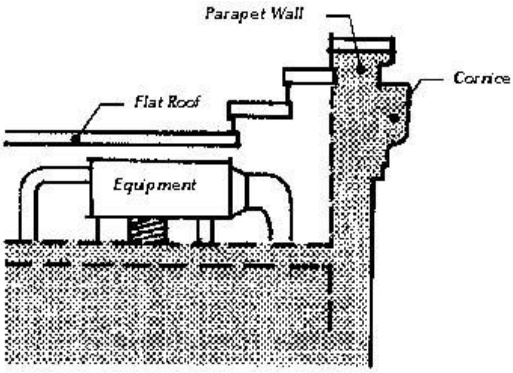
6.10 Equipment Screening

Objectives

The purpose of this section is to set out requirements for the screening of mechanical equipment, trash receptacles, storage, and equipment areas to minimize visual impacts on surrounding areas.

The following are general guidelines that apply to the screening of various types of equipment and equipment areas.

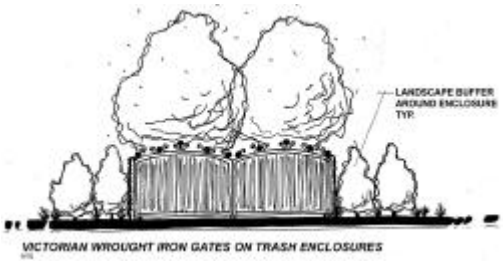
- Roof mounted mechanical or utility equipment visible to the public shall be screened. The method of screening shall be architecturally integrated with the structure in terms of materials, color, shape, and size. Equipment shall be screened by solid building elements (e.g., parapet wall) instead of after-the-fact add-on screening (e.g., wood or metal slats).



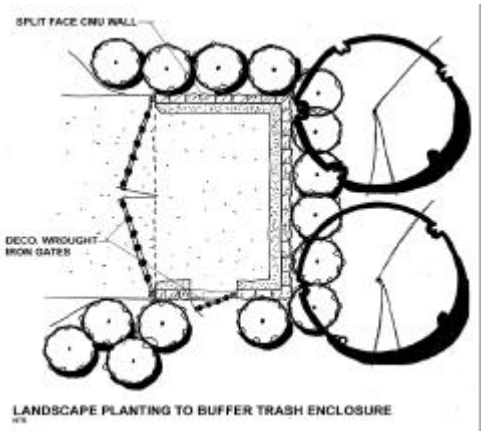
Screening using architectural features

- Refuse and waste removal service yards, storage yards, and exterior work areas shall be screened from view from public areas using materials in accordance with City standards.
- The consolidating of waste containers shall be encouraged, especially along alleyways.
- Screening of places that are unsightly shall be accomplished by the use of walls, fencing, planting, or combination of these. Screening shall be equally effective in winter and summer. These techniques shall complement the architecture, color, and construction material of the primary building.

- Screening of trash receptacles will be accomplished through the use of an enclosure constructed from split face CMU walls that match the color of adjacent architecture. The gates on the enclosure shall be a Victorian style wrought iron in lieu of the traditional chain link gate. The two illustrations below show a typical concept for screen trash dumpsters.



Wrought iron gates on trash enclosure



Landscaping used to screen trash enclosure

Other areas and items of equipment that need to be screened could be accomplished in a similar manner as the trash enclosure.

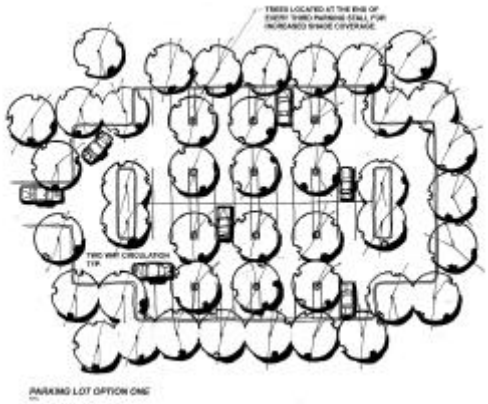
6.11 Parking Lots/Garages

Objectives

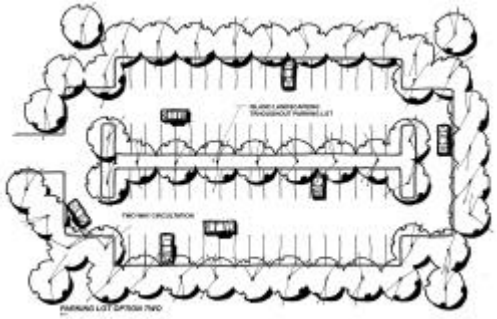
The purpose of this section is to set out guidelines for designing parking lots and parking garages, including screening techniques and general architectural elements.

General Requirements/ Guidelines

When designing parking lots, careful consideration shall be given to the flow of vehicular movement, the capacity required, appropriate screening of the parking lot, pedestrian circulation, and appropriate coverage of landscaping within the parking lot. Two drawings are shown with two different scenarios for landscaping within a parking lot. The first drawing shows a typical island planting along throughout the parking lot, and the drawing below it shows a design that decreases the reflective heat from the parking lot and provides much more shade throughout the entire parking lot.



Typical island landscaping design



Alternative parking design

Design elements that could be used for screening and providing definitive edges to the parking lot include trees, low walls, hedges, and berms. Some combination of these elements shall be used to screen lights from cars in a parking lot from shinning on surrounding properties.

In terms of plant guidelines, parking areas shall contain at least two varieties of trees, with at least one type being a large, high branching canopy tree to provide shade. The other tree variety shall be an accent tree or delineator tree to guide circulation patterns and to highlight entries. Accent trees shall complement the selected shade trees and shall provide visual interest. Shrubs shall also be used in parking areas and clustered in masses. They shall be located so as to not interfere with vehicle or pedestrian sight lines.

In addition to creating functional parking lots that follow effective landscaping guidelines, the amount of parking required for a large facility may need to be accommodated with the use of a parking structure. A parking structure can be successfully implemented into the Downtown scenario if designed correctly. A few of the guidelines to follow would be:

- The architecture of the parking structure shall be similar to all of the adjacent buildings to disguise the actual parking element in the design.
- The first floor of the parking structure that is on street level and facing a street shall contain a retail type of business to make efficient use of the space and aid in blending the structure in with the architectural guidelines.

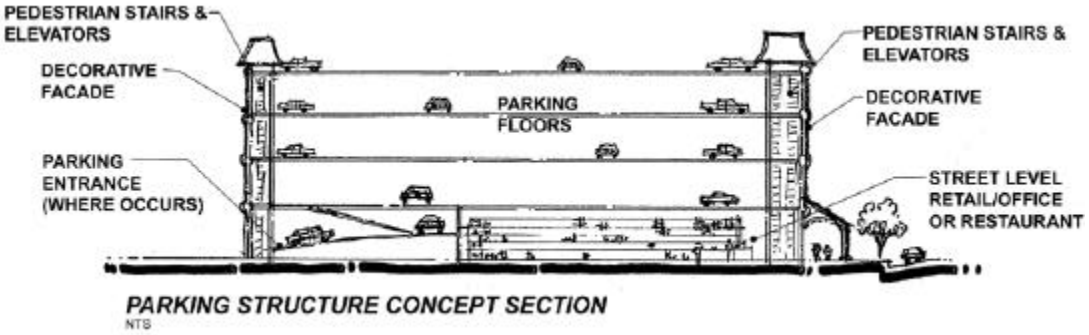
The illustration below shows a concept sketch of these principles.

6.12 Design for Safety

The concept of crime prevention through environmental design (CPTED) includes a wide variety of strategies aimed at reducing opportunities for crime through the proper design and effective use of the built environment.

Key components of CPTED include:

- Natural access control involves the use of pathways, paving treatments lighting, landscaping, fencing, signs, and other built features to guide ingress and egress and to discourage or eliminate public access into areas.
- Natural surveillance focuses on the placement and design of physical features and the arrangement of uses to maximize opportunities for natural surveillance.
- Territorial reinforcement entails design features and physical elements that convey a sense of ownership and stewardship over a space. Unique



Parking structure concept

paving patterns, artwork, signs, landscaping. Lighting standards and streetscape components, and other physical elements can be installed and maintained to communicate a sense of pride and proprietorship.

Objectives

A common issue associated with Downtown's is the perception that they are not safe. While Woodland's Downtown does not have any significant crime issues, it is important to ensure that the growth planned in this Specific Plan does not create safety issue by design.

The purpose of this section is to introduce the concept of safe design into the Downtown Specific Plan, and to include design components that will ensure the future safety of the area.

Design Considerations

CPTED involves design of physical space in the context of the business, the activity planned for the space, and the predictable behavior of anyone using space.

The following CPTED-based guidelines are to be considered for all renovation and new development in the Downtown area:

- Utilize plants and low fencing to direct movement and restrict- symbolically- areas where people shall not enter.
- Minimize the height of parking lot screening (shrubs or low walls) to allow a visible "window" above 3 feet and below 7 feet.
- Restrict the number of entry points into a development or parking lot.
- Improve safety behind buildings through the use of:
  - adequate security lighting;
  - limited access (walls, fences, gates, shrubs);
  - introduction of activities (e.g. rear entrances for commercial activities) that increase surveillance;
  - surveillance through windows or with cameras; and
  - maintenance storage areas and alleys.
- Use security fencing/walls with view ports or sections of wrought iron grille work to allow views into the development while restricting access.
- Multi-tenant developments (residential and non-residential) shall include directories at site entrances identifying the locations of buildings, suites, apartments, etc. and on-site landmarks, including management offices and access points.

7 Gateway Revitalization Area

7.1 Master Plan Concept

The Gateway Revitalization planning area (which is made up of the southern half of District A4 and District E2) is unique in several important ways.

- This area contains most of the vacant or underutilized land in the Downtown.
- The City will be developing a new Police Station located on a 3.2-acre parcel bounded by Lincoln Avenue, Sixth Street, Oak Street, and Fifth Street.
- A large portion of this area is owned by the railroad, providing the opportunity to deal with a single landowner.
- Due to the amount of developable area and the limited number of ownerships, this area would lend itself to a public/private partnership to develop the area under a master development agreement.
- The railroad properties (and the uses that occurred on them in the past) also raise the potential for hazardous materials contamination.
- This area is located at the entrance to the Downtown area.
- The area contains a large, regional office user (Blue Shield) that can be built upon to create synergy for other office users.
- This area has excellent circulation access to the local and regional markets.

As part of the Gateway Revitalization Master Plan, a Master Plan Concept was prepared (see Figure 7-1). This concept drawing was prepared to illustrate the future land uses and urban design features for the area. As a concept drawing, it is used to illustrate development concepts, and is not intended to show specific developments or building shapes/sizes.

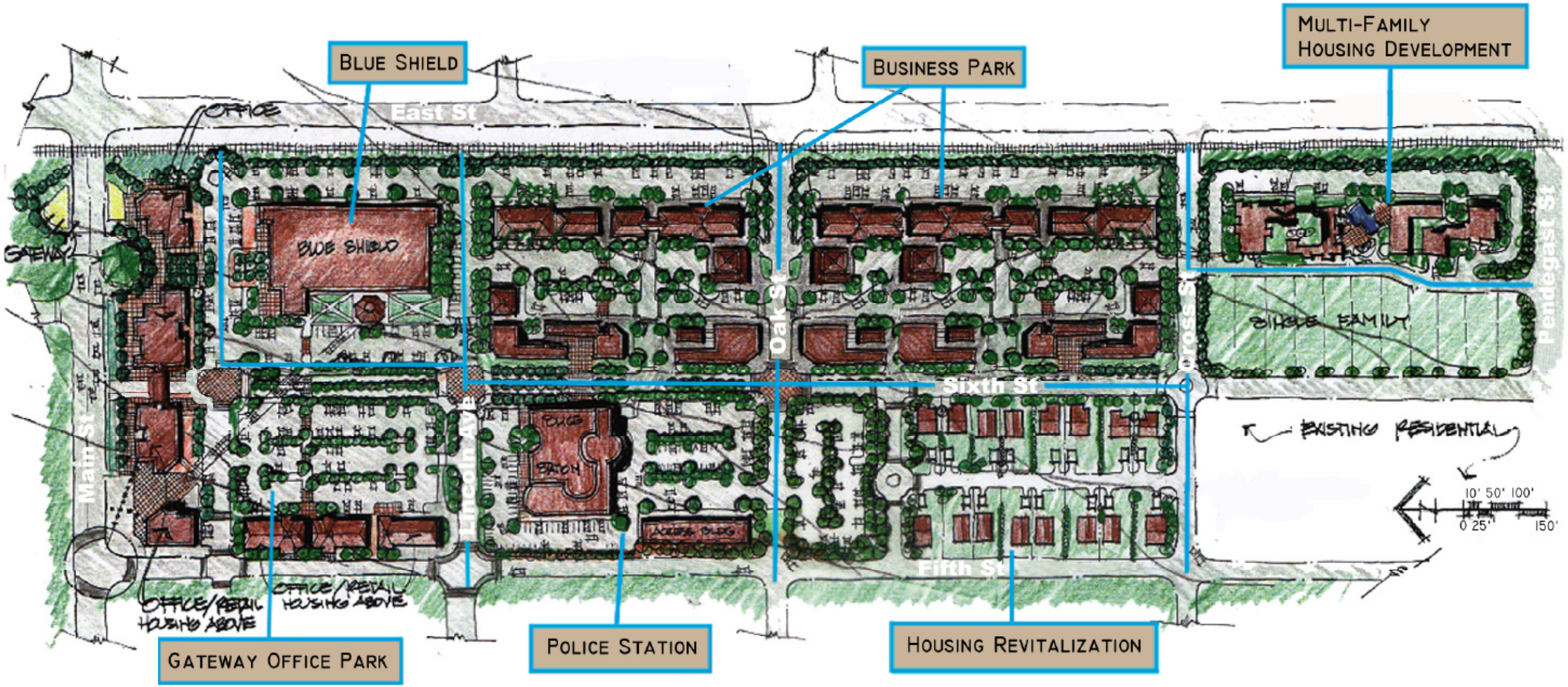
The Master Plan Concept illustrates several key concepts. In the following paragraphs, these concepts are described based on potential development sites (shown on Figure 7-1).

Gateway Office Park

The proposed Gateway Office Park development is located at the north end of the Master Plan area adjacent to Main Street. Development in this area would primarily consist of office uses with some local supporting retail uses on the first floor of the buildings.

Key components of this proposed development are as follows:

- Create a “Main Street look” through the use of a zero lot line front setback on Main Street.
- Incorporate the existing Heritage Oak on Main Street into the design of a prominent gateway feature.



URS

Figure 7-1
Gateway Revitalization Concept

- Develop 2- and 3-story mixed-use structures with office or local retail use on first floors (e.g., deli, coffee shops), and office uses on the second floor. If market support exists, upper floors can include some residential uses on upper floors.
- Close Sixth Street between Main Street and Lincoln Avenue to convert to a pedestrian mall.
- Limit parking to the rear of all buildings.
- Create parking aisle behind first row of buildings on Main Street to serve as an "active alley" similar to those found in the rest of the Downtown area.
- Install traffic signal on Fifth and Main Streets to improve traffic flow.
- Include building cutback at the corner of Main and Fifth Streets to allow space for a pedestrian plaza.

Blue Shield

The Blue Shield portion of the Master Plan Area, located just south of the proposed Gateway Office Park, will consist of the following components.

- Maintain existing regional office.
- Utilize reciprocal access and parking with the Gateway Office Park development.
- New access provided from Lincoln Avenue and alley behind first row of buildings in the Gateway Office Park.

Police Station

The new Police Station is proposed to replace the existing facility currently located adjacent to the City Hall. The Police Station will be located at the southeast corner of Lincoln Avenue and Fifth Street in the Master Plan area.

The Police Station will have a main building for administrative uses and a separate service building. The facility will consist of the following components:

- Command – offices, conference rooms, and waiting/reception rooms
- Administration – offices, laboratories, waiting rooms, conference rooms, interview rooms, and supply storage
- Training – offices, classrooms, and weight room
- Investigations – offices, conference rooms, interview rooms, locker rooms (evidence storage), storage rooms
- Operations – offices, conference/ interview rooms, waiting rooms, locker rooms, shower rooms, storage rooms, holding cells, and personnel sallyport (an area that a vehicle can be driven into and secured prior to transferring a prisoner to or from the facility.
- Onsite parking areas for both staff and visitors. As the facility develops, additional parking can be provided south of Oak Street or by utilizing on-street parking on Lincoln Avenue and/or Sixth Street.

The new Police Station will show a positive investment in a blighted area and strengthen the reuse of this area by private investors.

Business Park

The Business Park involves the proposed construction of office and research facilities to be located just south of Lincoln Avenue between Sixth and East Streets in the Master Plan area.

Figure 7-1. Master Plan Concept

Figure 7-1 (cont'd)

The Business Park will include the following components:

- Develop several clusters of office/ research buildings.
- Provide onsite parking areas adjacent to buildings.
- Promote the development of flexible space that can easily be modified to handle several small incubator industries or a larger established business.
- Promote the development of research and development facilities in this area. Demand associated with nearby UC Davis, ease of access to UC Davis from this area, and the limited developable land in the City of Davis make this a good development opportunity.
- The buildings along the east edge of the site would have front facades facing towards East Street. This gives the businesses exposure to traffic on East Street and also provides a more attractive view of the area from East Street.
- This area contains the historic Woodland Depot building. This building could be incorporated into the design of the new development or be relocated to another site, such as a site in the Armfield area.

Housing Revitalization

Housing revitalization in the Master Plan area is proposed to occur on a single block, located between Oak, Cross, Fifth, and Sixth Streets.

This block contains existing single-family and multi-family residential uses on the southwestern portion, and industrial development and public uses on properties owned by Yolo County in the remaining parts.

The key components of this project are as follows:

- Rehabilitate existing residences with the City's assistance. As part of the Redevelopment Area, these houses would be good candidates for use of the Redevelopment Agency's housing set aside funds. Programs for rehabilitation are detailed in the City's Housing Element.
- Remove existing, underutilized industrial development.
- Return property owned by Yolo County to the City's tax roles.
- Develop new single- or multi-family residential units compatible in design with surrounding residences.
- The north end of this area could be utilized for expansion of parking for the new Police Station or as a site for additional offices or light industrial.

Multi-family Housing Development

Multi-family housing development is proposed to be located south of Cross Street between Sixth and East Streets in the Master Plan area. Key components of this development include the following:

- Develop a multi-family housing complex to provide more affordable housing in the Master Plan area and the City.
- Remove existing, vacant industrial uses that are located on the southern and northern portions of the block.
- Develop residential uses in the Downtown area to provide additional customers/users in the area.

- Provide a compatible use to adjacent residential uses.

7.2 CIRCULATION

As part of the Master Plan, several circulation improvements are proposed for the Master Plan to improve both the flow of pedestrian and vehicular traffic. The proposed improvements are as follows:

- Install traffic signal at Fifth and Main Streets.
- Abandon Sixth Street between Main Street and Lincoln Avenue. The street should be replaced with a right-turn in and out driveway and remaining space from the right-of-way used for a pedestrian spine into the Master Plan area.
- The City is intending to install two traffic improvements in this area. One is a median in the center of East Street at its intersection with Oak Street. Only right turns in and out will be allowed. The other is the installation of a traffic signal at the intersection of East and Cross Streets.

7.3 GATEWAY ELEMENT

Due to its location at the intersection of Main and East Streets, the Gateway Revitalization Master Plan area plays an important role as a primary gateway into the Downtown area. The type of development that is proposed for the Master Plan Area will complement this entryway into the Downtown area.

The Gateway itself will undergo several improvements that in turn will complement the proposed development for the Gateway Master Plan Area. The improvements (described in greater detail in Chapter 8) are as follows:

- Installation of a freestanding sign at the northwestern corner of Main and East Street to welcome visitors to Downtown Woodland.
- Installation of a monument style sign surrounding the west side of the existing heritage oak tree on Main Street to accent it as a natural landmark.
- Streetscape improvements to include pavers on Main Street and the construction of an archway or other vertical element at the gateway.

8 Polices and Standards

The success of any plan lies in the strength and realism of the tools it provides. The following chapter provides the tools needed to make the Woodland Downtown Specific Plan and its visions a reality.

Included in this chapter is:

- a description of how this plan will be implemented and administered,
- a set of policies and Implementation Measures that have been refined and consolidated from the pervious Specific Plan in order to provide a more realistic plan and easier implementation,
- a description of land uses that are allowed in the Downtown area,
- development standards for site planning, and
- performance standards for land uses that previously required a conditional use permit (CUP) process.

8.1 Plan Administration

As part of the implementation of the Specific Plan, the City will need to:

- take an active role in the planning and implementation of recommended projects;
- explore the various federal, state, and local funding programs that are available to assist the development of specific types of projects (i.e., Home Investment Partnership Act [HOME] funding for residential development);
- meet with local stakeholders, who include local developers, business owners, and the community on a frequent basis to develop strategies to successfully carry out the projects that are recommended (including public/ private partnerships); and
- stay well informed of what other communities with similar characteristics are doing to meet community needs based on current market conditions.

General Provisions

To avoid having to prepare a set of land use regulations completely separate from the General Plan and Zoning Ordinance of the City, this Specific Plan has been designed to build upon these documents. The text, illustrations, and maps contained in this Specific Plan augment the zoning for the planning area, including specifications for allowable land uses, intensities, character, and design.

The regulations contained in this Specific Plan supersede the City's Zoning Ordinance where there is a conflict in direction. Where a topic is not addressed in the Specific Plan, other City regulations apply.

The Community Development Director is responsible for interpreting all the requirements found in the Specific Plan. The Community Development Director may use applicable regulations found in the Zoning Ordinance for clarification, if not clearly provided for in this Specific Plan. If there is a land use that has not been identified in the Specific Plan or Zoning Ordinance, the Community Development Director may use his discretion in determining whether the land use is allowed in given zone. This provision shall not be used to permit uses or procedures not specifically authorized by this Specific Plan or the City's Zoning Ordinance. Determinations of the Community Development Director may be appealed to the Planning Commission within 10 days of said determination.

The Community Development Director also has the option of referring an issue for clarification to the Planning Commission.

Validity

If any section, subsection, sentence, clause, phrase, or portion of the Downtown Specific Plan is for any reason held to be invalid by decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this Specific Plan.

Applicability of This Specific Plan

The Downtown Specific Plan shall be applied to all properties within the planning area as shown on Figure 1-2, "Specific Plan Area."

References to Zoning Regulations

References to the City's Zoning Ordinance in this Specific Plan shall refer to Chapter 25 of the Code of the City of Woodland.

Adoption of Amendments

Amendments may be made to the Specific Plan in the same manner that the Specific Plan was originally adopted. The amendment may be proposed by the City Council, Planning Commission, City staff, City resident, or authorized agent. The amendment must cover all sections of the Specific Plan that will be affected by the change.

Violations and Enforcement of Specific Plan Regulations

Any individual or company that violates the regulations set forth in this document or does not comply with an order that has been issued by the City will be subject to the penalties outlined in the Woodland Municipal Code.

Specific Plan Findings

For any project proposal within the Downtown Specific Plan area, a finding must be made before the proposed project may be authorized or approved indicating that the proposed action (i.e., site plan approval, land use entitlement, use permit, proposed subdivision, or other applicable approval) complies with Specific Plan requirements.

Administrative Revisions

The Planning Director may approve minor deviations from or exceptions to the Specific Plan's development standards (up to a 10 percent change for quantified items) if the project meets the following conditions:

- The proposed modification will improve the overall project appearance and function.
- The project would be compatible with, and not a have a negative impact on, surrounding development.
- The project would help achieve the vision and goals specified for the Downtown area in the City's General Plan or this Specific Plan.

Specific Plan Maintenance

The City will review the Specific Plan every five years (starting from the date of its adoption) to ensure it is consistent with the direction and needs of the Downtown area. More frequent updates can be undertaken if changes in market forces of the Downtown warrant revision. It is the City's intent to maintain this Specific Plan to reflect the current needs of the Downtown area.

8.2 Specific Plan Policies

The following section includes policies and implementation measures that are necessary to achieve the vision for the future of the Downtown area. Some policies and implementation measures have been carried over from the existing Specific Plan. A reference to the old policy/implementation measure is included in parentheses at the end of the appropriate item (e.g., "Land P-4").

Some policies are implemented through other actions, such as programs, promotions, and projects. These are detailed in Chapter 9, "Actions."

Land Use

LU-1 Government Facilities
The City shall continue encouraging the location of government facilities in the Downtown area to maintain it as the government center. (Land P-4)

LU-2 "Rice Mill" Expansion
The City shall continue to support mixed-use developments in District A4 and E1 with a similar style and scale of the historic rice mill building.

LU-3 Public / Private Partnerships
The City shall actively work to develop and promote public/ private partnerships in developing mixed-use opportunities throughout the Downtown area.

LU-4 Design
Through the use of consistent development standards, the City shall ensure that buildings on Main Street maintain the consistent look of the historic Downtown.

LU-5 Using the Back Side of Main Street
The City shall enhance the backs of buildings fronting on Main Street through the development of courtyards and secondary storefronts that improve the functional space (e.g., outdoor eating opportunities) and overall attractiveness of these areas.

LU-6 Infill
The City shall provide infill incentives to encourage appropriate use of vacant lots.

Community Design

CD-1 Streetscape Improvements
The City shall upgrade the overall appearance of the Downtown through streetscape improvements such as street furniture, landscaping, signs, lighting enhancements, banners, and facade improvements. (Environ P-1)

CD-2 Design Guidelines
The City shall closely follow the Downtown Design Guidelines outlined in Chapter 6, "Design Guidelines", of this Specific Plan.

CD-3 Primary Gateways
To reinforce a strong community identity for the Downtown, the City shall develop enhanced entrances (gateways) on both ends of Downtown Main Street.

CD-4 Secondary Gateways
In addition to creating primary gateways on Main Street, the City shall create secondary gateways or entry points into the Downtown area (i.e., intersections of East Street with Court Street, Oak Avenue, and Cross Street).

CD-5 Broad Participation
The success of the Downtown is dependent on a public and private initiative. The City shall encourage the support and participation of businesses, property owners, and civic groups in streetscaping and visual upgrading of Downtown buildings. (Environ P-3)

Implementation Measures

1. The City shall investigate other communities in the Central Valley that have created successful mixed-use developments to use as a model for these uses in Downtown Woodland.

   Responsibility:
   Redevelopment Agency
   Community Development Department

   Timeframe:
   FY 2002-2003

2. The City shall develop a commercial loan pool funded by private banks, lending institutions, and grants that provide: 1) small loans for minor physical improvements like painting or rear-entry improvements, and 2) construction loans for more substantial improvements.

   Responsibility:
   Redevelopment Agency
   Community Development Department

   Timeframe:
   FY 2002-2003

3. The City shall establish an "Adopt a _____" program to help fund and maintain streetscape improvements. Allow people to adopt a streetscape items, such as a bench, planter, and so forth.

   Responsibility:
   Redevelopment Agency
   Community Development Department

   Timeframe:
   FY 2002-2003

Circulation

General

CIR-1 Directional Signage.
Provide clear guidance to vehicles and pedestrians to help them find locations and businesses in the Downtown.

Roadways

CIR-2 Roadway Closures
The City shall close Downtown streets as necessary in order to allow for the logical development of the area and provide better vehicular and pedestrian movement in the Downtown.

CIR-3 Traffic Flow
The City shall ensure the efficient and safe movement of vehicles in the Downtown area.

Pedestrian

CIR-4 Pedestrian Access
The City shall increase pedestrian access to Main Street from existing lots by improving existing alleyways and creating pedestrian-friendly, mid-block pathways that link parking lots to Main Street. (Circ & Park P-5)

Parking

CIR-5 Parking Structure
The City shall pursue development of a multi-story parking structure that supports parking for Downtown employment and shopping during the day and entertainment uses at night.

CIR-6 Retail Uses in Parking Structure
The City shall encourage retail frontages on the ground floor of new parking structures.

CIR-7 Peripheral Parking
Prior to development of a parking structure, the City shall encourage the development of peripheral parking lots for long-term parking for employees to ensure adequate short-term parking in the Downtown.

CIR-8 Parking Management
The City shall encourage the management of the Downtown's parking resources to ensure adequate parking for all users.

CIR-9 Parking Distribution
The City shall balance the Downtown parking resources so there are sufficient spaces to efficiently meet the needs of shoppers, businesses, and employees near their destinations. (Park P-6)

Transit

CIR-11 Enhanced Transit
Establish the provision of transit service in the Downtown area.

Implementation Measures

1. The City shall conduct a study to determine the feasibility of building a parking structure in the Downtown. (Park I-6) The preferred location of this structure is between Third and Fifth Streets. Alternative locations are shown on Figure 4-2, "Parking."

   Responsibility:
   Public Works Department
   Community Development

   Timeframe:
   FY 2002 – 2003

2. The City shall pursue funding options and strategies for the construction and maintenance of new parking facilities/structures in the Downtown based on the Downtown Parking Management Plan and this Specific Plan.

   Responsibility:
   Public Works Department
   Community Development
   Finance Department

   Timeframe:
   On-going

3. The City shall continue to implement the Downtown Parking Management Plan. (Park I-9)

   Responsibility:
   Public Works Department
   Community Development Department

   Timeframe:
   On-going

4. The City shall maintain a synchronized traffic signal system on Main Street that will ensure an efficient movement in the area while maintaining traffic speeds at an acceptable level for a pedestrian environment.

   Responsibility:
   Public Works Department

   Timeframe:
   On-going

5. The City shall work with the Yolo County Transportation District (YCTD) and area businesses to provide a Downtown trolley bus connecting government buildings and Downtown businesses. Initial runs can begin with a lunchtime service only and expand as demand warrants.

   Responsibility:
   Redevelopment Agency
   Community Development

   Timeframe:
   FY 2003 – 2004

6. The City shall modify parking regulations to remove the blanket no overnight parking regulation to a posted hours system (thereby allowing overnight parking in appropriate locations, such as for residential uses).

   Responsibility:
   Police Department
   Community Development Department

   Timeframe:
   July 2003

Historic Preservation

HP-1 Historic Signs
The City shall continue to identify and protect historic signs in the Downtown. (Historic I-4)

HP-2 Restoration Program
Develop a restoration program to preserve existing historic structures and the status of the Downtown as a Nationally Registered Historic District.

HP-3 Technical / Financial Assistance
The Redevelopment Agency should provide technical assistance to property owners considering the restoration of their buildings.

Implementation Measures

1. The Redevelopment Agency shall establish a program to assist in funding the stabilization of unreinforced masonry buildings. This program shall include the City actively pursuing grant funding for this rehabilitation (State Historic Preservation Office, etc.). Funding should be designated to help existing businesses and buildings with upper floor utilization potential as a first priority.

   Responsibility:
   Redevelopment Agency

   Timeframe:
   FY 2002 – 2003

2. The City shall continue to maintain a historic resources inventory.

   Responsibility:
   Community Development Department

   Timeframe:
   On-going

3. The City shall maintain funding sources for facade renovation and seek funding for structural rehabilitation on historic structures. (Historic I-8)

   Responsibility:
   Community Development Department

   Timeframe:
   FY 2003-2004

4. The City shall create a historic building education program including preservation workshops and informational resources (e.g., brochures) regarding design, technique, and economic benefits. (Historic I-10)

   Responsibility:
   Community Development Department

   Timeframe:
   On-going

Economic Development

ED-1 Nighttime Activity
The City shall support extended business hours in the Downtown by increasing lighting, promoting special events in the evenings, and encouraging land uses that have an active nightlife (e.g., restaurants, cafes, theaters).

ED-2 Expanded Patronage
The City shall encourage merchants, together with other groups, to develop effective campaigns to expand patronage and attract new investment. (Economic P-9)

ED-3 Economic Activity
The City shall strive to maintain a diverse Downtown by increasing residential uses along Main

Street, increasing office opportunities, expand entertainment venues, and increase tourism and other currently underdeveloped economic activities.

ED-4 Remove Economic Barriers
The City shall offer financial programs that will remove the economic constraints to Downtown investment. (Economic P-10)

ED-5 Reduce Governmental Constraints
The City shall review its permitting processing procedures and regulations to remove governmental constraints on Downtown businesses, making it more attractive for businesses to locate downtown.

ED-6 Active Promotion
The City shall be an active participant in the promotion of the Downtown area.

ED-7 Business Incubator
The City shall support initiatives to develop a business incubator program and facility in the Gateway Revitalization area.

Implementation Measures

1. The City shall utilize the services of commercial real estate specialists to bring major tenants to the Downtown. (Economic I-1)

   Responsibility:
   Redevelopment Agency
   Community Development Department

   Timeframe:
   FY 2002-2003
   On-going

2. The City shall develop a promotional campaign to entice desired businesses through brochures, marketing efforts, and so forth. (Economic I-1)

   Responsibility:
   Redevelopment Agency
   Community Development Department

   Timeframe:
   FY 2003-2004

3. The City shall maintain an up-to-date inventory of Downtown businesses to help in business retention, expansion, and attraction.

   Responsibility:
   Community Development Department

   Timeframe:
   FY 2002-2003, on-going

4. The City shall review its building and planning regulations and permit processing fees and procedures to determine if they impede business attraction efforts. Revisions to correct constraints shall be pursued.

   Responsibility:
   Community Development Department

   Timeframe:
   FY 2003 – 2004

5. The City shall develop checklists and forms designed to make applications and project submittals easier and less time consuming for the applicant.

   Responsibility:
   Community Development Department

   Timeframe:
   July 2003

6. The City shall develop a brochure on the Downtown that provides an updateable list of available properties, provides a summary of this Specific Plan and potential projects, highlights funding and programs available to assist business, and provides an overview of the benefits of locating a business in the Downtown.

   Responsibility:
   Community Development Department

   Timeframe:
   July 2003

7. The City Council, City commissioners, and City staff shall actively participate in the promotion of the opportunities in the Woodland Downtown.

   Responsibility:
   Community

   Timeframe:
   On-going

8. The City shall join the Main Street program to assist in development and share resources with other communities.

   Responsibility:
   Redevelopment Agency
   Community Development Department

   Timeframe:
   On-going

9. The City shall actively recruit private developers and seek grants and other funding sources to develop a business incubator facility in the Gateway Revitalization area. This facility will offer a flexible space design, shared common facilities (i.e., conference room, photocopying, etc.), and reduced rents to promising business interests.

   Responsibility:
   Redevelopment Agency

   Timeframe:
   On-going

Community, Culture, and Entertainment

CCE-1 Heritage
The City shall emphasize the historic nature of the Downtown with appropriate community events. (Com, Cult, & Ent. G-3)

CCE-2 Active Storefronts
The City shall encourage property owners to utilize empty storefronts/buildings for museum exhibits, displays, etc. (Environ I-10)

CCE-3 Entertainment District
The City shall create an entertainment district with entertainment uses (e.g., theaters) as the primary use and complementary uses (restaurants, cafes, ice cream parlors, civic plazas) directly adjacent to those uses.

CCE-4 Recreation Expansion
The City shall enhance and expand existing recreational uses such as parks in the Downtown area.

CCE-5 Art/Music in Public Places
The City shall promote art and music in public places. (Com, Cult, & Ent. P-4)

CCE-6 Cultural Diversity
The City shall promote multi-cultural activities to achieve greater exposure to, and use of the Downtown.
(Com, Cult, & Ent. P-1)

CCE-7 Movie Theater/Cinema
The City shall actively pursue the establishment of a new or expanded theater/cinema in the Downtown Main Street corridor.

Implementation Measures

1. The City shall establish a public art program that includes incentives to bring local art, including murals, to Downtown.

   Responsibility:
   Community Development Department

   Timeframe:
   FY 2003 - 2004

Infrastructure

INF-1 Utility Undergrounding
The City shall work with utility providers to establish a timeline, method, and funding for the undergrounding of existing utilities. The City shall establish a protocol, based on development size, that requires undergrounding as part of a project. (Environ P-6)

INF-2 Infrastructure Capacity
Provide and maintain infrastructure facilities for water, wastewater, and storm drainage with sufficient capacity to serve development and protect public safety.

Administration

ADM-1 Plan Maintenance
The City shall ensure that the Downtown Specific Plan is maintained to reflect and respond to the needs of the community and Downtown businesses.

Implementation Measures

1. The City shall ensure the successful implementation of the Downtown Specific Plan by requiring City staff to report, on a quarterly basis, the progress in implementation of the plan.

   Responsibility:
   Community Development Department

   Timeframe:
   On-going

2. The City shall review this plan every five years and update the plan as necessary to maintain its applicability.

   Responsibility:
   Community Development Department

   Timeframe:
   Every 5 years starting from 2002

8.3 ALLOWED LAND USES

Table 8-1 shows the land use matrix that will be used by the City in determining appropriate land uses within the Downtown. The matrix uses three symbols to indicate whether a use is allowed, conditionally allowed, or subject to a CUP process. If a land use is not listed on the matrix, the use is not permitted within the Downtown area. The Community Development Director will determine which category best fits a given use if questions arise.

To determine if a land use is allowed in a district, the following steps will be taken:

1. Find the closest land use type in the left hand column of the matrix (land uses are grouped by categories) and then find the appropriate district on the matrix (in what area is the site located, see Figure 3-3, "Downtown Districts" for locations). Where the row and column meet will be a cell that contains either a "■,"a "○,"a "**C**," or a blank space.

2. If a "■" appears in the cell, that land use type is an ***allowed use*** in that district. Development can proceed subject to the project meeting the other requirements specified in this Specific Plan and other applicable City requirements and permits.

3. If a "○" appears, the land use is a ***conditionally allowed use***. Uses with this designation have previously been required to go through a CUP process. To enhance the responsiveness of the City while still protecting the future of the Downtown, a set of performance standards has been developed, and is included in Section 8.5, "Performance Standards." Projects in this category will be reviewed by the Zoning Administrator to determine if the project meets the appropriate performance standards, complies with the other requirements of this Specific Plan and applicable City regulations, and does not pose any design or operational features that would require warrant further public review. If acceptable, the project can proceed like an allowed use, with no CUP required. A CUP may be required if the performance standards cannot be met, the applicant does not concur with the requirements presented, or the Zoning Administrator determines that further review is required.

4. Some uses have unique or significant siting issues that are best handled through a **CUP** process. These uses, noted with a "**C**," must go through a CUP process. Adult-oriented uses are subject to the CUP process and the requirements found in Section 25-21-75 of City of Woodland Zoning Ordinance.

5. If no symbol appears in a cell, the use is not allowed in that district.

Table 8-1. Land Use Matrix

Land Use	Districts (per Figure 3-3)				
	A	B	C	D	E
Commercial - Auto-Related					
Auto rental or lease agency (with vehicle storage)	C			○	
Auto rental or lease agency (office only)	■	■	■	■	■
Auto parts and accessory store, auto sound	○			■	
Auto and truck service stations	C				
Auto and truck service stations with mini mart					
Auto – minor service and repair (including automobile glass)	C			C	
Auto-lube shop	○			○	
Auto – major service and repair (engine/transmission overhaul)				C	
Auto sales, new (including RV, trailer, and motorcycle)	C				
Auto sales, used (associated with a new auto dealership) (including RV, trailer, and motorcycle)	C				
Auto sales, used, (including RV, trailer, and motorcycle)					
Commercial – Retail					
Antique stores	■			■	
Drug stores and pharmacies	■			■	
Food and grocery stores	○			○	
Gasoline sales (as a secondary use to another use)					
Gift shops, curio	■	■		■	■
Hardware stores	■			■	
Liquor sales	C			C	
Mini-marts	C				
Retail stores and shops (not otherwise listed)	■	■		■	■
Shopping centers (neighborhood scale)	C				
Variety stores	■			■	
Winetasting	C				
Commercial – Service					
Bail Bonds		C		C	
Barber and beauty shops	■	■	■	■	■
Bed and breakfast facilities	■	■	■	■	
Cafes, coffee shops, and restaurants (excluding drive-thrus)	■	■	○	■	■
Restaurants with drive-thru facilities					
Clothes cleaning and laundry pick-up stations	■			■	■
Financial institutions without drive-thru facilities	■	■		■	■

Table 8-1. Land Use Matrix

Land Use	Districts (per Figure 3-3)				
	A	B	C	D	E
Financial institutions with drive-thru facilities	○	○		○	○
Florists	■	■	■	■	■
Fortune telling	C				
Hotels and motels	C	C		C	C
Laundromats				■	
Locksmiths	■	■		■	■
Massage establishments	C	C		C	
Pet grooming	■			■	
Printer/copies	■	■		■	■
Shoe repair	■	■	■	■	■
Tattoo/piercing establishments	C				
Taxi cab service (dispatch only, no vehicles on site)	■			■	
Taxi cab service (dispatch and vehicle storage, no service/repair))	C			■	
Commercial - Entertainment					
Bars, cocktail lounges, and taverns	C			C	
Bowling alleys					
Card rooms	C			C	
Dance halls	C			C	
Pool halls	○			○	
Skating rinks, skateboard parks (indoor)	C			○	
Swimming, tennis, racquetball, and health clubs	○	○		○	■
Theaters, cinemas, performing arts center	○				
Video game centers	○			○	
Video games when incidental to a permitted use	■	■		■	■
Youth-oriented entertainment	○	○	○	○	
Commercial - Miscellaneous					
Appliance sales, service, and supply	■			■	
Bakeries	■	■		■	■
Funeral homes and mortuaries	■	■		■	
Glass sales, service, and supply (non-automobile)	■			■	
Heating and air conditioning sales, service, and supply	○			■	
Plumbing sales, service, and supply	○			■	
Produce stands, Christmas tree lots, and Other Seasonal Uses	○			○	

Table 8-1. Land Use Matrix

Land Use	Districts (per Figure 3-3)				
	A	B	C	D	E
Industrial					
Cabinet, carpenter, and woodworking shops				○	○
Communication and public utility service facilities	■	■	■	■	■
Heavy industrial					
Light industrial				C	C
Plant nurseries and green houses				○	○
Research and development facilities, laboratories				○	○
Sign companies	■			■	■
Upholstery				○	○
Institutional and Government					
Churches (not allowed on ground floor on Main Street)	C	C	C	C	C
Food Distribution		C		C	
Food Service (1)		C		C	
Public and private schools	C	C	C	C	C
Public and quasi public building and uses	■	■	○	■	■
Technical, trade, and craft schools and studios	■	■		■	■
Social Service Providers		C		C	
Studios – art and craft/dance	■	■	○	■	○
Social halls, lodges, fraternal	■	■	○	■	
Temporary Housing (2)		C		C	
Office					
Medical and dental clinics	■	■	■	■	■
Medical laboratories	■	■		■	■
Offices, small (less than 5,000 square feet)	■	■	■	■	■
Offices, large (greater than 5,000 square feet)	■	■		■	■
Opticians	■	■	■	■	■
Veterinary offices and clinics				○	○
Residential					
Boarding and rooming houses	C		C	C	
Residential – single family/duplex/split lot (3)			■	○	○
Residential – multiple family (3)	○	○		○	○
Residential hotels	C				
Miscellaneous – General					
Bus depot	○				

Table 8-1. Land Use Matrix

Land Use	Districts (per Figure 3-3)				
	A	B	C	D	E
Parking facilities, off site	○	○	○	○	○
Passenger terminals	○				
Mixed use developments (4)	See note				
Adult-Oriented Land Uses (see Section 25-21-75 of City of Woodland Zoning Ordinance)					

(1) Facility or use where food is regularly served on a not-for-profit basis. All activities, including waiting areas, must be conducted indoors unless otherwise modified through the CUP process. Bathroom facilities of adequate size to serve the expected clientele shall be provided within the facility.

(2) Facility or use that provides temporary housing for individuals on a not-for-profit basis. May include, but is not limited to, emergency housing on a short-term basis or temporary transitional basis until permanent housing is available. Does not include temporary shelters for the relief of natural disasters or similar emergencies.

(3) In District E, residential uses allowed only in areas shown on Figure 7-1.

(4) Mixed uses are allowed in any district. Development requirements will be based on the use proposed for a given space (e.g., residential requirements for residential areas, commercial requirements for commercial areas). For common areas or shared facilities, requirements will be based on the land use with the most restrictive requirements.

8.4 Development Standards

The development standards that apply to the Downtown Specific Plan areas, including height, setback, parking and lot coverage requirements, are listed in Table 8-2, "Development Standards," below. All land use must comply with these development standards unless it is within an approved Planned Unit Development that establishes alternative development standards.

In addition, all non-residential development must meet the following basic development standards.

- All uses or activities shall be conducted wholly within completely enclosed buildings, except for auto service stations, off-street parking and loading facilities, temporary outdoor uses, vehicle leasing and sales, or where in the opinion of the Zoning Administrator the use is incidental to a principal use on the premises and the proposed outdoor 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 compatible with said residential zone.
- Fencing and landscaping adequate to screen development from adjacent residential zones along rear and side property lines.
- Maximum noise level at the property lines shall not exceed 65 dBA Ldn.
- Outside storage or solid wastes and containers for solid waste, containers, merchandise, or other items or goods awaiting pickup, sale, or disposition shall be prohibited except where

Table 8-2. Development Standards

	Downtown Specific Plan Districts				
Standard	**A**	**B**	**C**	**D**	**E**
Height	65 feet	65 feet	40 feet	65 feet	40 feet
Front and Street Side Yard Setback	Average*	Average*	Average*	Average*	20 feet
Side Yard Setback	None	None	None	None	15 feet
Rear Yard Setback	None, unless adjacent to residential use, then 10 feet	None, unless adjacent to residential use, then 10 feet	20 feet, unless adjacent to Areas A or B, then 10 feet	None, unless adjacent to residential use, then 10 feet	0 (except 30 feet setback from RR center line)
Parking	Per Parking District	Per Parking District	Per Parking District	Per Parking District	Per Zoning Ordinance
Lot Coverage	100%	60%	60% adjacent to Areas A or B, 50% adjacent to residential zone	60%	50%

*Average: Use the average setback on the block where the project is located.

screened to the satisfaction of the Planning Commission or Zoning Administrator (whichever is the final approval).

- The re-occupancy of a commercial building is subject to the approval of the Zoning Administrator.
- Site plan approval required for all uses requiring a building permit.

8.5 PERFORMANCE STANDARDS

The purpose of the performance standards option is to allow an applicant or project sponsor to avoid the CUP process by meeting specific requirements for project design and operation. As indicated in Table 8-1, "Land Use Matrix," there are several land uses that are permitted through the CUP process or through meeting specific performance standards.

The following are the performance standards for each of the land use categories marked with a O on Table 8-1 (these do not apply to Allowed Uses). Compliance with **all** of the performance standards listed for each land use category/use may allow~~s~~ a project to be processed as an allowed use instead of a CUP, subject to review and additional conditions required by the Zoning Administrator. Failure to meet the performance standards listed or desire to contest the requirements will result in the project being processed as a CUP.

The performance standards listed in this section are solely for determination of process. For instance, a proposal for an auto repair facility with repair bays facing Main Street would not meet all of the performance standards listed, and would require a CUP. In the CUP process, these performance standards do not limit what can be requested or approved.

Commercial – Auto-Related

- Vehicles are not allowed to be repaired or serviced outside of an enclosed structure.
- Service bays or repair facilities are not allowed to face a public right-of-way (does not include alleyways).
- Outdoor display of merchandise, storage of parts or repair equipment is not allowed in a property's street frontage(s).
- New or modified outdoor paging systems are not allowed. Existing systems may continue to be used if noise levels at the property line are maintained at a reasonable level to prevent the creation of a nuisance for surrounding land uses.
- The use of flags, pennants, streamers, or similar devices is prohibited.

Commercial – Retail
Commercial – Service

Food and Grocery Stores/Mini-Markets

- Designs shall reflect a pedestrian orientation (no front parking lot).
- Deliveries shall be restricted to between 7:00 am and 9:00 pm.
- Loading docks shall be screened from view from a public right-of-way.
- New gasoline sales are not allowed.
- No drive-up or drive-thru facilities are allowed.
- Liquor sales will require a CUP process.

Cafes, Coffee Shops, and Restaurants

- Hours of operations are limited to between 5:00 am and 10:30 pm.
- Seating shall be limited to inside the main structure or outside on the sides of the main structure facing a public roadway.
- Adequate parking shall be demonstrated to avoid spillover parking in residential areas.

Drive Thrus (Financial Institutions)

- New drive thrus must be located so that the transaction windows/areas are not located adjacent to or face directly towards a public right-of-way (does not include alleys).
- Speaker boxes for drive thrus shall be directed away from nearby residential or office uses.
- Queing for drive thru facilities may not block required parking or drive aisles.

Commercial – Entertainment

- Entertainment uses with a high proportion of evening patronage should work with nearby commercial/office/industrial property owners/tenants to work out reciprocal parking arrangements instead of building substantial new parking. Adequate parking must be demonstrated for the use.
- The business owner shall submit a security plan to the City prior to occupancy for uses with occupancies (capacity) greater than 100 persons.
- Noise levels at the property line shall be within the limits of the City's Noise Ordinance.
- Service or sale of alcoholic beverages will require approval of a CUP for the use.

Commercial – Miscellaneous

Heating and Air Conditioning Sales, Service, and Supply
Plumbing Sales, Service, and Supply

- The storage of repair equipment and supplies must be screened from public view.
- Loading docks and storage areas for company vehicles must be screened from public view.
- All repairs must be conducted within an enclosed structure.
- No work bays are allowed to open out onto a public street (not including alleys)

Produce Stands, Christmas Tree Lots, and Other Seasonal Uses

- Produce stands and similar temporary booths that are part of a City-sponsored Farmers' Markets are subject to a temporary use permit, and are exempt from these provisions.
- These uses are subject to a temporary use permit. Only a permanent stand would require a CUP application.

Industrial

- The storage of equipment and supplies must be screened from public view using a structural component that is compatible with the main structure.
- Noise levels at the property line shall be within the limits of the City's Noise Ordinance.

- No open bays or loading areas shall face a public roadway (excluding alleys).
- Adequate parking for employees and visitors must be provided on-site.
- Off-site parking of delivery vehicles on public streets or alleys is not allowed.

Institutional and Government Office

All Uses

- Applicant shall demonstrate adequate parking to serve the proposed use and not utilize parking in residential areas.

Veterinary Offices and Clinics

- Boarding of animals shall be limited to those under medical care and shall occur only on the interior of the main structure.

Residential

Boarding and Rooming Houses

- Applicant shall demonstrate adequate parking to serve the proposed use.
- All areas not dedicated for residential units, ancillary structures, parking, and drive isles shall be landscaped and maintained.
- Landscaping shall be required in parking areas. Landscaping at the end of drive isles will enhance the aesthetics of the property.

Single-Family

- For developments of more than three structures, residential structures shall be set back varying distances from the minimum setback in order to increase visual diversity. Setbacks shall vary a minimum of 5 feet. For one or two units, setback shall be based on the standard setback in the neighborhood.
- Residences should have varying entry locations and facades.
- All roof surfaces shall provide an overhand of at least 12-inches, with 18 inches preferred.
- Structure placement and style shall be compatible with residential units in the surrounding area.

Multifamily

- Common open spaces should be conveniently located within a complex, and separate and secured children's play areas are encouraged.
- Designs that are centered or focused on a paved parking surface and carports/garages are not desired.
- All areas not dedicated for residential units, ancillary structures, parking, and drive isles shall be landscaped and maintained.
- Landscaping shall be required in parking areas. Landscaping at the end of drive isles will enhance the aesthetics of the property.
- Complexes with more than 60 units shall include a perimeter wall and use a security gate for access into the project.
- The maximum number of units in a single structure (or connected structures) shall be 10.
- Parking shall be distributed throughout the project to provide convenient access to each unit.

- Covered parking, in a ratio of one space per unit, shall be provided on-site.
- Facade and roofline articulation are required to reduce the mass of a complex.
- All air conditioning units shall be screened from public view using materials consistent with those used on the main structure.

Miscellaneous – General

Bus Depot
Passenger Terminal

- With the exception of local serving busses, passenger loading/unloading shall occur on the side of the building that does not face a public street (excludes alleys).
- Applicant shall demonstrate adequate parking to serve the proposed use.
- Hours of operations are limited to between 6:00 am and 10:00 pm.

Parking Facilities, Off-Site

- All surface parking lots shall include appropriate landscaping.
- Parking structures should be developed in areas designated on Figure 4-2, "Parking."

Mixed Use Development

Mixed-use developments involve structures that include both residential and retail and/or office development. Mixed-use developments must adhere to the following performance standards.

- Retail uses are limited to the first floor.
- Residential units are not allowed to occupy the first floor.
- Projects must provide appropriate separation between different use types (e.g., residential and office).
- Designated parking must be available for each residential unit in keeping with Zoning Ordinance standards.

9 Actions

Chapter 8, "Policies and Standards" provided the administrative tools that the City of Woodland will use to evaluate and guide projects as they come into the City for review and approval. In this chapter, the focus shifts to look at the proactive steps that can and should be pursued by the City, Downtown businesses, and the community. The following chapter provides the actions needed to make the Woodland Downtown Specific Plan and its visions a reality.

The actions contained in this chapter can be divided into three types, as follows.

- **Activities**. Included in this section is a range of activities/events that are designed to bring people into the Downtown. These activities have low costs to the City and are done in partnership with Downtown merchants and the community.
- **Programs**. The programs section addresses on-going financial and staff support aimed at the enhancement of Downtown.
- **Recommended Projects**. This section highlights a range of recommended projects that can be applied to the Downtown. These projects are physical changes that affect the visual character and content of the Downtown. The projects in this section include public, private, and partnership items.

9.1 Activities

Activities and events attract City residents and out of town visitors to the Downtown. Once in the Downtown, they are able to see and visit the range of shops available. It is this exposure, on an on-going basis, that will help establish the Downtown as preferred choice to shoppers and service users. Continued exposure to the Downtown will result in an increase in shoppers and visitors to the Downtown, and therefore, a more vibrant and stable commercial base.

Events

The following is a list of current events held in the Downtown.

April	Family Fun Day (held in Freeman Park
September	Stroll Through History
October	Dynamite Downtown Chili Cook-Off
	Halloween Trick-of-Treat
December	Downtown Tree Lighting
	Christmas Parade

Actions

The objective of the Specific Plan is to add more events, especially in the January through July timeframe, to encourage people to come experience the Downtown.

To accomplish this, the City shall do the following:

- The City will work with the Chamber of Commerce, the Woodland Downtown Improvement Association, and Downtown business owners to develop a series of Downtown events. These events will be spread through the year and will be run from various locations in the Downtown to provide exposure to a range of merchants.
- The City will provide for temporary road closures as needed for use during events.
- The City will promote these events with a banner system suspended over Main Street.
- The City will provide access to City properties for use with event staging, event areas, and parking.

New events to consider include:

- Hot summer nights food sampling (continue successful program held in August 2002).
- Concerts in Heritage Plaza or Freeman Park. Host a once a week concert series during the summer highlighting local talents.
- Cinco de Mayo celebration
- Arts and crafts show
- Art on Main Street. Display local artists work along Main Street for an evening encouraging people to walk the Downtown.
- Car and truck show on Main Street. Tie in with automobile dealers on Main Street.
- Chinese New Year celebration.

Woodland Marketplace

In addition to the events listed above, the City shall work with the Chamber of Commerce, the Woodland Downtown Improvement Association, and Downtown business owners to develop the Woodland Marketplace. Held weekly or monthly, these nights would feature local farm produce, food, crafts, and works of art. This event should be held in Heritage Plaza and start at 4:00 pm to encourage County employees to migrate into the Downtown.

9.2 PROGRAMS

The following provides a summary of programs that are in use or can be implemented. For all of these programs, their continuation over the long-term is important.

Façade Improvement Program

The City has a façade improvement program that is available to businesses and property owners between Court Street and Lincoln Avenue and between College and Third Streets. This program, administered by the City, provides reimbursement or cash rebates after all authorized work on the façade is completed.

City Costs:	Administrative time from City staff
Funding:	City funding from a $30,000 Community Development Block Grant that can be reapplied for each year.
Participants:	Can request a rebate of $7,000 to $12,000 per façade. The maximum grant is $50,000.

Sign Improvement Program

The City has recently started a sign improvement program including signs and awnings that provides cash incentives to property/business owners.

City Costs: City Funds

Funding: $25,000

Participants: Between $1,000 to $2,000 per sign or awning.

Streetscape Improvement Program

This specific plan contains a number of streetscape improvements, including new "street furniture," such as benches, trash receptacles, tree grates, and bicycle racks. To help offset the costs of these improvements and stretch the City's budget, it is proposed that the City set up a program that allows interested persons the ability to purchase one of these items. The City has an existing memorial bench dedication program that provides opportunities for residents to donate money to have the names of deceased family members and friends placed on 3"x 5" brass plates on benches along Main Street. The donations are used to buy more street furniture and for other Downtown beautification efforts.

City Costs: Price varies depending on number of units obtained.

Funding: $2,500 for benches

Participants: Public funds, grants and donations

Marketing Materials

The City should develop a community profile as well as a Downtown planning and business guide that will:

- Provide a community profile that highlights the demographics and benefits of locating in Woodland
- Provide checklists simplifying the application process
- Summarize the Downtown Specific Plan and its requirements

City Costs: Approximately $15,000

9.3 Recommended Projects

In order to realize the future envisioned for the Downtown area, the City, Downtown merchants, investors, and the public must support the policies/ implementation measures laid out in the previous chapter as well as pursue a number of physical improvements and development projects. This section includes a number of projects that can be carried out in each of the Downtown districts to help build the future of Woodland and its Downtown area. The projects proposed are summarized as follows.

- Table 9-1, "Recommended Projects," provides a listing of the proposed projects broken down by district.
- Figure 9-1, "Recommended Projects," shows the location of each project.

- The details of each project are specified on the project fact sheets that make up the remainder of this chapter.

  The project fact sheets provide the City and the public with a quick overview of each project. These sheets include:

  - a list of the components that make up a project;
  - a description of the proposed project;
  - a summary of the benefits to the Downtown area (and the City) related to implementation of the project; and
  - a series of summary tables in the upper right corner that provide an estimate of project costs, timeframes, and funding sources.

The purpose of the recommended project sheets is to provide decision makers with insight into the physical improvement projects that can be undertaken. When money becomes available, or as annual budgets are prepared, these project sheets provide a source of ideas. These projects are simply recommendations, and are not binding on the City.

For each of the recommended projects, four potential funding sources are listed. For any given project, one or more of these sources may be applied. These are defined as follows:

Public Funds. This category applies to projects where funding from the City may be the only source. As shown on Table 9-1, the projects marked as potential for public funds are public improvement projects, such as streetscape improvements, development of entrance gateways, or expansion of the public park.

Grants / Donations. As the name implies, these funds are derived from public and private grants and private donations. For projects with this potential funding source, the City shall actively pursue this funding.

Public / Private Partnerships. This category was used for projects where there is a definite public benefit, but where the City will need to partner with other groups (both public and private) to obtain the resources necessary. An example would be Upper Story Residential Reuse (Project 203). While the City can apply general funds and housing set aside money towards this renovation, they will need assistance from other resources to make these projects work.

Private Investment. For these projects, a private organization or developer may be the appropriate source of funding for a given project.

Table 9-1. Recommended Projects

Project Number	Project	Priority	Timing: 0 – 5 years	Timing: 5 – 10 years	Timing: > 10 years	Potential Cost: $0 - $50K	Potential Cost: $50K - $100K	Potential Cost: $100K - $500K	Potential Cost: > $500K	Funding Source(s): Public Funds	Funding Source(s): Grants/Donations	Funding Source(s): Public/Priv Partner	Funding Source(s): Private Investment
General (Downtown-wide)													
001	Street Furniture for Main Street	●	●			●				●	●		
002	Secondary Gateways			●		●	●			●	●		
District A1													
101	Western Gateway		●					●		●	●		
102	Mixed-Use Commercial/Residential Building			●	●				●			●	●
103	Expand Main Street Streetscape		●					●		●	●		
104	Expand Retail Space			●					●				●
105	State Theater Renovation and Expansion		●	●					●			●	
District A2													
201	Bush Street Courtyard – Phase 1		●	●					●			●	●
202	Bush Street Courtyard – Phase 2			●	●				●			●	●
203	Upper Story Residential Reuse	●	●	●	●	●	●	●	●		●	●	●
204	Heritage Plaza Enhancement	●	●					●		●	●		
205	Second Street Improvements		●					●		●	●		
206	Pedestrian Spaces – North Alley		●			●	●	●		●	●	●	
207	Pedestrian Spaces – South Alley		●			●	●	●				●	●
District A3													
301	Cinema Square	●	●	●					●			●	
302	Cinema Square Parking Structure	●	●	●					●	●		●	
303	Fifth Street Extension and Parking	●	●	●		●	●			●		●	
District A4													
401	Freeman Park Expansion			●					●	●	●		
402	Expand Mill Development (Mixed-Use)			●					●				●
403	Gateway Office Park (Mixed-Use Complex)	●		●					●				●
404	Eastern Gateway	●	●			●	●			●	●		
District B													
501	Office Complex			●					●				●
502	County Office Complex		●			●	●			●	●		
District C													
	No new projects proposed.												
District D													
701	Conversion of Residential			●	●								●
District E1													
801	Mixed-Use Residential			●					●				●
District E2													
901	Police Station	●	●						●	●			
902	Business Park	●		●					●				●
903	Housing Revitalization				●				●		●	●	●
904	Multi-Family Housing Development		●	●	●				●			●	●

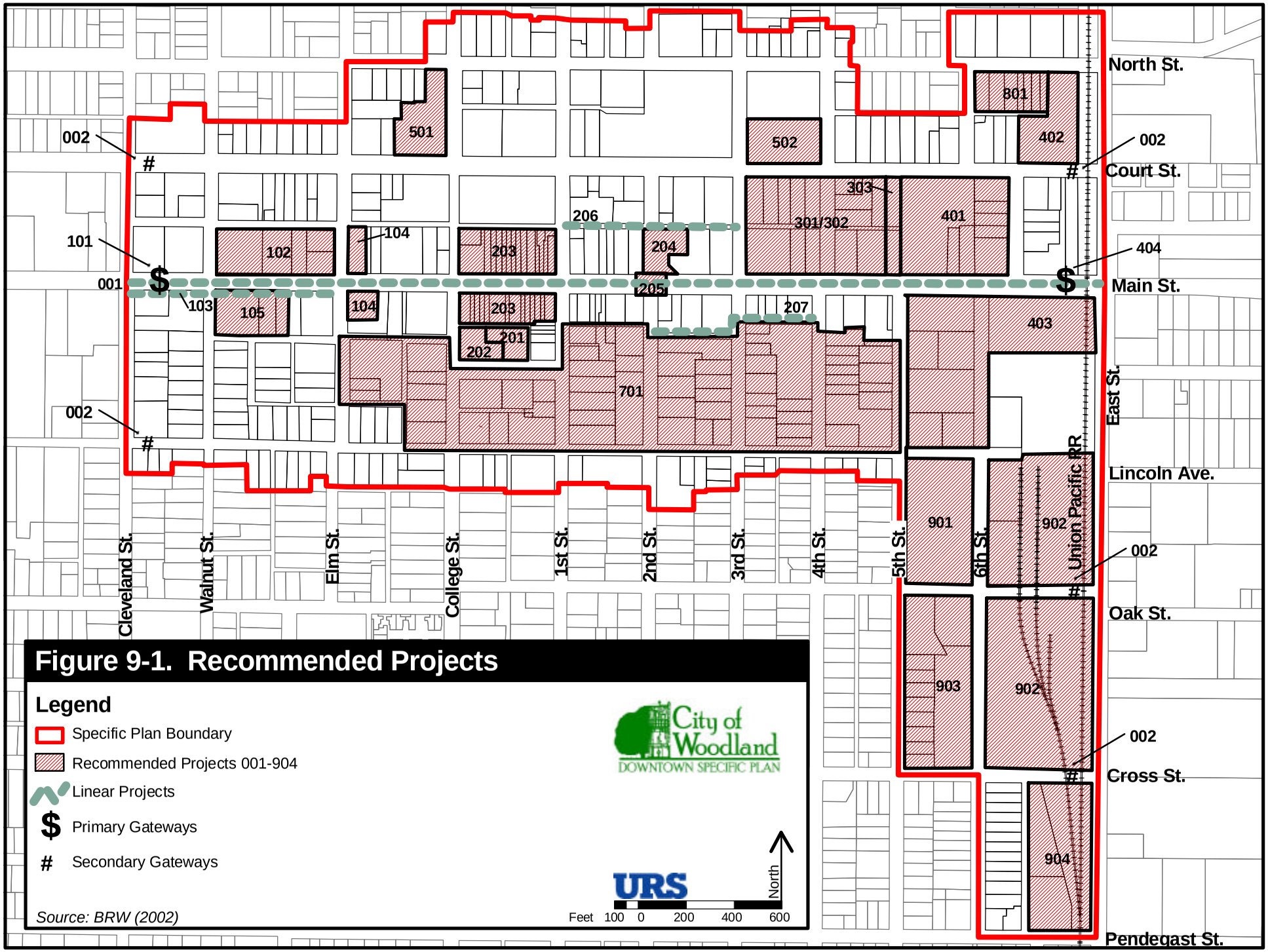


Figure 9-1. Recommended Projects

Components:

- 22 benches
- 17 trash receptacles

001 Street Furniture for Main Street

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

Public Funds
Grants / Donations
Public / Private Partnership
Private Investment

Cost listed is per phase (annual basis)

Description

This project, which involves placing new street furniture along the entire Downtown corridor, consists of multiple phases over the next several years. The first phase is currently (May 2002) underway and consists of several benches on each block and trash containers on each street corner in District A2. The second phase of this project will be to expand the area where benches and trash containers are placed to include Districts A1, A3, and A4. The third phase will consist of placing tree grates (with the City logo molded into the metal) around street trees, adding new bike racks, and replacing or refurbishing existing, above-ground planters.

Benefits

- Increases Downtown's aesthetic appeal
- Creates pedestrian-friendly sidewalks that include "rest stops" and social gathering places
- Increases time spent in Downtown
- Articulates and defines space along Main Street
- Strengthens and accents historic themes

Components:

- Signage – brick pilasters and stucco facing
- Landscaping (tall narrow street trees)
- Textured paving on crosswalks

002 Secondary Gateways

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

Public Funds
Grants / Donations
Public / Private Partnership
Private Investment

Description

To create a sense of entry for other parts of the Downtown area besides Main Street, the City proposes to create several secondary gateways. The secondary gateways would include Court Street and Lincoln Avenue intersections with Cleveland Street for the western boundary of the Downtown area, and East Street at the Court Street, Oak Street, and Cross Street intersections for the Downtown area's eastern boundary. The design elements for these gateways will include signage and landscaping (e.g., tall and narrow street trees that mirror those proposed on the primary gateways), and streetscape improvements such as textured/patterned paving for the crosswalks. However, signage will be of a smaller scale, with brick pilasters and stucco facing for the sign areas similar to the sign located on Main Street near the northbound I-5 exit. In addition, all streetscape improvements for the gateways will extend only in the immediate area of the gateway monument sign.

Benefits

- Enhances community identity and historical character of the Downtown
- Creates distinct boundaries for the Downtown
- Improves the visual quality of the streetscape
- Serves as a navigational aid for Downtown visitors
- Creates a well-defined edge for the Downtown area

Components:

- Signage (e.g., an archway),
- Vertical elements,
- Landscaping (e.g., tall and narrow street trees that mirror those proposed on the eastern gateway),
- Streetscape improvements such as textured/patterned paving for the crosswalks

101 Western Gateway

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

Public Funds
Grants / Donations
Public / Private Partnership
Private Investment

Description

To create a sense of entry into the western part of the Downtown, the City proposes to create a gateway at the intersection of Cleveland and Main Streets. The design elements will include signage, a vertical element(s) (such as an archway), landscaping (e.g., tall and narrow street trees set 30 feet on center that mirror those proposed on the eastern gateway), and streetscape improvements such as textured/patterned paving for the crosswalks. An important goal for this project is to maintain consistency with the eastern gateway by ensuring the design elements have a similar style and theme without requiring the identical features.

Benefits

- Enhances community identity and historical character of the Downtown
- Creates distinct boundaries for the Downtown
- Improves the visual quality of the streetscape
- Serves as a navigational aid for Downtown visitors
- Creates a well-defined edge and entryway for the Downtown area

Components:

- Two- and three-story mixed-use residential and commercial building
- Ground floor retail commercial uses and offices
- Residential on second and third floors

102 Mixed-Use Commercial/ Residential Building

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

Public Funds
Grants / Donations
Public / Private Partnership
Private Investment

Description

The City will encourage and facilitate the development of a two- to three-story, mixed-use residential and commercial building on the southern half of the block on Main Street between Walnut and Elm Streets. The building will consist of ground floor retail commercial uses and offices, with residential uses on the second and third floors.

Funding for this project would be primarily from private sources. Public participation could come from the allocation of City grant monies to the project to assist in infrastructure improvements, or in the investment of housing program dollars (refer to the City's updated Housing Element for a list of programs). This project could also receive funds from the Redevelopment Agency's Housing Set Aside fund.

The project site is currently occupied by an automotive dealership, so this project would occur after the current user relocates to another site in Woodland.

Benefits

- Increases viability of Downtown through the addition of new population in the area. Will increase the number of customers in the Downtown area.
- Provides potential for affordable housing opportunities, especially for seniors and the disabled.
- Housing in this location, along with other housing in the area, would help to better support transit opportunities in the area.
- Enhances public safety by providing more "eyes on the street.
- Provides evening patronage for retail and restaurant uses in the Downtown.
- Design would extend the historic downtown design (e.g., buildings located on the right-of-way, multi-story buildings).
- Creates potential for signature building at the western gateway.

Components:

- Improvements would be made starting on the east side moving west because that is where more traffic enters from
- The City will underground utilities at the same time starting on

103 Expand Main Street Streetscape

Project Timing		
2003 - 2007	2008 - 2012	> 2012
■		

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
		■	

Funding Sources

- ■ Public Funds
- ■ Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project will consist of streetscape improvements along Main Street (Cleveland and Elm Street) in District A1, which has an existing sterile and barren streetscape. Streetscape improvements to this stretch of Main Street will include landscaping, bulbouts with crosswalks consisting of textured or patterned paving, enhanced lighting, and banners. In addition, this area will receive the street furniture identified in Project 001.

Benefits

- Integrates District A1 with the rest of the Downtown
- Promotes a pedestrian-friendly environment
- Increases visual attractiveness and improves image of the Downtown area

Components:

- Boutique shops
- Mixed-use stores with design theme consistent with existing structures

104 Expand Retail Space

Project Timing		
2003 - 2007	2008 - 2012	> 2012
	■	

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
			■

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- ■ Private Investment

Description

This project involves the City encouraging and facilitating the change in land use from the existing automobile-oriented uses (auto dealership lots) to retail commercial uses consistent with buildings and uses directly to the east along Main Street. The City will promote new structures with the same design guidelines (e.g., zero lot line along the street) used for the buildings in the heart of Downtown.

Benefits

- Integrates District A1 with the rest of the Downtown (i.e., visual and functional consistency)
- Creates a cohesive and integrated Downtown
- Creates a more pedestrian-oriented land use as found in the rest of the Main Street corridor.

Components:

Renovation of existing structure, including:

- Expansion of structure to provide room for additional screens
- Parking for theater
- Façade/marquee renovation

105 State Theater Renovation and Expansion

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project includes the renovation and expansion of the State Theater. Renovation of the existing theater would include upgrading the facility to modern standards while keeping the look and feel of the existing facility. Expansion would entail the construction of an adjoining multiplex cinema that maintains a similar facade. The proposed expansion would include 10 screens and would be connected through the main lobby of the existing State Theater. Parking would need to be enhanced in this area. The expansion would occur on a vacant lot to the west of and adjacent to the existing theater. The vacant lot is located at the intersection of Main and Walnut Streets.

Benefits

- Compliments the existing theater and brings people into the downtown
- Would establish this area as the entertainment district in the community
- The concentration of users in this location will have positive economic affects on nearby businesses, and would help to attract new businesses into the area.
- Enhances Downtown night life

Components:

- Outdoor courtyard
- Paseo
- Enhanced lighting
- Façade improvements

201 Bush Street Courtyard – Phase 1

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project would create an outdoor courtyard behind the buildings between Main and Bush Streets and between College and First Streets. The City's hope is to enhance the Downtown's streetlife and nightlife by creating a lively, vibrant courtyard area that will support neighboring businesses, especially restaurants and cafes. The first step in transforming this area will be to provide new entries in the rear of the buildings, facade improvements in the rear of the buildings, and a pathway (paseo) that links the courtyard directly to Main Street. Ultimately, this courtyard will consist of outdoor dining opportunities similar to the courtyard between Second and Third Streets on the south side of Main Street.

The pathways into and through this block will also be enhanced by creating well-lit sidewalks that connect pedestrians to the adjacent western and southern blocks.

Benefits

- Increases ability to make full use of long, narrow buildings in this area by allowing opportunities for the building to be divided into a front and back half if desired
- Building on existing successes, establishes this area as the primary location of restaurants in the Downtown, and the City
- Creates pedestrian-friendly environment with connections to Main Street
- Increases foot traffic in the area, which increases patronage of local shops/restaurants
- Reduces visual blight
- Increases social interaction
- Increases safety by increasing persons in the area ("eyes on the street")
- Enhances nightlife

Components:

- New building layout
- Additional parking opportunities

202 Bush Street Courtyard – Phase 2

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project will involve the expansion of the courtyard development started in Project 201 by removing the existing buildings on the corner of Bush and Elm Streets. A new, smaller building would be added at this location to screen the courtyard and add opportunities for other businesses, especially restaurants, to utilize the courtyard. The new building would be in an L-shaped structure located on the corner.

Benefits

- Enhances pedestrian environment created in Project 201
- Replaces existing buildings with more attractive buildings consistent with the rest of the Downtown area

Components:

- Adaptive reuses
- Upper story residential units above ground floor commercial

203 Upper Story Residential Reuse

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the City encouraging and facilitating the development of upper story residential units above ground floor commercial uses in the existing two- and three-story buildings in District A2. This would entail adaptive reuse of these buildings since several of these second and third story floors are designed and set up for office use.

Presently, there is not a large market for these units given the costs associated with conversion. Key opportunities to do initial conversions (a few units at a time with a good payback ratio) should be pursued by the City to start building the area.

Funding for these projects would be primarily from private sources. Public participation could come from the allocation of City grant monies to the projects, or in the investment of housing program dollars (refer to the City's updated Housing Element for a list of programs). This project could also receive funds from the Redevelopment Agency's Housing Set Aside fund.

Benefits

- Increases patronage of surrounding Downtown business
- Increases housing opportunities in the Downtown area
- Increases public safety by providing more "eyes on the street," since the Downtown will have more people walking the streets in the evening
- Enhances nightlife

Components:

- Fountain will be the focal point
- City wants to link the plaza with Dead Cat Alley (between Main and Court) using consistent design elements

204 Heritage Plaza Enhancement

Project Timing		
2003 - 2007	2008 - 2012	> 2012
■		

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
		■	

Funding Sources

- ■ **Public Funds**
- ■ **Grants / Donations**
- **Public / Private Partnership**
- **Private Investment**

Description

This project consists of enhancing and expanding the existing Heritage Plaza. The existing plaza is located on the eastern side of the Opera House and consists of a relatively large and open paved area, landscaping towards the newspaper building, and several benches along landscaped planters.

This project would expand the plaza northward into the existing parking lot near the north alley (removing a maximum of five spaces immediately to the north of the plaza). As part of this expansion, new streetscape elements, such as a ribbon waterfall, textured and patterned paving, overhead arbor structure with shade cloth, and tree bosque, to enliven the existing plaza and provide needed shade.

As this project is adjacent to the Opera House (a state historic site), state funding could also be available for portions of this project.

This area is the geographic and functional heart of the Downtown.

Benefits

- Enhances a well used plaza area, making it better suited for large events and summer weather
- Increases social interaction
- Provides a central meeting place
- Emphasizes this area as the heart of Downtown area and the City
- Enhances the pedestrian environment
- Improves pedestrian usage of existing plaza
- Provides expanded capacity for larger gatherings/events

Components:

- Bulbouts with crosswalks
- Textured or patterned paving
- Street furniture
- Attractive lighting features
- Architectural treatments such as bollards

205 Second Street Improvements

Project Timing		
2003 - 2007	2008 - 2012	> 2012
■		

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
		■	

Funding Sources

- ■ **Public Funds**
- ■ **Grants / Donations**
- **Public / Private Partnership**
- **Private Investment**

Description

This project involves streetscape improvements at the Main and Second Street intersection. These improvements include landscaping, bulbouts with crosswalks with textured or patterned paving, attractive lighting features, street furniture (as described in Project 001), and architectural accents such as bollards. The streetscape improvements will be integrated, both in terms of design and function, with the proposed improvements for Heritage Plaza.

As this project is adjacent to the Opera House (a state historic site), state funding could also be available for portions of this project.

Benefits

- Increases pedestrian safety (e.g., bulbouts slow traffic)
- Articulates and defines this area as the center of the Downtown
- Accents historic buildings
- Compliments proposed Heritage Plaza and draws greater attention to the plaza
- Increases overall visual quality of the block

Components:

- Enhanced lighting
- Sidewalk improvements

206 Pedestrian Spaces – North Alley

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

The North Alley is located behind the buildings located on the north side of Main Street running between First and Third Streets. The goal of this project is to create effective pathways through the blocks and make the alley more pedestrian friendly by providing better lighting and sidewalks. This project will tie in with the existing north-south walkway from the County Courthouse area through Heritage Plaza and on to Main Street.

This project will utilize public funds more than Project 207 since it runs along a City parking lot and through the Heritage Plaza. As this project is adjacent to the Opera House (a state historic site), state funding could also be available for portions of this project.

Since this project is made of several segments, this project can be done as a series of smaller projects spread over time.

Benefits

- Promotes pedestrian-friendly environment
- Connects City Hall, Heritage Plaza/Opera House, proposed Cinema Square development (Project 301), proposed parking structure (Project 302), and the County Courthouse and Administration Buildings
- Opens connections in the mid block areas and provides a more direct linkage to adjacent Downtown blocks
- Increases overall visual quality of the blocks

Components:

- Enhanced lighting
- Mid-block pathways
- Outdoor courtyard
- Sidewalk improvements

207 Pedestrian Spaces – South Alley

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

The South Alley is located behind the buildings on the south side of Main Street between First and Third Streets. The goal of this project is two-fold: 1) to create effective mid-block pathways, and 2) to provide a rear use area with a well landscaped, outdoor courtyard.

To create effective pathways, this area would benefit from better lighting, sidewalks for pedestrians, and a better arrangement of parking. To accomplish this objective, two buildings (directly behind the buildings along Main Street) will need to be removed to make way for the continuous alleyway.

This area would also benefit from a new courtyard in the back of the buildings off of Main Street that mirrors the existing courtyard/alleyway environment behind the buildings on the south side of Main Street between Second and Third Streets.

Benefits

- Creates pedestrian-friendly environment
- Increases foot traffic which increases patronage of local shops/restaurants
- Reduces visual blight
- Creates relationship to the street
- Provides opportunities for social interaction
- Increases safety for parking lots ("eyes on the street")
- Enhances nightlife

Components:

- 10-screen cinema
- Adjoining outdoor plaza

301 Cinema Square

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project includes both the construction of a new multiplex cinema and adjoining plaza north of Main Street between Third and Fifth Streets. To make this happen, Fourth Street will need to be closed through the project site. The proposed cinema could include up to 10 screens, and would open onto a small plaza at the northeast corner of Main and Third Streets. A parking structure (Project 302) would be adjacent, and would include retail opportunities on the ground floor. The cinema complex would anchor the Downtown's new entertainment district in conjunction with the Opera House located one block to the west.

The project site is currently occupied by an automotive dealership, so this project would occur after the current user relocates to another site in Woodland.

The intensification of land uses resulting from this project has been accounted for in the traffic study.

Benefits

- Compliments surrounding businesses and stimulates the development of new businesses
- Would establish this area as the entertainment district in the community
- Better integration with the rest of the Downtown
- The concentration of users in this location will have positive economic affects on nearby businesses, and would help to attract new businesses into the area.
- Enhances Downtown night life

Components:

- Parking structure to provide parking for adjacent cinema
- Retail use on ground floor

302 Cinema Square Parking Structure

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project is located south of Court Street between Third and Fifth Streets, just north of the proposed Cinema complex. Given this location, this parking structure can offer parking for the new cinema complex as well as neighboring businesses/ offices. The first floor of the structure will contain commercial space (e.g., coffee shops, ice cream parlors, restaurants) that could be supported by moviegoers and patrons of other surrounding Downtown businesses. Facade treatments will be compatible with the cinema complex to ensure design consistency.

Benefits

- Convenient parking for cinema complex and surrounding businesses and government office buildings
- Provides more efficient use of land than standard parking lots.
- Provides retail space that will be supported by moviegoers and patrons of other Downtown businesses
- Provides convenient parking for County staff and other employers in the area during the daytime, and provides close parking for the proposed cinema and Opera House.

Components:

- Extension of Fifth Street
- Traffic signal at Main and Fifth Streets
- On-street parking on east side of Fifth Street

303 Fifth Street Extension and Parking

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

Since the proposed cinema complex will result in the closure of Fourth Street between Court and Main Streets, the City proposes to reopen Fifth Street to maintain the grid circulation pattern on the eastern Downtown area. The City will also place a traffic signal at the corner of Main and Fifth Streets. The cost for improving Fifth Street will be supplemented by providing land on Fourth Street to developers. The secondary improvement will be the placement of diagonal on-street parking along the eastern side of Fifth Street to provide additional parking for Freeman Park.

Benefits

- Provides convenient access to the park
- Matches grid pattern spacing (even numbered streets would be closed)
- Provides parking for surrounding retail uses that has been lost from the closure of Fourth Street
- Provides needed public parking for easier access to Freeman Park

Components:

- Purchase of existing buildings for park expansion
- Integrate existing restaurant use with park
- Existing park features expanded into new portion of park

401 Freeman Park Expansion

Project Timing		
2003 - 2007	2008 - 2012	> 2012
	■	

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
			■

Funding Sources

- ■ **Public Funds**
- ■ **Grants / Donations**
- **Public / Private Partnership**
- **Private Investment**

Description

This project will include the expansion of the City's only Downtown park – Freeman Park. This project would extend the nearly two-acre park eastward so that it will abut Sixth Street. There are several existing buildings that are currently being used as commercial uses (e.g., bookstore, motel, bike shop, auto part store, and restaurant). The City will need to purchase the land east of the existing park and remove these existing buildings with the exception of the restaurant. The restaurant can be integrated with the park expansion, which will provide excellent opportunities for outdoor dining, and become a complementary use. The future 3.7-acre park will keep the existing features such as the gazebo, picnic tables, playground area, and basketball court and include many of the same passive and active uses in the expanded portion of the park.

Benefits

- Provides a relatively large downtown park
- Increases City's amount of open space and recreational opportunities
- Expands frontage of park on Main Street which is currently narrow and uninviting
- Increases visual quality and improves image of the Downtown area

See Project 303 (Fifth Street Extension and Parking) for description of proposed diagonal parking space adjacent to the park along Fifth Street.

Components:

- Multi-story mixed-use building
- Parking lot adjacent to building

402 Expand Mill Development (Mixed-Use)

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

The historic rice mill building located on the north side of Court Street has been converted from industrial use to mixed-use development containing both residential and retail uses. This project would continue with a similar mixed-use development, that replicates the success of the existing mixed-use development, on the south side of Court Street in an existing vacant lot. The Court and East Street intersection where this project will be located is considered a secondary gateway into the Downtown area. This is partly due to the fact that Court Street is a major thoroughfare and provides quicker access to the Courthouse and County Administration Buildings for its employees than Main Street. The project will most likely consist of a multistory structure and an adjacent parking lot. Design of the new building will most likely share a similar architectural style to be compatible with the existing rice mill building.

Benefits

- Increase the overall attractiveness and improve the image of this secondary Downtown entryway
- Provide strong retail activity for the area due to opportunity shopping from passing motorists.
- Develop residential use on the site to help support the proposed retail uses
- Potential affordable housing opportunities
- Increase housing supply
- Upper floor residential use will support the first floor retail and will increase patronage of surrounding Downtown business

Components:

- Office and retail on ground floor
- Office use and limited residential on upper floor

403 Gateway Office Park (Mixed-Use Complex)

Project Timing		
2003 - 2007	2008 - 2012	> 2012
	■	

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
			■

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- ■ Private Investment

Description

The proposed Gateway Office Park will be a multistory mixed-use complex that will include both office and retail uses on the first floor and office uses on the upper floor (limited residential could also be placed on upper floors). The Office Park will be located on the south side of Main Street just west of East Street. As a result, it will be one of the first visible developments for motorists entering the Downtown area from East Street. The project site currently contains the City of Woodland's Parks, Recreation and Community Services Department building and an adjacent staff/visitor parking lot. This building will be demolished and the Department will be relocated to a new structure elsewhere in the Downtown area. The project will also require the closure (as a public street) of Sixth Street between Main and Oak Streets to provide for a pedestrian pathway.

Benefits

- Increases visual attractiveness and improves image of Downtown's primary entryway at Main and East Street
- Provides much needed retail activity that is currently lacking in the eastern portion of the Downtown area
- Attracts more people to the Downtown area to patronize local businesses through the introduction of office use in the area
- Increases the supply of housing in the Downtown area
- Provides greater pedestrian access to Main Street for office employees through development of a pedestrian pathway (resulting from closure of Sixth Street)

Components:

- Signage (e.g., an archway)
- Vertical elements
- Landscaping (e.g., tall and narrow street trees that mirror those proposed on the western gateway)

404 Eastern Gateway

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the placement of gateway signage in the eastern part of the Downtown area. The signage will be located near Main and East Streets, which will serve as the primary entryway into the Downtown area. The first sign will be a freestanding sign and be located at the northwestern corner of Main and East Streets welcoming visitors to Downtown Woodland. A second sign will be located approximately one block west on Main Street. This sign will be a monument style sign consisting of a brick wall that will curve around an existing heritage oak tree to accent it as a natural landmark. On the north side of Main Street just across from the oak tree, there will be a vertical element that will mirror the vertical element used in the western gateway near Main and Cleveland Streets. The signage will serve as a navigational aid for motorists. In addition to the new signage, tall narrow trees will be planted at 30-foot intervals on Main Street from East Street to Fifth Street.

Benefits

- Create a well-defined edge and entryway for the Downtown area
- Promotes historical character and increases community identity for the Downtown area
- Serves as a navigational aid for Downtown visitors
- Emphasizes manmade and natural landmarks

Components:

501 Office Complex

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the construction of new private office complex to be located at the northwest corner of Court and College Streets. The site is currently used as a parking lot for surrounding development. The proposed parking structures for the Downtown area will provide parking spaces to replace those that are lost as a result of the development. Employee parking will most likely be provided by an onsite parking area surrounding the new complex.

Benefits

- Increases visual attractiveness and improves image of the Downtown area by placing a building structure along Court Street
- Brings more employees to the Downtown area to patronize local businesses
- Complements the surrounding office uses
- Would maintain a portion of the surface parking lot (developed by the City in 2002) to serve the office building

Components:

502 County Office Complex

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the construction of a new County office complex to be located at the corner of Court and Fourth Streets. The site is currently used as a parking lot for the adjacent County court buildings. This parking will be removed as a result of the project, but will be relocated in a new parking structure proposed to be located across the street (south of Court Street).

Benefits

- Complements the surrounding County government uses and reinforces District B as the "Government Center" of the Downtown area
- Increases visual attractiveness and improves image of the Downtown area
- Brings more employees to Downtown area to patronize local businesses

Components:

- Consolidate industrial uses into one area
- Convert residential to commercial to improve land use compatibility

701 Conversion of Residential

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the adaptive reuse of residential uses to commercial uses (e.g., offices, restaurants, and bed and breakfast inns). Residential, commercial, and industrial land uses are currently located throughout District D. The goal is to consolidate the industrial land uses into one area (or district) in the eastern portion of District D and convert the existing residential uses to commercial uses to maintain land use compatibility. Furthermore, only light industrial uses (i.e., fabrication) will be allowed in the new "industrial district".

Benefits

- Ensures greater compatibility of land uses
- Removes visual blight

Components:

- Retail development on ground floor
- Residential development on upper floors

801 Mixed-Use Residential

Project Timing		
2003 - 2007	2008 - 2012	> 2012
	■	

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
			■

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- ■ Private Investment

Description

This project involves the construction of a mixed-use residential development on the southeastern corner of Sixth and North Streets. Retail development will occupy the first floor, and residential use will occupy the upper floors of this development. The project site currently contains several blighted single-family homes that will need to be demolished to make way for the proposed development.

Since this project would remove some residential units, and given that it is located in the City's redevelopment area, displaced units will need to be replaced at a similar affordability. It is assumed that this will be addressed through the mixed-use project itself, and that this project will actually provide more units at the current affordability level than will be removed.

Benefits

- Removes visual blight of existing development
- Improves compatibility with adjacent land uses, mainly the Mill Building mixed-use development
- Increases the overall attractiveness of the Downtown area and improves the image of its entryway area
- Provides strong retail activity for the area due to opportunity shopping from passing motorists.
- Develops residential use that will help to support the retail uses
- Provides opportunities for housing in the Downtown area.

Components:

- Main building for offices
- Service building
- Off-street parking for visitors and staff

901 Police Station

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the construction of a new Police Station to replace the existing police station currently located adjacent to the City Hall. The Police Station will be located at the southeast corner of Lincoln Avenue and Fifth Street on a vacant lot that contains a concrete pad from a previous warehouse-type building. The project site will contain two buildings, a main building for offices and a service building. In addition, offsite parking will be provided for staff and visitors.

Benefits

- Removes visual blight of existing site
- Increases visual attractiveness and improves image of surrounding area
- Increases public safety of the surrounding area
- Serves as a catalyst for redevelopment of the surrounding area
- Does not displace existing uses

Components:

902 Business Park

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the construction of a business park to be located just south of Lincoln Avenue between Sixth and East Streets. The site is the location of the historic railroad depot (which should be relocated as part of this project), and a small roofing business. The project will consist of several detached buildings running the length of the block in two strips. Onsite parking will be provided adjacent to both clusters of buildings.

Benefits

- Removes visual blight of existing site
- Increases visual attractiveness and improve image of surrounding area
- Brings more employees to Downtown area to patronize local businesses
- Provides greater pedestrian access to Main Street for office employees through development of pedestrian pathway (resulting from closure of Sixth Street)

Components:

- Removal of existing industrial development for new residential development
- Rehabilitate surrounding residences where necessary

903 Housing Revitalization

Project Timing		
2003 - 2007	2008 - 2012	> 2012
		■

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500
			■

Funding Sources

- Public Funds
- ■ Grants / Donations
- ■ Public / Private Partnership
- ■ Private Investment

Description

This project will include the revitalization of existing residences and the addition of new single-family residential development, all of which will occur on one block. The block, located between Oak and Cross Streets, and Fifth and Sixth Streets, contains existing single-family and multi-family residential on the southwestern portion, and industrial development in the remaining portion. The industrial development will be completely removed to make way for new single-family residential development that will be compatible in design with the surrounding residences. With the City's assistance, the surrounding residences in turn will be rehabilitated where deemed necessary.

Benefits

- Removes visual blight of existing industrial and residential uses
- Increases visual attractiveness and improves image of surrounding area
- Creates compatibility of land uses
- Increases the supply of housing

Components:

904 Multi-Family Housing Development

Project Timing		
2003 - 2007	2008 - 2012	> 2012

Potential Project Costs ($1,000)			
$0 - $50	$50 - $100	$100 - $500	> $500

Funding Sources

- Public Funds
- Grants / Donations
- Public / Private Partnership
- Private Investment

Description

This project involves the construction of a multi-family housing development to be located south of Cross Street between Sixth and East Streets. Industrial uses, consisting of metal warehouse-type structures, that are located on the southern and northern portions of the block will be removed as a result of the project. The development will be located on the eastern portion of the block adjacent to East Street and will include a new access road that will bisect the block in a north-south direction. This roadway will separate the development from existing single-family development proposed just west of the roadway on the same block.

Benefits

- Removes visual blight of existing site
- Increases visual attractiveness and improve image of surrounding area
- Ensures greater land use compatibility with adjacent residential uses
- Provides opportunities for affordable housing

Please see the next page.

10 Glossary

In using the Specific Plan, the following definitions will apply as defined by the Governor's Office of Planning and Research:

California Environmental Quality Act (CEQA). State legislation mandating that decision makers review the potential adverse effects upon the environment of private and public projects.

Conditional Use Permit (CUP). A Conditional Use Permit may authorize uses not routinely allowed on a particular site. CUPs require a public hearing and if approval is granted, are usually subject to the fulfillment of certain conditions by the developer.

Floor Area Ratio (FAR). A floor-area ratio is the ratio on a lot to the net square footage of the lot.

Flood Insurance Rate Map (FIRM). The official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

Infill Development. Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

In-Lieu Fees. In-lieu fees are levied on developers as an option when developers cannot provide specific site requirements (i.e., necessary parking spaces for development.

Level of Service (LOS). A scale that measures the amount of traffic that a roadway or intersection can accommodate, based on such factors as maneuverability, driver dissatisfaction, and delay.

Mixed-Use. Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site.

National Register of Historic Places. The official list , established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.

Off-Street Parking. Off-street parking is parking that is either provided in parking lots or parking structures located on a property.

On-Street Parking. On-street parking is diagonal or parallel parking that is provided on the street at curbside.

Restricted Parking. Restricted parking is short-term parking that is enforced through the use of meters or signage indicating specific time limits.

Rezoning. An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Right-of-Way. A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roads, railroads, and utility lines.

Single Room Occupancy (SRO). A type of housing with a range of building types and with varying unit configurations. The traditional SRO unit is a single room of usually less than 100 square feet, designed to accommodate one person. Amenities such as a bathroom, kitchen, or common areas are located outside the unit and are shared with other residents.

Streetscape. Landscaping and hardscaping of nonbuilding areas adjacent to a street, including tree planting, street furniture, trash receptacles, benches, kiosks, crosswalks, medians and decorative elements.

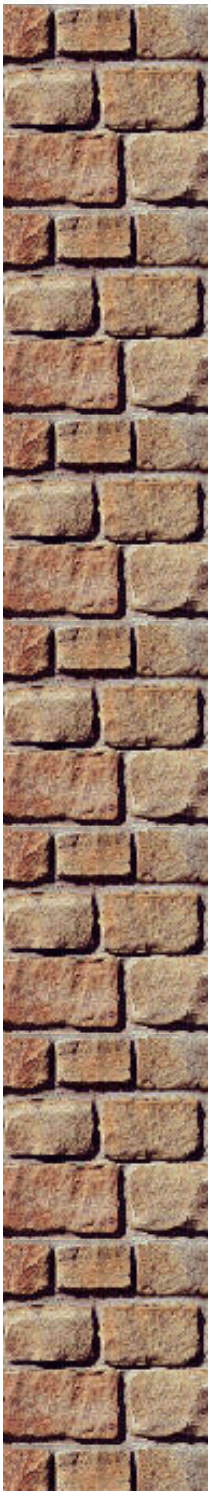
Setback. The required minimum horizontal distance between the building line and the related front, side, or rear property line.

Unrestricted Parking. Unrestricted parking is parking that is provided without any specific time limits.

Volume-to-Capacity Ratio. A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that can theoretically pass through when the roadway or intersection is operating at capacity.

Zero Lot Line. A zero lot line development is when there is no setback on one or more property lines on a specific property.

11 References



Preparation of this Specific Plan was assisted by reviewing existing information on the City and downtown planning and by talking with those who live and work in the Woodland or work with downtown planning in other similar communities. The following is a list of these references.

11.1 Documents Consulted

City of Woodland

- 2000 Wastewater Collection System Master Plan, December 1999
- Downtown Parking Management Plan, November 2001
- Downtown Specific Plan, August 1993
- East Street Corridor Specific Plan, May 1998
- General Plan, February 1996
- General Plan, Final Environmental Impact Report, February 1996
- Project 94-16: Water System Master Planning Studies, November 1997
- Southeast Area Specific Plan, September 1995
- Spring Lake Specific Plan, December 2001
- Storm Drainage Facilities Master Plan, December 1999
- Street Master Plan Update, March 1998
- Zoning Ordinance, May 1996

Other Sources

- **City of Davis**
  Downtown Davis Sign Design Guidelines, January 24, 2001
- **City of Eureka**
  Core Area Design Guidelines, February 27, 1997
- **City of Indio**
  Old Town Specific Plan
- **City of Lodi**
  Downtown Development Standards and Guidelines, June 1997
- **City of Lodi**
  Central City Revitalization Program
- **City of Long Beach**
  Sign Design Guidelines
- **City of Placerville**
  Downtown Revitalization Action Plan, March 1996
- **City of Redding**
  Downtown Redding Specific Plan
- **City of Redwood City**
  Downtown Area Plan, October 2001
- **City of San Luis Obispo**
  Downtown Improvement Manual, October 1981

11.2 Personal Communications

Rad Bartlam
Community Development Director, City of Lodi

Pam Figge
Principal Planner, City of Chico Planning Department

Al Gianini
Senior Managing Director, CB Richard Ellis

Kelly Hauert
Downtown Visalia Alliance District

Rod Johnson
Capital Partners Development Corporation

Bill Kunde
Manager, Facility Services, Yolo County

Christine Maher
Pinole Planning Department

Larry Morgan
Redding Redevelopment Agency

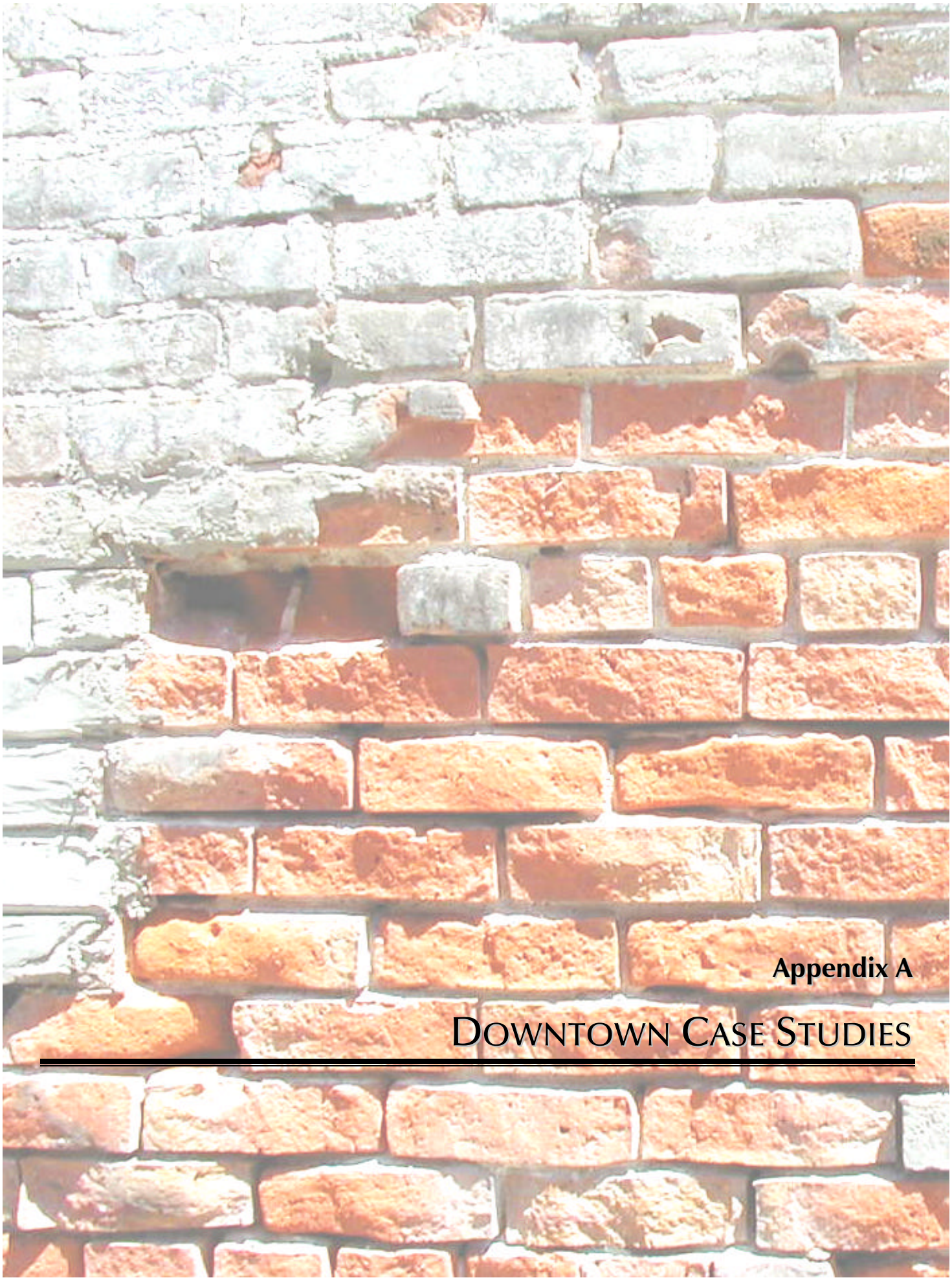
Norma Moye
Paso Roble Main Street Association, Executive Director

Jim Nagkel
Jim Nagkel Realty

Pamela Ricci
San Luis Obispo Planning Department

John Roush
Developer, Park Cinemas

Tom Stallard
Yolo County Supervisor



Appendix A

Downtown Case Studies

Appendix A

Downtown Case Studies

Planning is an iterative art that looks at the existing conditions, issues and opportunities. One method of developing conceptual ideas for future planning of a particular area is to evaluate other similar cities in terms of their existing conditions, accomplishments, and planned improvements.

Land Use Case Studies

As indicated in Chapter 8 of the Specific Plan, the City is recommending various Downtown improvement projects including a new theater, proposed parking structures, and reuse of second floors. Therefore, in order to gather conceptual ideas for these proposed projects, case studies were conducted of various cities to determine how they developed theaters and parking structures in their downtown areas.

The following is an outline of where these project topics are discussed in this appendix:

Theaters……A-2
Parking Structures...……..A-3
Second Floor Reuse...……...A-4

City Case Studies

In order gain a better grasp of what improvements can be made to a downtown as a whole, case studies were also conducted of similar cities to discover what they have accomplished at an areawide level. In these case studies, an investigation was made of city streetscape elements, façade renovation programs, developer incentives, and existing attractions.

City case studies are included in this appendix as follows:

Chico……A-5
Fallbrook…..……...……..……..A-6
Lodi……..……..……A-7
Marysville……...……..……A-9
Merced……...……..……....A-10
Paso Robles……...……..……A-11
Pinole……..……..…..…..A-12
Placerville...……..……...A-13
Redding……..……A-14
San Luis Obispo...……..……..A-15
Temecula……A-16
Visalia...……..…..A-17

THEATERS

One of the recommended projects of the Specific Plan is to construct a new multi-screen theater on Main Street between Third and Fifth Streets. The goal of this project is to increase the Downtown's visual attractiveness and to draw more residents and visitors to the Downtown area to patronize other Downtown area businesses as well.

Location

In order for a downtown theater to be effective, there must have a strong market demand and a lack of any strong competition. The Downtown area is lacking a multi-screen theater with current technology. There are two theaters located in Woodland, the Morgan Cinemas State Theater (322 Main Street), and the Cinemark County Fair Movies 5 (1579 East Street). The State Theater is located on Main Street just 5 blocks west of the proposed theater site. However, the aging theater has only three screens, and is in need of major renovation. The Cinemark Theater is somewhat newer and has more screens. However, it is located in the southern part of Woodland outside the Downtown area. Other theaters in the outlying cities that require more travel to reach are the Signature Theaters Stadium 5 and the Holiday Cinema in Davis, and the Regal Cinemas Natomas Marketplace 16 in the North Natomas area of Sacramento. All of these theaters are between approximately 10 and 15 miles from Woodland.

As discovered during the case studies a number of cities have introduced multi-screen theaters in their downtown areas as part of their revitalization efforts including Lodi, Merced, Paso Robles, San Luis Obispo and Visalia. From discussing the addition of the theaters for these cities with their planning departments or downtown associations, it appears that they have been successful in enlivening the downtown areas.

Estimated Costs

According to John Roush, developer for the Paso Robles theater, average costs are roughly $120 per square foot for multi-screen theaters. Therefore, a 35,000 square foot theater would cost an estimated 4.2 million dollars. However, costs tend to vary somewhat depending on location, materials, and additional amenities provided. For example, Mr. Roush developed a 30,000 square foot theater in Atascadero containing 10 screens for 5.7 million dollars.

Size / Number of Screens

Overall, most of the theaters that are being developed in downtowns similar to Woodland generally have 9 to 10 screens. Theaters with this number of screens typically require a total of 30,000 to 35,000 square feet. As revealed in the case studies of Lodi, Merced, Paso Robles, and San Luis Obispo, demand is strong enough in small cities (ranging in population from 30,000 to 60,000), to support theaters with 9 to 10 screens, or more as is the case with a 13-screen theater in the City of Merced.

In general, development of theaters in small cities such as Woodland usually occurs in two phases rather than all at once. For instance, in developing the Paso Robles theater only 6 screens were built initially to determine how successful the theater would be. A few years later after it was proven that business was brisk, 3 additional screens were added.

PARKING STRUCTURES

As part of the Woodland Downtown Specific Plan, the City has recommended the construction of a parking structure to provide additional parking for the proposed theater and other Downtown businesses. Abundant parking spaces is a necessary ingredient for such businesses to remain vital.

As discovered during the case studies, a number of similar-sized cities have been encountering the need to construct parking structures as well. This is especially the case for cities that have added downtown theaters. The City of Lodi is currently constructing a parking structure in their downtown area to provide parking for their downtown businesses and a theater that just opened in 2001. The structure, which will be located in the vicinity of its new multi-screen theater, received its funding from various government sources, including a Federal Transit Administration grant since the facility will also provide parking for the multimodal transit station. In addition, funding was received from a County transportation sales tax. The structure, which also includes 15,000 square feet of retail space, cost a total of 7 million dollars.

The City of Chico also constructed a parking structure approximately 8 years ago. The 3-story parking structure was funded by a revenue bond that was paid for by a 10 cent increase on downtown parking meter rates. The first two floors of the parking structure consists of metered parking spaces, and the third floor contains leased spaces for local businesses. The leased spaces helps to provide employee parking that would normally occur in front of businesses in the downtown area. As a result, more parking spaces are available for patrons of downtown businesses.

SECOND FLOOR REUSE

As part of the Woodland Downtown Specific Plan, the City also calls for the reuse of the second floors for office and residential purposes. There are a number of opportunities for this to occur along Main Street where many vacant second floors exist in historic buildings.

During the case studies, it was discovered that many cities with older downtowns face a similar situation with vacancies.

The City of Lodi intends to resolve its vacancy situation through the introduction of a 3 percent low interest commercial rehabilitation loan to be provided by its Redevelopment Agency. CDBG may also help with paying for the loans. It is also hoping that its recent opening of its downtown theater will entice more developers into the area. Like Woodland, Lodi's aging two-story buildings lack fire access and direct upper-story access due to lack of stairways or elevators. These building conditions create higher development costs for second-story reuse.

The City of Chico also currently faces an abundance of second story vacancies. The City's Zoning Ordinance does allow 50 residential units per acre in upper floor development, that can be intermixed with office and retail uses on the first floors.

The City of Marysville also has high vacancy rates for the second floors of its downtown buildings. The City's Zoning Ordinance does allow residential uses in their upper floors upon the approval of a conditional use permit. However, no other formal programs have been developed to address the issue.

CITY OF CHICO

Description

The City of Chico, located in the northern Sacramento Valley, has a population (2001) of 64,581 and is similar in size to Woodland. However, Chico has a large student population due to the presence of California State University, Chico.

Improvements

In 1975, the Downtown Chico Business Association was established which serves as a Business Improvement District covering 40 square blocks of the downtown area. Membership assessments, a Transient Occupancy Tax (TOT), special events, and City contracts fund the Association. The Association is responsible for 7 annual promotional events (i.e., Friday night concerts and the Slice of Chico) and two large-scale annual events (A Taste of Chico and the 26-week Thursday Night Market), all of which have proven successful in attracting residents and visitors. In addition, the Association manages the downtown planter program, and is working to create a downtown clean-up program in collaboration with the City of Chico.

The City of Chico has made several improvements to the downtown area such as the construction of bulbouts to slow traffic and the installation of bike racks. In addition, the City has implemented a Façade Improvements Program. The City is also considering the construction of a parking structure to provide additional downtown parking.

Primary Attractions

According to Pam Figge of the City of Chico Planning Department, Chico's downtown remains a strong attraction. The downtown contains a number of restaurants, retail shops and offices that adequately serve its large student population.

However, one of the issues that the City currently faces includes the abundance of second story vacancies. The City's Zoning Ordinance does allow 50 residential units per acre in upper floor development. This can be intermixed with office and retail uses on the first floors.

FALLBROOK

Description

The rural community of Fallbrook is located in the northern-most corner of San Diego County, approximately 15 miles from the Pacific Ocean. Bordered on the west by Marine Corps Base Camp Pendleton, Fallbrook is bisected by Interstate 15 that provides access to Los Angeles, San Diego, Orange, and Riverside Counties. The town was platted in 1885 as part of a railroad project. Fallbrook has a population of 43,000 (2000) which is mostly comprised of active and retired military,

Fallbrook's primary business is agriculture. Known as the Avocado Capital of the World, Fallbrook has a primary avocado growing area since the fruit was first planted locally in 1912. In addition to avocados, nursery products and flowers contribute to the local economy. Overall, agriculture accounts for just under a third of the area's personal income. The area's groves also help maintain a circle of lush green, open spaces surrounding the town and verdant rolling hillsides.

Improvements

To maintain and enhance the legacy of Main Street, two organizations were charged with the future of downtown Fallbrook, with the assistance of the Fallbrook Land Conservancy. The Fallbrook Village Association was incorporated in 1991 to act as a liaison between Fallbrook and San Diego County to seek funds and other support for revitalization efforts. The 1991 report was a feasibility study for revitalizing downtown Fallbrook. The Association was charged with creating and carrying out such a plan. The focus area was the north portion of Main Street, including Fallbrook Street north to Dougherty Street, from Summit Avenue on the west to Brandenburg Lane on the east. The Revitalization Committee was formed in 1997 to create a plan for the 300-acre downtown area that would stimulate economic vitality, preserve Fallbrook's village nature, make the area pedestrian-friendly, and direct future development.

The Fallbrook Land Conservancy (FLC), incorporated in 1988, is a nonprofit, tax-exempt organization dedicated to preserving and enhancing the rural lifestyle and natural beauty of Fallbrook. The FLC branched out in 1992 with the addition of the Save Our Forest Committee. This volunteer group has received many grants and awards, including $162,000 Environmental Enhancement and Mitigation Grant from the State Resource Agency. The grant was approved in 1997, and as a result over 3,000 trees have been planted throughout the community.

Primary Attractions

Main Street has preserved a turn-of-the-century charm with many of the commercial buildings dating to the late 1800's. The wooden buildings, many of which are historical, with unique fronts, are but a small part of the charm of Fallbrook. Art, gifts, antiques, jewelry and hand-made items abound in the area. This turn-of-the-century atmosphere is one that will be preserved by a design review process for all new business, industrial, multi-family projects and many other facets of construction.

CITY OF LODI

Description

The City of Lodi, located in the Central Valley, has a population of approximately 57,000. Like Woodland, the City of Lodi is a small valley town that contains a number of historic buildings and lies adjacent to major highways (including Highway 99). However, the City's commercial activity tends to be concentrated on several streets on a grid pattern rather than along a "Main Street" as is the case with Woodland.

Improvements

According to Rad Bartlam, the City's Community Development Director, since the commercial center is less concentrated, it is more difficult to have strong commercial activity in the downtown. As a result, the City has focused its efforts on a specific portion of the downtown area nearest its entryway to become the focal point of planned improvements. In this area a multi-screen movie theater as well as a multi-modal transit station (including Amtrak and Greyhound) have been constructed. The transit station includes the renovated historic train station. The movie theater developer originally intended to construct the theater on the outer fringes of the City adjacent to an existing WalMart Store. However, through commercial zoning changes for the WalMart site, the City was able to prevent the developer from building at the site and offered the downtown as the City's preferred alternative. A parking structure, under construction in the vicinity, will provide parking spaces needed for both the theater and the transit station. The parking structure has received its funding from various government sources (i.e., federal transit administration grants) since it will provide parking for the transit station.

Although the City has no formal specific plan for the downtown area, it has developed several policies and implementation programs to help bring more commercial activity and create a more pedestrian-friendly environment. Some of the actions the City has undertaken are as follows:

- Discount permit fees, license fees and sewer connection fees for businesses locating in the downtown area
- Facade improvement program – City provides grants for 1/3 of exterior renovation costs when business contracts with City's retained architect (The City considers this a very feasible program – it has only cost the City $5,000 for the past 3 years)
- Prohibits offices from locating on first floor and instead encourages pedestrian-oriented uses such as restaurants

In addition to these actions, the City is currently establishing a Redevelopment Agency and a designated Redevelopment Area. One of the agency's goals will be to start a 3% low interest commercial loan program to further entice businesses to the downtown area. The City also has a Business Improvement District in the downtown where a fee is levied on participating businesses for various downtown improvements. The District has been cooperated with the City in providing half of the funding for several streetscape improvements including planters, benches, streetlights, and kiosks.

Primary Attractions

The recent addition of the multiscreen movie theater has become one of the primary attractions of downtown Lodi, and has provided the opportunity for other businesses (i.e. retail and restaurants) to support it. The City has been encouraging downtown businesses to extend their business hours so that movie patrons have can do downtown shopping during the same trip.

Like Woodland, the City of Lodi faces the issue of high vacancy rates for the second floors of its downtown buildings. One of the problems with developing these floors is the current lack of fire access and/or direct access due to lack of stairways. The City is hoping the 3% low interest commercial loan program that the future redevelopment agency may establish will further entice developers to occupy the second floors.

CITY OF MARYSVILLE

Description

The City of Marysville, located in the northern part of the Sacramento Valley, has a population of approximately 12,268. Like Woodland, the City of Marysville is a small valley town that contains a number of historic buildings and lies adjacent to major highways (including Highway 99, Highway 70, and Highway 20).

Improvements

According to Stan Tidman, of the City's Community Development Department. The City has completed a $900,000 streetscape project for its historic downtown area which was funded by the Federal Intermodal Surface Transportation Enhancement Act (ISTEA) in partnership with Caltrans. The project included streets resurfacing, street trees, the addition of ADA parking spaces, and three gateway arches for the downtown area.

In addition, the City has an ongoing façade improvement program for both commercial and residential (historic) structures that is funded by CDBG. The maximum grant that can be received is $15,000 or up to 50 percent of the total cost of the improvements.

In terms of parking, there is a perception among City merchants that there is a lack of parking in front of their businesses, and customers have to park a few blocks away as a result. The merchants have suggested diagonal parking as a solution. However, according to Stan Tidman, there are a number of City-owned parking lots that remain underutilized. The City has actually looked at Woodland's Downtown Parking Management Plan for ideas. However, no formal plans have been made.

Primary Attractions

The City also collaborates with the downtown's Business Improvement District for the planning of various community events, including the annual Peach Festival, Downtown Stampede, and Christmas Parade, which draw large crowds. In 2001, the Peach Festival alone attracted 20,000 people.

Like Woodland, the City of Marysville faces the issue of high vacancy rates for the second floors of its downtown buildings. The City's Zoning Ordinance does allow residential uses in their upper floors upon the approval of a conditional use permit. However, no other formal programs have been developed to address this issue.

CITY OF MERCED

Description

The City of Merced, located in San Joaquin Valley, has a population (2000) of 63,893 and is similar in size to Woodland.

Improvements

The City's Redevelopment Agency has been responsible for several projects including a streetscape improvement project, and the recent addition of a multi-screen cinema for its Downtown area. The streetscape improvement project actually began 25 years ago. However, the City is currently expanding its streetscape improvements for an additional 8 blocks of the Downtown area. The improvements include new sidewalk, curbs, and gutters with brick pavers as well as the addition of new streetlights and trees. This project is completely funded by the City's tax increment funds. The City's 13-screen theater was just recently opened in April 2002 and includes a separate 15,000 square foot building with retail space (includes Starbucks Coffee, and Cold Stone Creamery). Parking is provided by both onstreet parking and existing offstreet City parking lots. The Cinema is a public/private partnership where the Redevelopment Agency paid for public improvements for the area including street reconstruction and demolition of existing buildings.

The Redevelopment Agency has also created two programs to attract developers into the Downtown area, a commercial rehabilitation loan program and a façade improvement program. The loan program provides low-interest loans for developers. The facade improvement program, which has had a total of 30 participants since its inception, offers a 50 percent rebate for improvement costs.

Primary Attractions

According to Sandy Edwards, City of Merced Economic Development Department, the new cinema has become one of the main attractions of the Downtown area, drawing many younger patrons into the area. It has also helped to support local retail establishments.

Like Woodland, the City of Merced has also faced the problem of upper floor vacancies for its older Downtown area. At one time the City actually had a 90 percent vacancy rate for second floors. Based on input from local developers, it was determined that the renovation costs to bring these spaces up to code far outweighed the benefits. As a result, many of these buildings have been demolished to make way for new buildings that could provide mixed-use development.

CITY OF PASO ROBLES

Description

The City of Paso Robles is a slightly smaller community than Woodland, with a total population (2000) of approximately 29,000. Paso Robles is located inland on the Central Coast between Highway 101 and Highway 1.

Improvements

The City has worked to promote and improve downtown in a number of ways. The City first became active in the Main Street Program in the late 1980's. One of the first actions of the program was to refurbish the downtown park (i.e., historic street lighting, furniture, etc.), which served as the focal point of the downtown area. In the next step, the Redevelopment Agency began to provide no-interest loans to business owners for façade improvements (12 buildings participated). In the following five years after the program, 43 buildings followed suit with façade improvements without any assistance at all. The program had served as a stimulus for other downtown merchants to make improvements.

The Main Street Association's Main Street Promotion Committee has produced a calendar of events, including a Friday night Farmers Market where businesses were open later hours. As a result of the increased activity the City is now planning to construct a parking structure to provide necessary additional parking.

Perhaps the City's biggest development occurred when the Main Street Association (the member of the Main Street Program) worked with a developer to bring in a nine-screen movie theater into the downtown. Since the lot required major drainage improvements due to its close proximity to a creek, developers avoided the site. However, according to Norma Moye, Executive Director for the Main Street Association, the City agreed to contribute $360,000 for drainage improvements, and also eliminate parking requirements and fees for the developer.

The City has made other improvements including the restoration of their Amtrak train station, addition of historic streetlights (funded by a $60,000 CDBG grant), and other miscellaneous streetscape improvements. The City has also eliminated parking fees, which has helped to attract more businesses downtown. According to Norma Moye, widening sidewalks, and adding benches, trees, and murals have proven to be very successful methods of creating a more pedestrian-oriented downtown for Paso Robles. These improvements were mainly funded by the downtown's Business Improvement District that the Main Street Association manages.

The City has also worked to have retail developer who develop on the City's outer fringes compensate the City for the increased competitiveness. For example, WalMart agreed to pay the City $100,000 over a 10-year period for the Main Street program.

Primary Attractions

The nine-screen movie theater has become one of the primary attractions of for downtown Paso Robles. As a result of its development, more visitors and businesses have been attracted to the downtown area, and has therefore eliminated the 33 downtown vacancies the City once had. A total of 20 new restaurants have also opened since the cinema's opening.

CITY OF PINOLE

Description

The City of Pinole is located in the Bay Area near San Pablo Bay and has a total population (2000) of 18,650. The City, traversed by Interstate 80, has an older downtown section located on the north side facing San Pablo Bay.

Improvements

The City's Old Town has received assistance and improvements in various ways through the City's redevelopment agency. The Redevelopment Agency has funded streetscape improvements and has implemented a commercial rehabilitation program. The commercial rehabilitation program provides loans and grants for the rehabilitation of commercial and mixed-use structures throughout Old Town. The Redevelopment Agency has also been involved in a Residential Rehabilitation Program that has approved over 100 loans and grants to improve residential buildings, many of them historic buildings in Old Town. As part of the City's effort to bring more mixed-use development into the Old Town, the Redevelopment Agency purchased a lot where 24 apartment units where developed on the second floor and commercial was developed on the first floor. This was the result of a private/public partnership where the City purchased the land, and the developer was responsible for its development.

One of the City's methods of attracting businesses is through tenant improvement loans or rent subsidies for businesses such as bookstores, grocery stores, restaurants, clothing, and antiques stores. The City also operates a commercial loan program for façade and interior improvements.

The City does not have a problem with occupying the second floors of downtown businesses since. ADA funding is applied whenever relevant to resolve access issues.

Primary Attractions

Some of the primary attractions of the Old Town include downtown retail/restaurants, and events such as the Farmers Market that are held on a regular basis. Downtown streetscape and façade improvements have helped to increase the overall attractiveness of the area.

CITY OF PLACERVILLE

Description

The City of Placerville is located in the Sierra Nevada foothills just south of Highway 50. Although it is significantly smaller than Woodland, with a (2000) current population of 9,610, it is similar in that it has a Main Street consisting of numerous historic buildings.

Improvements

In 1997, the City developed a Downtown Revitalization Plan, and is currently planning to implement several of the recommendations of the Plan including various street improvements (i.e., historic street lighting, etc.) to restore its original historic charm. The City's Placerville Downtown Association, a non-profit organization, has been working on an ongoing basis to enhance and promote business on Main Street through special events and activities such as the antique and craft fairs and the Art & Wine Festival.

Primary Attractions

Historically, the City has not had a problem with attracting businesses to the downtown. The City has a number of retail and restaurant establishments. The Courthouse is located on Main Street and as a result has brought in several attorney offices and other related businesses onto Main Street. In addition, the combination of frequently scheduled events and the late business hours of commercial establishments help make Placerville's downtown more attractive.

CITY OF REDDING

Description

The City of Redding is located 160 miles north of Sacramento in the northern portion of the Sacramento Valley, and is bisected by Interstate 5. As of 2000, its total population was 80,865.

Improvements

The Redding Downtown Specific Plan, adopted in 2001, serves as a blueprint for revitalizing Downtown. As a result of the recommendations of the Specific Plan, the City has been involved in a streetscape project (funded by the RDA and a CDBG grant), Main Street Program, and the restoration of its historic Crescent Theater. A public radio station in 1999 purchased the Crescent Theater, and a restoration committee was formed to raise funds for the theater project. The Redevelopment Agency also provided $100,000 for structural improvements, and additional funding for façade improvements.

The City is also addressing the need to reopen its Main Street where it currently is an enclosed mall for nine blocks and consists mainly of office space. Since the mall contains several historic buildings, the proposal is to remove its roof, reopen the street, and add streetscape improvements. According to Larry Morgon, the City's Redevelopment Project Coordinator, the City's intent is for the space to convert to specialty retail use and become a more pedestrian-oriented environment.

Primary Attractions

Once the enclosed mall in the downtown area is revitalized, it will become a primary attraction for downtown Redding. The historic buildings that are currently hidden from view will once again be visible downtown. The City's objective of providing specialty retail in this area will add to its overall attractiveness.

CITY OF SAN LUIS OBISPO

Description

The City of San Luis Obispo is located on the central coast and is similar in size to Woodland, with a 2001 population of 44,613. However, San Luis Obispo is unlike Woodland since it has a large student population from Cal Poly State University.

Improvements

The San Luis Obispo Downtown Association was established in 1975 to assist the downtown in becoming more attractive. During the 1970's, shops stayed open late on Thursday nights in an attempt to draw more customers. However, a cruising problem developed which began to deter people from shopping at night. As a result, the Downtown Association decided to close off six of its blocks on one of its main downtown streets in an effort to stop the problem, and allow people to still shop late. The event grew larger over the years, and became know as the Farmer's Market since local growers were invited to sell. In addition, downtown restaurants came out sell food (i.e., barbecues). Non-competing businesses are also allowed to participate for $50 per night provided that they are strictly informational. The Association also sponsors other events such as the Annual Rib Cook Off and sidewalk sales.

In the early 1990's the City constructed Downtown Center that brought in a large mix of retail and eateries as well as a multiscreen cinema to the downtown area. As a result of the project, a downtown block was opened up with a pedestrian walkway, with storefronts facing the walkway and the adjacent streets. At one end of the walkway a plaza was created which dropped down to the entrance of the new cinema.

In 1999, the City prepared a market study to evaluate the effects on the Downtown of building a big-box retail center (San Luis Marketplace) on the outer fringes of the City. One of the conclusions of the study was that retail development on the edge of the City would actually attract more visitors from the region to shop in San Luis Obispo, and hence the Downtown area would receive more shoppers as well. The study further stated that although $42 million from the San Luis Marketplace was be diverted from existing businesses within the City, the Marketplace would generate approximately $79 million in retail sales.

Primary Attractions

The City has a downtown with a varied mix of retail activity that has remained viable and attractive to both residents and visitors alike. The addition of the Farmers Market along with other regularly scheduled events have become major attractions for the downtown. Furthermore, the addition of Downtown Center in the early 1990's has also made downtown more pedestrian friendly, and as a result more attractive.

CITY OF TEMECULA

Description

The City of Temecula was incorporated on December 1, 1989. It is comprised of 27.1 square miles and is located in southwest Riverside County in the rural Temecula Valley, famous for its fine wines. Other agricultural crops are also grown abundantly in the valley such as citrus, avocados, fruits and vegetables. The City of Temecula is located 85 miles southeast of Los Angeles, 55 miles north of San Diego, or 61 miles southeast of Orange County, and located along the Interstate 15 Highway.

Improvements

Starting in July 1998, a $5.2 million Streetscape project, considered as a major facelift to the historic Old Town area, was undertaken by the city. The project involved the redevelopment of Old Town's entire business district, combining historical buildings with new improvements. Improvements included the addition of curbs, wood boardwalks, new street lights, signs, and furniture including benches, oak trash barrels, and assorted crates and barrels complement the overall informal western design theme highlighting Old Town as it was originally developed at the turn of the century.

Over the past several years, redevelopment has proven to be a viable financial tool allowing Temecula to realize many projects, programs, and improvements, thus improving the quality of life in neighborhoods as well as stimulating growth in its business districts.

Primary Attractions

The Old Town Streetscape Improvement Project has been Temecula's most significant redevelopment project. Area residents are beginning to receive major benefits from this revitalization. A beautiful downtown area is being created so families can gather to enjoy great shopping, dining, and participate in real "hometown celebrations". The renovation is greatly impacting Temecula's exceptional tourism climate by attracting new businesses and customers to the area. This will allow the City of Temecula to continue its appeal as one of Southern California's most popular tourist destinations.

As a result, The League of California Cities selected the City of Temecula as a 1999 California Cities Helen Putnam Award winner. The City of Temecula received the award in the category of public/private partnerships for its Old Town Streetscape Project, a redevelopment project designed to revitalize a historic area of the city. To promote the long-awaited beautification of Old Town Temecula and offset the inconvenience to shoppers during construction, the City formed a public/private partnership with local merchants and property owners to create a comprehensive, promotional program. The partnership was successful in keeping the merchants and the public informed of the project through newsletters, meetings and advertising, and activities such as organized school field trips and a live auction to encourage community involvement.

CITY OF VISALIA

Description

Although the City of Visalia is a much larger city (population of 96,750 in 2000) than Woodland, it is similar in that it is a central valley town with major highways (including Highway 99) providing fairly quick access to larger urban areas in the region.

Improvements

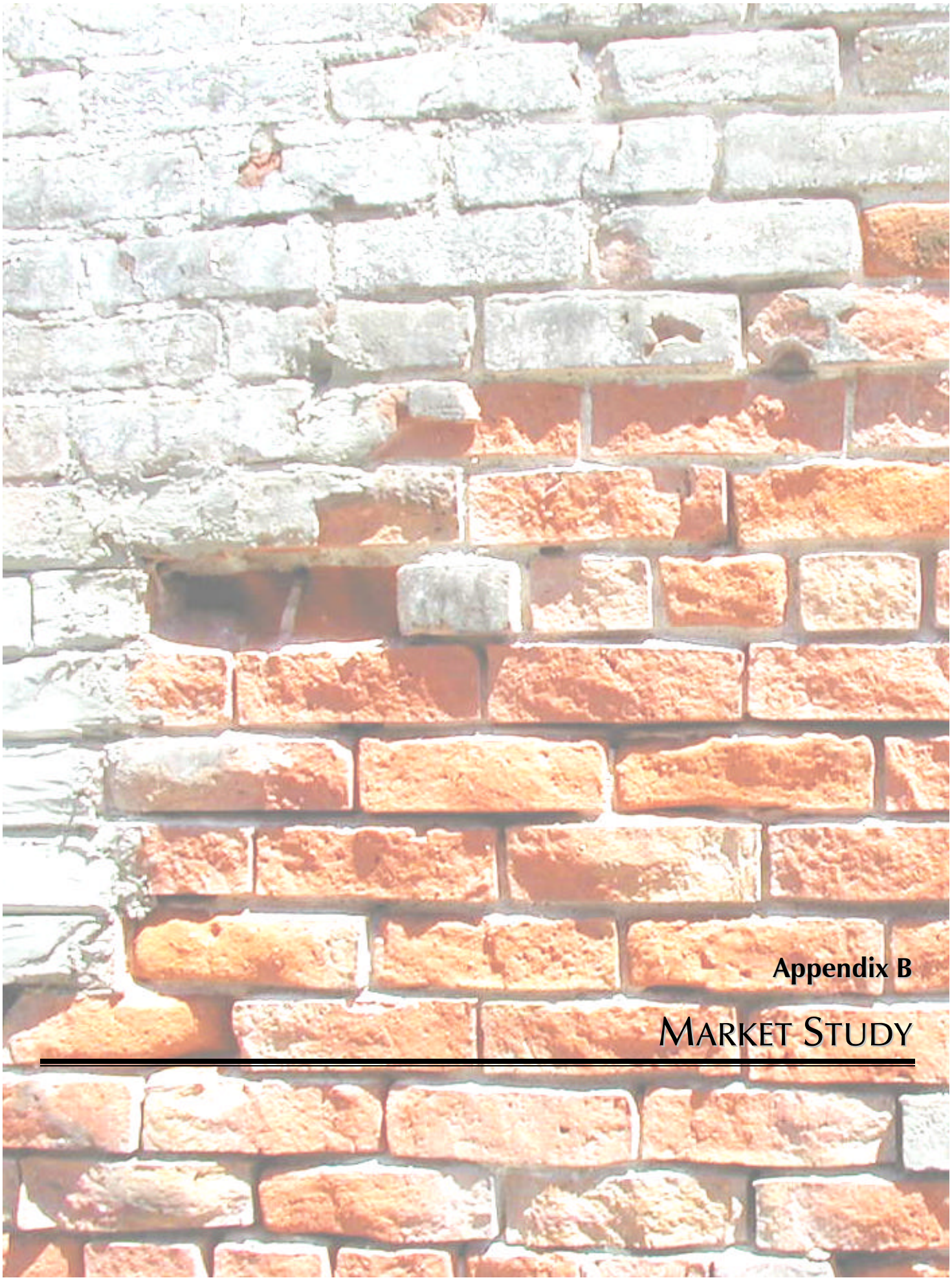
The Downtown Visalians Alliance District is responsible for providing coordination to the Business Owners Improvement District and the Property and Business Owners Improvement District that cover the downtown area. The Districts are supported by a tax levied on business and/or property owners in the downtown area. The District responsibilities include providing full-time security, landscaping and steam cleaning of streets and sidewalks in the downtown area, and other miscellaneous downtown improvements.

Primary Attractions

According to Kelly Hauert, Executive Director of the Downtown Visalian's Alliance District, the downtown portion of the City of Visalia has several qualities that make it attractive for visitors and residents alike. The downtown has always been vital due to the strong commitment for public/private partnership and continued preservation of the downtown as the center of activity. It also serves as the gateway to Sequoia National Park.

Downtown Visalia remains strong in part due to the variety of businesses located there which include a 10-plex-movie theater (approximately 33,000 square foot), Fox Theater, a playhouse, clothing stores, gift boutiques, bookstores, and several restaurants and coffeehouses. One of the biggest attractions on Main Street is the convention center and the Radisson Hotel with attracts visitors from out of town. Overall, the downtown businesses remain successful due to the large discretionary income of the higher-income population. Lower-income residents do not tend to shop in the downtown area.

Like Woodland, the City is also attempting to bring housing into the downtown area by utilizing the second floors of the historic buildings located on Main Street.



Appendix B

Market Study

DOWNTOWN MARKET FEASIBILITY STUDY
CITY OF WOODLAND

Prepared for:

City of Woodland
300 First Street
Woodland, California 95695

May 2002

Job # 970

STANLEY R. HOFFMAN ASSOCIATES

11661 San Vicente Boulevard, Suite 306
Los Angeles, California 90049-5111
www.stanleyrhoffman.com

CONTENTS

TABLES IV

FIGURES..... IV

CHAPTER 1 - INTRODUCTION AND CONCLUSIONS.....1

1.1 Background and Purpose 1

1.2 Sources of Information 1

1.3 Summary of Findings and Conclusions 3

CHAPTER 2 - THE WOODLAND DOWNTOWN AREA 7

2.1 City of Woodland Downtown Inventory..... 7

2.2 Retail Vacancies 8

CHAPTER 3 - DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS 10

3.1 Demographic Trends and Characteristics..... 10

3.2 Projected Population, Household and Employment Growth 13

3.3 Employment Characteristics of Woodland 17

CHAPTER 4 - THE COMPETITIVE CONTEXT.....18

4.1 Retail Supply in the Market Area 18

4.2 Commercial Building Activity 18

4.3 Residential Building Activity 20

4.4 Hotel and Motel Inventory..... 21

CHAPTER 5 - RETAIL MARKET TRENDS 23

5.1 Taxable Sales Trends..... 23

5.2 Retail Leakage Analysis 26

5.3 Projected Growth in Retail Demand..... 28

5.4 Projected Capture in Downtown Woodland 28

5.5 Square Footage Ranges of Expected Downtown Retail Development 31

CHAPTER 6 - OFFICE AND RESIDENTIAL PROJECTIONS 33

6.1 Office Development 33

6.2 Residential Development 34

6.3 Other Development Concepts 34

TABLES

Table 1-1 Market Potentials for Land Use....6
Table 1-2 Summary of Downtown Projection Scenarios....6
Table 2-1 Downtown Area Commercial Space: 1992....8
Table 2-2 City of Woodland Vacant Retail Space....9
Table 3-1 Population and Household Growth: 1990 to 2000....10
Table 3-2 Population by Ethnicity: 2000....11
Table 3-3 Household Income Estimates for 5-Mile and 15-Mile Radius....12
Table 3-4 Home Prices in Yolo County Region: December 2001....12
Table 3-5 Median and Average Rents by Number of Bedrooms: 2001....13
Table 3-6 Non-Farm Employment Trends, Yolo County: 1990 to 2000....14
Table 3-7 Population, Households and Employment: 1990 to 2020....15
Table 3-8 Woodland Employment Summary: 1996 and 2000....17
Table 4-1 City of Woodland Retail Centers....19
Table 4-2 New Non-Residential Building Permit Valuation: 1990 to 2000....20
Table 4-3 City of Woodland Residential Building Activity: 1990 to 2000....21
Table 4-4 City of Woodland Lodging: 2001....22
Table 5-1 City of Woodland Taxable Sales: 1990 and 2000....24
Table 5-2 Yolo County Taxable Sales: 1990 and 2000....24
Table 5-3 Taxable Transactions by Retail Group: 2000....25
Table 5-4 Comparative Per Capita Taxable Retail Transactions: 2000....27
Table 5-5 Retail Expenditures by New Woodland Households: 2000-2020....29
Table 5-6 Estimated Capture in Downtown from New Woodland Households: 2000-2020....30
Table 5-7 Square Footage Ranges of Expected Downtown Retail....32
Table 6-1 Projected Local Serving/Medical Demand....33
Table 6-2 Estimated Demand in the Downtown from New Multi-Family Development....35

FIGURES

Figure 1-1 City of Woodland Downtown/Master Site Plan....2
Figure 3-1 Projected Population and Employment Growth: 2000 to 2020....16
Figure 5-1 Change in Taxable Retail Sales: 1990 to 2000....23
Figure 5-2 City of Woodland Per Capita Taxable Retail Sales: 1990 to 2000....26
Figure 5-3 Comparative Per Capita Taxable Retail Sales: 2000....28

Chapter 1 - INTRODUCTION AND CONCLUSIONS

1.1 Background and Purpose

The City of Woodland is currently preparing a Master Plan for a 27-acre area within the City's Redevelopment Area (RDA), as well as an update to the Woodland Downtown Specific Plan. This study presents a market analysis of land uses within the respective study areas. The purpose is to determine the range of economically feasible residential, office, retail and research and development land uses.

The focus for the Master Plan is to create an opportunity for the development of a mixed-use area primarily consisting of office, retail and housing. The development area will also include a new facility for the City's Police Department, encompassing 35,000 to 45,000 square feet, on a site currently owned by the City. In addition, the City is considering locating a new Community/Senior Center of approximately 35,000 square feet, within or adjacent to the Master Plan area. The efforts for the Master Plan as described above, are to be coordinated with an update to the City's existing Downtown Specific Plan.

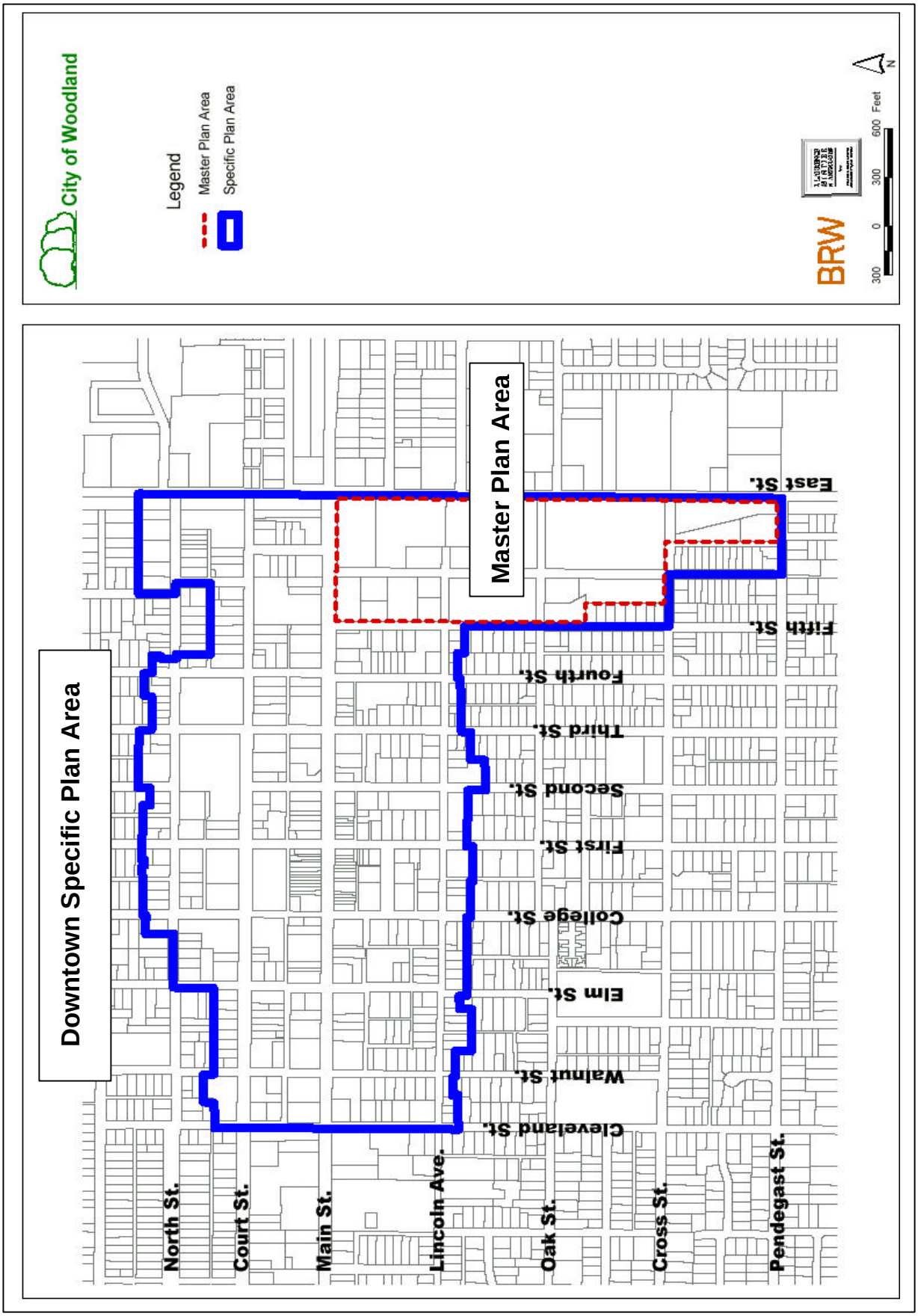
The Downtown Specific Plan area and Master Plan area are shown in Figure 1-1. The Specific Plan area is bounded on the west by Cleveland Street and on the east by East Street. North Street and Lincoln Street form the general north and south boundaries of the Specific Plan area. The Master Plan is a sub-area within the eastern portion of the Downtown Specific Plan and is generally bounded by Main Street on the north, Fifth Street on west, Pendegast Street to the south, and East Street on the east.

1.2 Sources of Information

This study is based upon information from several sources including:

- A field survey of the City of Woodland and the study areas;
- *The City of Woodland Downtown Specific Plan*, August 1993;
- Economic and demographic data from the US Bureau of the Census, California Department of Finance, and the California State Board of Equalization (BOE);
- City of Woodland Taxable Sales in 2000, Agency Planning and Research Division, BOE;
- Historical building and permit activity from the Construction Industry Research Board (CIRB);
- Sacramento Area Council of Governments (SACOG): Population, Households and Employment projections for 2000 – 2020 by Regional Analysis District (RAD);

Figure 1-1
City of Woodland Downtown/Master Site Plan



- Published literature regarding retail activity, including the National Research Bureau's 2000 Shopping Center Directory;

- Household income data from CACI Marketing Systems, *Trend Profile Report*, November 2001*;*

- Business vacancy, housing resale prices and employment data provided by Bay Area Economics;

- County employment data provided by California Employment Development Department;

- Business location data from the City of Woodland and Woodland Economic Renaissance Corporation (WERC); and

- Interviews with key individuals knowledgeable about economic conditions in the City of Woodland.

1.3 Summary of Findings and Conclusions

Overall Market Analysis

The market feasibility analysis has focused primarily on retail, office, residential and research and development land uses in the Downtown Specific Plan area and the Master Plan sub-area with some consideration of entertainment and lodging activities. The major findings are as follows:

- A retail leakage analysis using per capita taxable retail sales shows that Woodland is strong in Auto Sales, General Merchandise and Building Materials. Overall, retail sales are fairly strong in Woodland as measured by per capita sales.

- The analysis shows underperformance in Eating & Drinking Places (restaurants), as well as in the Other Retail category (specialty shops), Furniture and Apparel stores. The City has some downtown niche retail in antiques stores and furniture.

- Forecasted growth in Woodland over the next 20 years of almost 7,700 households would support approximately 1.1 million square feet of additional retail space. Currently, about 460,000 square feet of future retail space is identified as either in the planning process or under construction.

- Currently, the City is experiencing relatively high retail/commercial vacancies in the Downtown (e.g., Cranston's Hardware) and elsewhere in the City (e.g., Kmart and the County Fair Mall). Also, according to an earlier building inventory survey, very high vacancies are being experienced in the upper floors of older, downtown buildings.

- Auto sales have historically been strong in Woodland, contributing a substantial amount of sales tax revenue to the City's General Fund. If the auto dealers stay downtown and

function as a major retail draw, the City might wish to pursue opportunities for better integration with other downtown activities.

- Business oriented motel/hotel facilities have been cited by some sources as a unique market opportunity in the downtown area separate from the traveler-oriented hotels along the I-5 Freeway.

- High-technology and research and development companies, in part stimulated by the UC Davis programs, have been cited as future Woodland opportunities.

- Growth in finance, insurance, real estate and business service employment suggests future office opportunities in Woodland with the downtown seen as especially compatible for smaller and mid-size firms.

Strengths and Weaknesses of the Downtown

The following are strengths and weaknesses of the Downtown area:

Strengths of the Downtown

- Downtown Woodland has been the historic center of the City and is also the government center for the City and Yolo County. Retail and office activities have concentrated along Main Street between East and Cleveland Streets.

- Although the downtown area does not have the available land to compete with the larger shopping developments near the freeway or in developing areas of the City, it does have the potential to become a niche retailing, entertainment and dining area.

- Some revitalization has been occurring in the downtown area along Main Street for retail and offices; the Master Plan area has the potential to attract a business and professional office environment and higher density residential development.

Weaknesses of the Downtown

- Downtown Woodland is characteristically a mix of older one-, two- and some three-story buildings on small, sometimes narrow and deep shaped parcels - many of which require significant rehabilitation for seismic retrofitting and facility modernization.

- The economics of redevelopment require significant financial commitments from both the public and private sectors.

- The availability of convenient parking has been recognized as an issue, particularly related to the interaction between employee and customer parking.

- Except for the auto dealers, the downtown has lost its major anchors. It will be important to attract new retail anchors and to bring pedestrian oriented office, residential and community activities downtown.

Market Potentials for Downtown Specific Plan and Master Plan Development

The market potentials for the respective study areas are summarized in Table 1-1. The type of development can generally be characterized as smaller projects that combine elements of office, retail, entertainment and residential land uses with possible mixed-use potential in selected cases. The key recommendations are as follows:

- Retail activities are viewed as best concentrated in the Downtown Specific Plan area outside of the Master Plan area. The Master Plan area is seen as attractive for both office and higher density residential development, possibly with a small amount of support retail along the Main Street corridor.

- Restaurants, including both full service and specialty dining, are viewed as a major draw for both Woodland residents and visitors in the Downtown Specific Plan area.

- Redeveloping or attracting new entertainment activities (e.g., cinema) into the Downtown Specific Plan area, or relocating entertainment activities into the Downtown area, is viewed as a long-term goal that will require more residential growth in the market area.

- Office development, including regional and professional offices, is seen as important in the downtown area, including the Master Plan area. Regional office demand is driven by broader market forces that are more difficult to predict. Local serving and medical office demand is primarily driven by local population and local business growth.

- Residential uses on the upper floors above commercial development, not prevalent in a suburban market such as Woodland, is viewed as having low potential in the Master Plan area with medium potential in the remainder of the downtown. Live-work units, where the bottom floor is work-space and the upper floor(s) are residential space, may have some potential, particularly in the Master Plan area, when existing industrial and heavy commercial activities are replaced.

- The growth in high technology and research and development employment in the Sacramento region is seen as creating opportunities for smaller, start up firms in the Master Plan area. Firms of a larger more industrial nature are not viewed as compatible with the downtown development.

- Smaller lodging facilities with attractive amenities, primarily serving the business market, are viewed as compatible with the development in the downtown, but not within the Master Plan area.

- The range of projections by land use type is summarized in Table 1-2 and represents moderate assumptions of market growth capture in the Downtown area based on the consultant's judgment. These scenarios are viewed as conservative and could be exceeded as public infrastructure investments and effective public-private partnerships facilitate development in the downtown.

These findings and conclusions are presented in more detail in Chapters 5 and 6 of this report. Additionally, the size ranges of potential downtown retail tenant types are estimated.

Table 1-1

Woodland Downtown Specific Plan Area
Market Potentials for Land Use

Land Use Category	Master Plan Sub-area[1]	Remainder of Specific Plan[1]
Retail		
Retail	Low	High
Restaurants	Medium	High
Movie Theatre/Entertainment	Low	Medium
Office		
Office-regional/large office	Medium	Medium
Office-local serving/professional	Medium	High
Office-medical	Low	Medium
Residential		
Residential-medium/high density	Medium	Medium
Residential-mixed use	Low	Medium
Residential-live/work	Medium	Medium
Residential-single family	Low	Low
Other Non-Residential		
Industrial-fabrication	Low	Low
Research & Development	Medium	Low
Lodging	Low	Medium

1. These two sub-areas together comprise the Downtown Specific Plan Area.

Source: Stanley R. Hoffman Associates, Inc.

Table 1-2

Summary of Downtown Projection Scenarios [1]

Land Use	Scenario 1	Capture[2]	Scenario 2	Capture[2]
Retail	45,400 sq. ft.	15.0%	75,400 sq. ft.	25.0%
Office	58,834 sq. ft.	10.0%	88,251 sq. ft.	15.0%
Residential	90 Units	5.0%	180 Units	10.0%

1. These scenarios are considered conservative and could be exceeded as public infrastructure investments and effective public-private partnerships facilitate downtown growth.
2. The scenarios are based on alternative capture assumptions of market area demand made by the economic consultant.

Source: Stanley R. Hoffman Associates, Inc.

Chapter 2 - THE WOODLAND DOWNTOWN AREA

The Downtown Specific Plan addresses the need to develop a retail, dining and entertainment area that combines office and residential development and is convenient to pedestrian usage. The Downtown Specific Plan area, as well as the Master Plan sub-area, was shown previously in Figure 1-1.

The Woodland Downtown Specific Plan addresses the need for economic revitalization in the Downtown area. In addition to the conflict between pedestrian and vehicular traffic, the Downtown also has an excessive number of vacant buildings and buildings in need of rehabilitation or redevelopment. In order to create an economically viable downtown, the objective is to intensify the office and residential uses that will in turn support increased economic activity. This increased support, along with increased expenditures from household growth in the overall market area, is expected to increase demand for additional retail stores and higher quality eating establishments.

2.1 City of Woodland Downtown Inventory

Table 2-1 presents the results of an inventory of commercial space in the downtown area conducted in 1992 by the Woodland Downtown Improvement Association. While the information is somewhat dated, it does provide general information about overall conditions in the Downtown area because major land use changes have not occurred in the ensuing years. The inventory encompasses 26 blocks bounded by Cleveland Street, North Street, East Street and Lincoln Avenue. The inventory classified occupied building space into one of six land use categories:

- Service—personal services, taxi, motel, funeral home
- Office—financial, insurance, professional, medical
- Heavy Commercial—auto dealers and repair
- Retail—furniture, jewelry, printer, glass, ceramics, etc.
- Restaurant—full service, deli, bakery, cafe
- Entertainment—movie theater, bar, lounge

As shown, of a total 918,699 square feet of commercial space within this area, 750,465 square feet were on the ground level and the remaining 168,234 square feet were on the second and third floor levels. The total occupied building area of about 712,509 square feet was comprised primarily of Retail uses (about 237,480 square feet), followed by Office use (about 219,330 square feet). As indicated, about 22.4 percent of the total downtown inventory was vacant in 1992. The vacancy rate for space on the upper levels was very high at 49.1 percent (82,682 square feet). The vacancy rate for the ground level was also high at 16.5 percent (123,508 square feet).

Table 2-1

Downtown Area Commercial Space: 1992
(in square feet)

Land Use	Ground Floor	Upper Floors	Total
Service	47,467	6,250	53,717
Office	162,132	57,198	219,330
Heavy Commercial	118,210	0	118,210
Retail	220,376	17,104	237,480
Restaurant	44,386	5,000	49,386
Entertainment	34,386	0	34,386
Total Occupied	626,957	85,552	712,509
Vacant	123,508	82,682	206,190
Total Square Feet	**750,465**	**168,234**	**918,699**
Percent Vacant	16.5%	49.1%	22.4%

Sources: Stanley R. Hoffman Associates, Inc.
Woodland Downtown Improvement Association,
Downtown Commercial Space Inventory, Feb. 1992.

2.2 Retail Vacancies

The estimated retail vacancies in the City of Woodland are summarized in Table 2-2, based on a vacancy survey conducted by Bay Area Economics. This survey identified 263,400 square feet of vacant retail space citywide, or about 28 percent of the total retail inventory. Of the vacant square feet, about 59,570 square feet are in an area identified as "Downtown between East St. and West Street."

The citywide total of vacant space in Table 2-2 includes the 87,000 square foot space vacated by K-Mart about one-half mile to the east of the study area along Main Street. It also includes 56,430 square feet of shop space at the County Fair Mall, which is about 14 percent of total mall space, and is located about one mile to the south of the study area along East Street. Combined, the vacant space at K-Mart and the County Fair Mall comprises 54 percent of the total citywide vacant retail space.

Table 2-2

City of Woodland
Vacant Retail Space

Location of Retail Centers	Total Square Feet	Vacant Square Feet	Vacancy Rate
Downtown between East and West Streets	251,600	59,570	24%
Main Street, former Kmart site at 1388 E. Main	87,000	87,000	100%
Main Street, Other (outside Downtown)	48,250	24,160	50%
Northwest of Downtown	119,820	15,000	13%
Southwest of Downtown	19,060	19,060	100%
Gibson Road west of 113, County Fair Mall	403,060	56,430	14%
Gibson Road west of 113, Other	6,800	2,180	32%
Total	**935,590**	**263,400**	**28%**

Source: Stanley R. Hoffman Associates, Inc.
Bay Area Economics.

Chapter 3 - DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS

The purpose of this chapter is to provide a descriptive profile of demographic and economic characteristics and trends for the City of Woodland. This includes population, households and household income as well as employment. Growth projections from 2000 to 2020 from the Sacramento Area Council of Governments (SACOG) are also discussed. The demographic and economic characteristics will provide the framework for discussing opportunities for the City's Downtown Specific Plan Area and other key areas such as the Master Plan Area.

3.1 Demographic Trends and Characteristics

Population and Households

Population and household growth from 1990 to 2000 for both the City of Woodland and Yolo County are presented in Table 3-1. As shown, the City's population grew significantly during this time period, at an average annual rate of 2.2 percent. This growth represents an increase of 24.4 percent from 1990 to 2000, reaching about 49,518 persons. This was more than the County, which experienced a population increase of about 20.0 percent. The City's population comprised about 29.3 percent of the total County population in 2000, a slight increase from 1990. The City of Woodland's population reached 50,614 according to the January 1, 2001 estimates by the State Department of Finance.

The number of households in the City increased by 20.5 percent from 1990 to 2000, reaching about 17,112 households. The City's households grew at an average annual rate of 1.9 percent, as did the County's. The City's average household size increased, reaching 2.89 in 2000 for the City, while the County's average household size decreased slightly during this time period.

Table 3-1

Population and Household Growth: 1990 to 2000

	1990	2000	Numerical Change	% Increase	1990 - 2000 Avg Annual Growth	1990 Avg. HH Size	2000 Avg. HH Size
Population							
Woodland[1]	39,802	49,518	9,716	24.4%	2.2%		
Yolo County	141,092	169,265	28,173	20.0%	1.8%		
City as % of County	28.2%	29.3%	1.0%				
Households							
Woodland	14,198	17,112	2,914	20.5%	1.9%	2.80	2.89
Yolo County	50,972	61,451	10,479	20.6%	1.9%	2.77	2.75
City as % of County	27.9%	27.8%	0.0%				

1. The U.S. Census 2000 reports population as 49,151. However, there may be some undercounting in this total. Therefore, the official State estimates as of January 1, 2000 from the Department of Finance are used.

Sources: Stanley R. Hoffman Associates, Inc.
U.S. Census Bureau, 1990 and 2000.

Ethnicity

The ethnic composition of Woodland compared to Yolo County in 2000 is shown in Table 3-2. Woodland had a larger proportion of Hispanics (38.8 percent) than Yolo County (25.9 percent). The proportion of White residents in Woodland (53.0 percent) was less than in the County (58.1 percent). The Black population comprised less of the total population in Woodland (1.1 percent) than it did in Yolo County (1.9 percent). As shown, the Asian population, other races, or persons of more two races comprised a small portion of the total population in both the City and County.

Table 3-2

City of Woodland - Population by Ethnicity: 2000 [3]

Race	Woodland	% of Total	Yolo County	% of Total
White	26,259	53.0%	98,293	58.1%
Black	531	1.1%	3,144	1.9%
Hispanic	19,226	38.8%	43,864	25.9%
Asian	1,781	3.6%	16,449	9.7%
Other [1]	556	1.1%	2,011	1.2%
Two or More Races[2]	1,165	2.4%	5,504	3.3%
Total	49,518	100%	169,265	100.0%

1. "Other" category includes American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, and some other race as classified in the 2000 Census.
2. The new Classification system in the 2000 Census includes an additional category for origin of two or more races.
3. Categories have been adjusted to State Department of Finance official estimates of January 1, 2000.

Source: Stanley R. Hoffman Associates, Inc.
U.S. Census Bureau, 2000.
California State Department of Finance, January 1, 2000.

Household Income

Table 3-3 shows the July, 2001 estimated average annual household income and per capita income for households within a 5-mile and 15-mile radius from the intersection of Main and East Streets in the City of Woodland. As shown, the estimated average annual household income of about $60,000 is about the same for the two areas. The per capita income is slightly higher within a 15-mile radius ($23,000) than within a 5-mile radius ($22,000).

Table 3-3

City of Woodland
Household Income Estimates for 5-Mile and 15-Mile Radius

Description	2000 Estimates	
	5-Mile Radius	15-Mile Radius
Households	17,376	62,280
Household Population	47,639	159,090
Avg. Household Size	2.74	2.55
Per Capita Income	$21,790	$23,330
Avg. HH Income	$59,741	$59,595

Note: The center of the 5-mile and 15-mile radius is located at the intersection of Main and East Streets.

Source: Stanley R. Hoffman Associates, Inc.
CACI Marketing Systems, *Trend Profile Report* prepared July, 2001.

Average and Median Housing Prices – Woodland and Area

Current information on housing sales prices was obtained from the listings of realtors in the Yolo County region during December 2001. As shown in Table 3-4, a single-family unit in the City of Woodland had an average price of $229,634 and a median price of $210,500, lower than the average and median home prices for Davis and the area. Home prices in Woodland ranged from $163,500 to $545,000. As shown, the average price for the area was $356,178 and the median price was $285,000.

Table 3-4

Home Prices in Yolo County Region: December, 2001

Jurisdiction[1]	Average Price	Median Price	Price Range	
Woodland	**$229,634**	**$210,500**	**$163,500**	**$545,000**
Davis	$432,831	$379,000	$205,500	$799,200
Area	$356,178	$285,000	$163,500	$799,200

1. Based on selection of home prices from current Coldwell Banker and RE/MAX realty listings for the Yolo County region.

Source: Stanley R. Hoffman Associates, Inc.
Realtor.com, December 2001.

Apartment Rental Rates

Listings for available apartments in the City of Woodland are presented in Table 3-5. As shown, the average monthly rents ranges from $410 for a studio to $585 for a 3-bedroom. Based on a total of 50 listings as of December 2001, the median rent ranged from $390 for a studio to $585 for a 3-bedroom. The overall rent range for this time period was $300 to $650 per month.

Table 3-5

Median and Average Rents by Number of Bedrooms: 2001

Number of Bedrooms	Number Listed	Median Rent	Average Rent	Rent Range
Studio	6	$390	$410	$300-650
1	22	470	466	355-550
2	21	575	560	425-650
3	1	585	585	$585
Totals	50	$457	$501	$300-650

Source: Stanley R. Hoffman Associates, Inc.
www.springstreet.com, City of Woodland apartment rents for week beginning 12/18/01.

Employment in Yolo County by Industry Sector: 1990 to 2000

Although employment trends in the County are not necessarily an indication of growth patterns for the City of Woodland, they do provide a look at the economic setting of the greater region in which Woodland is located. Non-farm employment trends by industry sector for Yolo County are presented in Table 3-6. As shown, from 1990 to 2000 the fastest growing industry sector was Business Services, which grew at an annual average rate of 13.7 percent over this time period. Employment at General Merchandise stores experienced the second fastest growth, or an annual average rate of 13.3 percent. The Finance group experienced the third fastest growth at an average 11.2 percent annually. The rapid growth of Business Services and Finance could likely result in an increase in professional and technical businesses in Woodland and increase the demand for office space. These sectors also have higher than average salaries.

In terms of absolute growth from 1990 to 2000, the largest share of the growth was attributed to the Government sector at 24.3 percent of the total employment growth, closely followed by Services (23.9 percent) and by Retail Trade (18.6 percent).

3.2 Projected Population, Household and Employment Growth

Projections provided by the Sacramento Area Council of Governments (SACOG) from 2000 to 2020 suggest that Woodland will experience moderate growth in population, households and employment over the next twenty years. As shown in Table 3-7, population is projected to reach about 66,570 in 2020, representing an annual average growth rate of 1.7 percent over the

Table 3-6
Non-Farm Employment Trends, Yolo County: 1990 to 2000 [1]

Industry Sector	1990	2000	Numerical Change 1990-2000	% of Growth	1990 to 2000 Avg. Annual Growth
Construction	**2,800**	**4,300**	**1,500**	**6.1%**	**4.4%**
Durable Manufacturing	**2,900**	**2,900**	**0**	**0.0%**	**0.0%**
Non-Durable Manufacturing	**3,500**	**3,200**	**-300**	**-1.2%**	**-0.9%**
Food and Kindred	2,200	1,700	-500	-2.0%	-2.5%
Other	1,300	1,500	200	0.8%	1.4%
Transportation and Public Utilities	**4,200**	**6,300**	**2,100**	**8.5%**	**4.1%**
Transportation	3,400	5,200	1,800	7.3%	4.3%
Communications & Public Utilities	800	1,100	300	1.2%	3.2%
Wholesale Trade	**4,600**	**7,000**	**2,400**	**9.7%**	**4.3%**
Retail Trade	**10,300**	**14,900**	**4,600**	**18.6%**	**3.8%**
General Merchandise	600	2,100	1,500	6.1%	13.3%
Food Stores	1,800	3,400	1,600	6.5%	6.6%
Eating & Drinking Places	4,000	4,200	200	0.8%	0.5%
Other Retail	3,900	5,200	1,300	5.3%	2.9%
Finance, Insurance & Real Estate	**2,100**	**4,600**	**2,500**	**10.1%**	**8.2%**
Finance	1,000	2,900	1,900	7.7%	11.2%
Other FIRE	1,100	1,700	600	2.4%	4.4%
Services	**9,100**	**15,000**	**5,900**	**23.9%**	**5.1%**
Hotels and Other Lodging	400	400	0	0.0%	0.0%
Business Services	1,000	3,600	2,600	10.5%	13.7%
Amusement & Recreation	400	1,000	600	2.4%	9.6%
Health Services	3,000	3,200	200	0.8%	0.6%
Social Services and Member Orgs.	1,300	2,400	1,100	4.5%	6.3%
Other Services	3,000	4,500	1,500	6.1%	4.1%
Government	**23,000**	**29,000**	**6,000**	**24.3%**	**2.3%**
Total	62,500	87,200	24,700	100%	3.4%

Source: Stanley R. Hoffman Associates, Inc.
California Employment Development Department.

1. Estimates are rounded by EDD.

Table 3-7

Population, Households and Employment: 2000 to 2020

Jurisdiction [1]	2000	2010	2020	2000 - 2020 Change	2000 - 2020 Avg Annual Growth
City of Woodland					
Population	47,150	57,010	66,570	19,420	1.7%
Households	16,665	20,372	24,326	7,661	1.9%
Employment	20,602	28,235	36,291	15,689	2.9%
Jobs/Household ratio	1.24	1.39	1.49	0.26	
North Natomas					
Population	2,002	26,994	41,526	39,524	16.4%
Households [2]	707	9,429	14,649	13,942	16.4%
Employment	3,153	9,544	13,858	10,705	7.7%
Jobs/Household ratio	4.46	1.01	0.95	-3.51	
Yolo County					
Population	165,220	209,035	247,905	82,685	2.0%
Households	60,435	75,555	90,380	29,945	2.0%
Employment	93,367	127,233	157,979	64,612	2.7%
Jobs/Household ratio	1.54	1.68	1.75	0.20	

1. Based on SACOG projections by Regional Analysis District (RAD).
2. Based on vacancy rate for Sacramento City of 4.46%.

Source: Stanley R. Hoffman Associates, Inc.
Sacramento Area Council of Governments (SACOG), March 15, 2001.

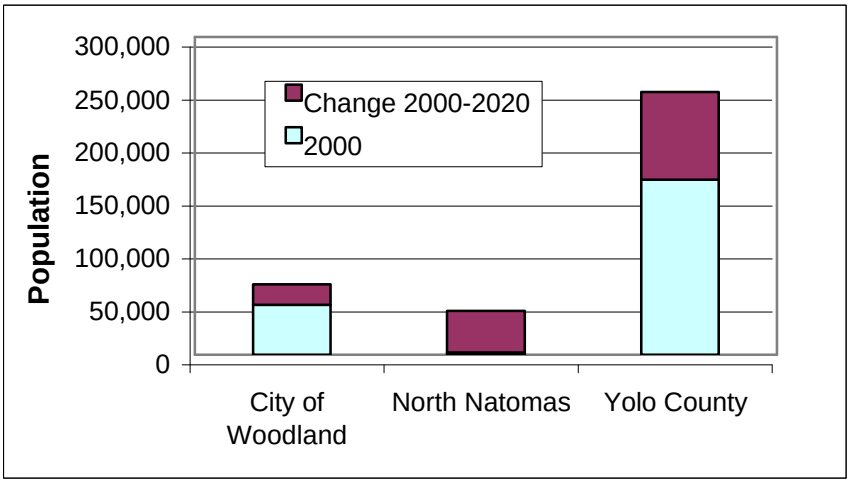
twenty-year period from 2000 to 2020. Households are projected to grow at about the same rate as population, or 1.9 percent annually. It is projected by SACOG that employment in Woodland will increase from about 20,602 jobs in 2000 to 36,291 jobs by the year 2020. At an average annual growth rate of 2.9 percent, this is faster than the average annual population growth. The number of jobs per household or jobs-housing ratio of 1.24 in 2000 is projected to increase steadily to 1.49 in 2020 as more jobs are projected to move outward to the periphery of the Sacramento region relative to residential development.

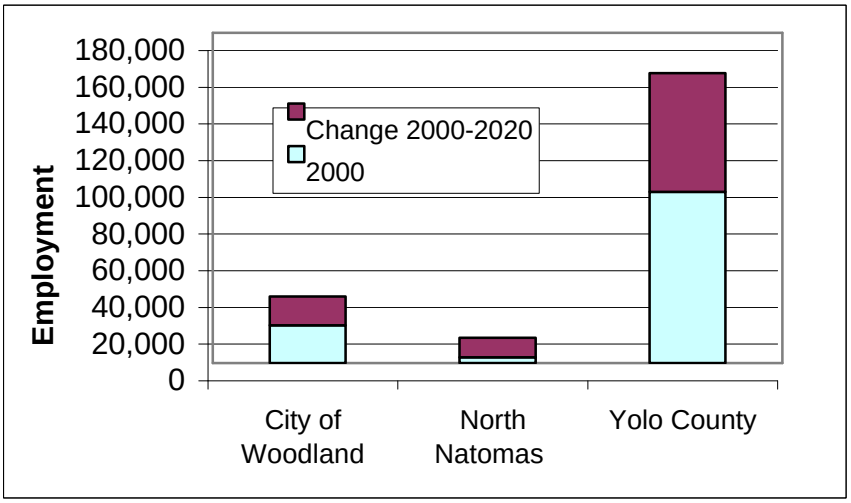
The County population is projected to grow at a slightly higher rate than the City over this time period, or at an annual average rate of 2.0 percent. Like the City, the County's employment is projected to grow faster than its population, at an annual average rate of 2.7 percent. Similarly, the number of jobs per household in the County is projected to increase from 1.54 in 2000 to 1.75 in 2020.

The nearby North Natomas area in the northwest portion of the City of Sacramento is directly east of Woodland and is viewed as a secondary source of future retail demand for the City of Woodland. That is, as population and employment increase in North Natomas, some of these households and employees may shop in nearby Woodland. This area is projected to show significant growth from 2000 to 2020, increasing at an average annual rate of 16.4 percent in population and households. Employment in the North Natomas area is also projected to grow faster than in the City of Woodland and the County, at an average annual rate of 7.7 percent. However, once household growth stabilizes, the number of jobs per household is projected to be less than Woodland and Yolo County, or less than one job per household by 2020. Figure 3-1 shows the change in population and employment from 2000 to 2020 for the three areas.

Figure 3-1

Projected Population and Employment Growth: 2000 to 2020





Sources: Stanley R. Hoffman Associates, Inc.

SACOG, March 15, 2001.

3.3 Employment Characteristics of Woodland

As shown in Table 3-8, total employment in the primary market area within the City was about 19,550 in 2000. Most of the employment was in the Retail Trade and Service sectors, which comprised 25.7 percent and 20.8 percent of the total employment respectively. Communications and Public Utilities employees represented the smallest portion (0.4 percent) of the total employment in the primary market area. As shown, the employment base is more oriented towards local-serving industries, and does not reflect a strong market for office.

From 1996 to 2000, the largest job growth was in Retail Trade (693), Services (407), Construction (365) and Wholesale Trade (346). Finance, Insurance & Real Estate Group (-67) and Farm Production and Agricultural Services (-228) showed job decreases.

Table 3-8

Woodland Employment Summary: 1996 and 2000

Major Industry Group	1996	2000	2000 % of Total	Numerical Change 1990-2000	Percent Change
Farm Production & Agricultural Services	2,384	2,156	11.0%	-228	-9.6%
Mining	128	183	0.9%	55	43.0%
Construction	953	1,318	6.7%	365	38.3%
Manufacturing	2,598	2,705	13.8%	107	4.1%
Transportation	718	900	4.6%	182	25.3%
Communications & Public Utilities	78	77	0.4%	-1	-1.3%
Wholesale Trade	1,862	2,208	11.3%	346	18.6%
Retail Trade	4,336	5,029	25.7%	693	16.0%
Finance, Insurance & Real Estate	984	917	4.7%	-67	-6.8%
Services	3,650	4,057	20.8%	407	11.2%
Total	**17,691**	**19,550**	**100.0%**	**1,859**	**10.5%**

Source: Stanley R. Hoffman Associates, Inc.
California Employment Development Department, CACI, Bay Area Economics, 2002.

Chapter 4 - THE COMPETITIVE CONTEXT

This chapter discusses characteristics of the existing residential and non-residential building activity in the market area that may be competitive with the proposed land use alternatives. The primary market area is generally viewed as the City of Woodland plus its immediately adjacent areas. The growth in the North Natomas area is viewed as a secondary source of demand if Woodland can develop unique retail opportunities in the Downtown. Another source of demand, although viewed as less strong, will come from throughout unincorporated Yolo County and the City of Davis.

4.1 Retail Supply in the Market Area

The City's retail centers are primarily neighborhood and community centers, and one regional center as shown in Table 4-1. Typically, the neighborhood centers are small, neighborhood centers, providing convenience goods and services to local residents. They generally contain grocery and drug store anchors, one or more restaurants, small specialty stores, and personal and other services. Community centers provide a wider range of merchandise and may be built around a junior department store, supermarket or discount department store. The market area for a regional center is much larger than that of a neighborhood shopping center, providing a wider range of merchandise and services. It is usually anchored by one or two large department stores.

Table 4-1 lists the characteristics of the major retail centers located in the City of Woodland as reported in the 2000 Shopping Center Directory published annually by the National Research Bureau. The existing centers include a total of about 1.1 million square feet of anchor tenants and smaller retail shops.

The largest center is the County Fair Mall regional shopping center at 405,789 square feet or about 37 percent of the existing total square feet. This center includes anchors such as Mervyn's, JC Penney and Target. There is also a Wal-Mart and Staples located along Main Street at the I-5 Freeway. The Home Depot store at about 150,000 square feet is estimated for completion in late 2002 at this site as well. In addition, about 307,800 square feet of grocery stores and neighborhood centers are planned or under construction. This will bring the total existing and planned square feet to about 1.6 million square feet.

4.2 Commercial Building Activity

Table 4-2 presents new non-residential building activity trends in the City of Woodland from 1990 to 2000 in year 2000 dollars. As shown in Table 4-2, the total valuation of non-residential building permits grew from 1990 to 2000, increasing from about $2.2 to $17.4 million in real dollars. This represents an average annual valuation of about $11.5 million. Average annual commercial valuation was about $6.7 million, or almost 60 percent of the total, while average annual industrial valuation was about $4.8 million. Commercial building activity has ranged from from 8.4 percent of the total non-residential building activity annually to 100.0 percent of the total during the years in which development occurred.

Table 4-1

City of Woodland Retail Centers

Center Name/ Location	Type[1]/Yr Built	Total Sq. Ft.	Anchor Sq.Ft.	Anchors	Other Tenants
Existing Retail Centers					
County Fair Mall E. Gibson & E St. 1264 E. Gibson Rd.	R 1986	405,789	46,012 49,723 60,618 81,313 237,666	Gottschalk's JC Penney Mervyn's Target	Fast foods, restaurants, toy stores, shoe stores, apparel stores, movie theaters, service, music, bookstores
Fairgrounds Shopping Center East St. & Gum Ave.	N 1986	46,000			
Town & Country Village 204 Main St.	N	80,000			
West Court Plaza West & Court Sts.	C 1971	119,816	N/A N/A N/A	Family Bargain Center Super Saver Grocery	
Westgate Center W. Main St. & County Rd. 98	C 1986	111,683	12,024 61,000 73,024	Fabricland Raley's Superstore	Hair salon, restaurant, apparel, medical office, video store
Woodland Crossroads	C 1984	136,000	21,000 87,000 108,000	Canned Foods Kmart	Hair salon, RTO Rents
Yolo Polo Center[2] 1770 E. Main St.		200,000	150,000 50,000 200,000	Wal-Mart Staples	
Total		**1,099,288**			
Future Retail					
Yolo Polo Center		150,000	150,000	Home Depot (2002)	
Spring Lake Specific Plan		120,000		Neighborhood center	Anchored by grocery & drug stores
Gibson/Pioneer Center		116,000		Neighborhood center	
Safeway		56,800		Grocery store	
SuperSavers to Albertsons[3]		15,000		Albertsons	Conversion will add 15,000 sq. ft.
Total		**457,800**			
Total Existing and Future sq. ft.		**1,557,088**			

1. C = Community, N = Neighborhood, R = Regional.
2. Square feet have been estimated for purposes of this analysis.
3. Conversion of existing SuperSavers to an Albertsons will expand the grocery store by about 15,000 sq. ft.

Sources: Stanley R. Hoffman Associates, Inc.
National Research Bureau, Shopping Center Directory 2000.
Bay Area Economics, 2000.

Table 4-2

City of Woodland New Non-Residential Building Permit Valuation
(in thousands of constant 2000 dollars)

Year	Commercial	% of Total	Industrial	% of Total	Total
1990	$189	8.4%	$2,058	91.6%	$2,247
1991	4,054	35.0%	7,526	65.0%	11,580
1992	0	0.0%	346	100.0%	346
1993	2,076	55.9%	1,636	44.1%	3,712
1994	20,108	90.6%	2,089	9.4%	22,198
1995	5,287	79.0%	1,407	21.0%	6,694
1996	6,424	100.0%	0	0.0%	6,424
1997	3,639	21.9%	13,012	78.1%	16,650
1998	21,569	97.5%	550	2.5%	22,119
1999	1,608	9.4%	15,533	90.6%	17,141
2000	$8,200	47.3%	$9,152	52.7%	$17,352
Annual Average	$6,650		$4,846		$11,497

1. The building permit reports do not provide permitted square footage.

Source: Stanley R. Hoffman Associates, Inc.
Construction Industry Research Board, 1990 to 2000.

4.3 Residential Building Activity

Table 4-3 presents new residential building activity trends in the City of Woodland from 1990 to 2000. As shown in Table 4-3, the average number of units built annually during this time period was about 216. The number of multi-family units built annually has been less than single-family units, or an average of 51 units. Multi-Family development comprised a small percentage of the total residential volume during this time period, ranging from 0.7 percent to 70.5 percent annually of the total development. Multi-family residential building activity is significant because of its potential in mixed-use developments. In this context, multi-family development can provide a source of demand for downtown retail, restaurants and entertainment establishments as described in a later section of this report.

Table 4-3

City of Woodland Residential Building Activity: 1990 to 2000

Year	Single-Family	% of Total	Multi-Family	% of Total	Total Units
1990	153	54.1%	130	45.9%	283
1991	115	67.3%	56	32.7%	171
1992	58	90.6%	6	9.4%	64
1993	109	90.8%	11	9.2%	120
1994	128	95.5%	6	4.5%	134
1995	310	93.7%	21	6.3%	331
1996	293	99.3%	2	0.7%	295
1997	244	96.8%	8	3.2%	252
1998	260	97.0%	8	3.0%	268
1999	129	29.5%	309	70.5%	438
2000	22	100.0%	0	0.0%	22
Annual Average	166		51		216

Source: Stanley R. Hoffman Associates, Inc.
Construction Industry Research Board, 1990 to 2000.

4.4 Hotel and Motel Inventory

As shown in Table 4-4, the City of Woodland currently has several lodging places with a total of about 337 rooms as listed in the 2001 AAA Tour Book. The average number of rooms per establishment was estimated at 56 with overall average occupancy of about 60 percent. As shown, room rates in 2001 ranged from a low of $42 per night to $86 per night. The nightly room rates are in the moderate price range, catering more to the highway traveler than the business traveler. Business traveler lodging may provide amenities not provided in traveler lodging, including executive desks, voice-mail service, data port access, facsimile service and personal services such as dry cleaning.

A Holiday Inn Express hotel is planned for construction near the Interstate-5 Highway. There are also other moderate priced hotels as well as business-oriented lodging in the nearby North Natomas area and at the Sacramento Airport.

Table 4-4
City of Woodland Downtown/Master Site Plan
City of Woodland Lodging: 2001

Hotel/Motel	Number of Units	Rates	Occupancy Rates	Comments
Best Western Shadow Inn 584 N. East St.	123	$62-$80	59%	
Budget Inn 1021 Main Street	18	$42-$50	55%	Occupancy rate range is 50-60%.
Cinderella Motel 99 W. Main Street	30	$45-$75	42%	
Comfort Inn 1562 E. Main Street	51	$54-$86	55%	
Days Inn 1524 E. Main Street	53	$52-$86	70%	
Valley Oaks Inn 600 N. East Street	62	$44-$50	70%	Summer occupany is 90%. Winter occupancy is 60-70%.
Total	337		60%	Estimated Overall Occupancy
Average Rooms per Hotel	56			

Source: Stanley R. Hoffman Associates, Inc.
AAA, *Tourbook, Northern California and Nevada* , 2001.
Telephone survey of Woodland hotels and City of Woodland data.

Chapter 5 - RETAIL MARKET TRENDS

This chapter provides an assessment of the retail market. This includes 1990 through 2000 taxable retail and non-retail sales, leakage analysis using comparative per capita taxable retail sales, and supportable floor area analysis.

5.1 Taxable Sales Trends

Taxable Sales for City of Woodland and Yolo County: 1990 and 2000

As summarized in Figure 5-1 and shown in detail in Table 5-1, total taxable retail sales in Woodland increased in real dollars from about $384.6 million in 1990 to $463.8 million in 2000, or about 20.6 percent. Taxable retail sales for Yolo County in 1990 and 2000 are shown in Table 5-2. As shown, total taxable retail sales have increased in real dollars during this time period by about $322.0 million, or about 30.7 percent.

As shown in Table 5-1, total taxable sales for the City of Woodland have increased from about $480.4 million to $626.4 million from 1990 to 2000. All Other Outlets include taxable sales for non-retail categories such as business-to-business sales and business and personal services. As shown, the City's non-retail taxable sales increased by 69.6 percent during this time period. The County's non-retail taxable sales also increased during this time period, by about 43.0 percent.

Taxable Retail Sales by Category: 1990 and 2000

As shown in Table 5-1, the largest increase in the City's taxable retail sales during this time period occurred in Building Materials, which increased by 69.4 percent, followed by Service Stations at 40.7 percent. Other Retail (i.e., specialty shops and packaged liquor), ranked third. The Apparel category showed the largest decrease from 1990 to 2000, decreasing by over 50 percent. In the County, as shown in Table 5-2, only the Apparel category showed a decrease during this time period (19.5 percent). The County's performance in Home Furnishings was the most significant relative to the City, with taxable sales increasing by 62.9 percent over this time period, compared to the City's decrease of 32.1 percent.

Figure 5-1
Change in Taxable Retail Sales: 1990 to 2000

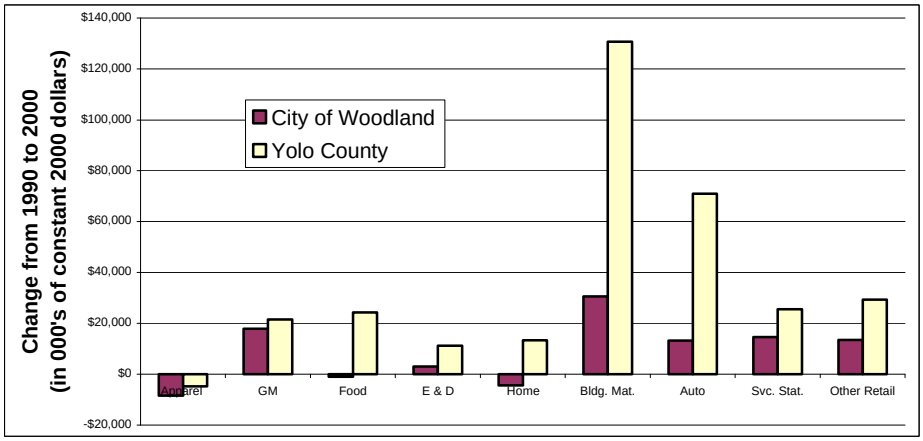


Table 5-1

City of Woodland Taxable Sales: 1990 and 2000
(in thousands of constant 2000 dollars)

Retail Group	1990	2000 [4]	1990 to 2000 Change	Percent Change
Apparel Stores	$15,890	$7,492	-$8,398	-52.9%
General Merchandise Stores [1]	86,858	104,765	$17,907	20.6%
Food Stores	40,380	39,444	-$936	-2.3%
Eating and Drinking Places	35,153	38,146	$2,993	8.5%
Home Furnishings	13,467	9,148	-$4,319	-32.1%
Building Materials & Farm Implements	44,001	74,540	$30,539	69.4%
Auto Dealers and Supplies	77,091	90,374	$13,283	17.2%
Service Stations	35,948	50,577	$14,629	40.7%
Other Retail Stores [2]	35,776	49,338	$13,562	37.9%
Retail Subtotal	$384,563	$463,824	$79,261	20.6%
All Other Outlets (Non-Retail) [3]	95,864	162,603	$66,739	69.6%
Total Taxable Sales	$480,427	$626,427	$146,000	30.4%

Table 5-2

Yolo County Taxable Sales: 1990 and 2000
(in thousands of constant 2000 dollars)

Retail Group	1990	2000	1990 to 2000 Change	Percent Change
Apparel Stores	$24,095	$19,397	-$4,698	-19.5%
General Merchandise[1]	118,705	140,177	21,472	18.1%
Food Stores	111,608	135,798	24,190	21.7%
Eating and Drinking Places	120,369	131,587	11,218	9.3%
Home Furnishings	21,317	34,728	13,411	62.9%
Building Materials & Farm Implements	58,867	189,555	130,688	222.0%
Auto Dealers and Supplies	254,729	325,640	70,911	27.8%
Service Stations	126,397	151,938	25,541	20.2%
Other Retail Stores[2]	213,210	242,450	29,240	13.7%
Retail Subtotal	$1,049,295	$1,371,270	$321,975	30.7%
All Other Outlets (Non-Retail)[3]	730,686	1,044,942	$314,256	43.0%
Total Taxable Sales	$1,779,982	$2,416,212	$636,230	35.7%

1. Drug stores are included in General Merchandise beginning in 1997.
2. Packaged Liquor, Second-hand merchandise, and Fuel and Ice dealers were classified as Other Retail beginning in 1997.
3. Includes business-to-business and business/personal services taxable sales.
4. Year 2000 data for Woodland is provided by State Board of Equalization.

Taxable Retail Sales City and County: 2000

Taxable retail sales for the City of Woodland and Yolo County during 2000 are presented by retail group in Table 5-3. As shown, the City captures about one-third of the total taxable retail sales in the County, with a very large share of county-wide sales in General Merchandise (74.7 percent) and Building Materials (39.3 percent). As was noted in Chapter 3, the City accounts for slightly over 29.0% of the County population.

Table 5-3

Taxable Transactions (in Thousands) by Retail Group: 2000

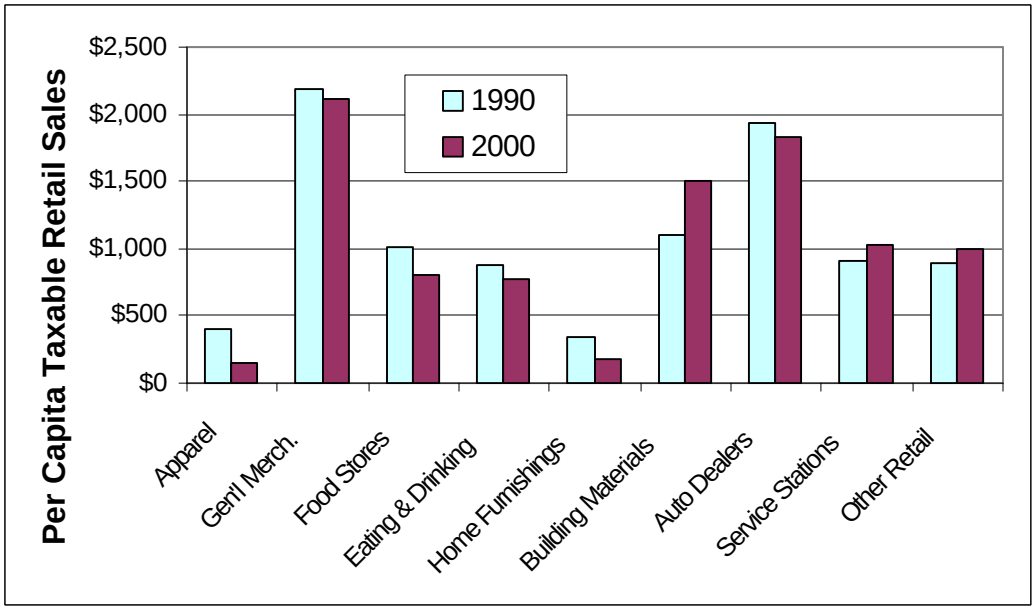
Retail Group	City	County	Percent of County
Apparel Stores	$7,492	$19,397	38.6%
General Merchandise Stores	104,765	140,177	74.7%
Food Stores	39,444	135,798	29.0%
Eating and Drinking Places	38,146	131,587	29.0%
Home Furnishings	9,148	34,728	26.3%
Building Materials & Farm Implements	74,540	189,555	39.3%
Auto Dealers and Supplies	90,374	325,640	27.8%
Service Stations	50,577	151,938	33.3%
Other Retail Stores	49,338	$242,450	20.3%
Retail Subtotal	$463,824	$1,371,270	33.8%

Sources: Stanley R. Hoffman Associates, Inc.
California State Board of Equalization.

Per Capita Taxable Retail Sales

Figure 5-2 shows per capita taxable retail sales for the City of Woodland from 1990 to 2000 in constant 2000 dollars. As shown, the City's total per capita taxable retail sales have decreased in real dollars from $9,662 per capita in 1990 to $9,367 in 2000. The largest decreases were in Apparel and Home Furnishings, which decreased by about 62.1 percent and 45.4 percent respectively during this time period. Building Materials & Farm Implements showed the greatest increase over this time period, increasing by about 36.2 percent

Figure 5-2
City of Woodland Per Capita Taxable Retail Sales: 1990 to 2000
(in constant 2000 dollars)



5.2 Retail Leakage Analysis

One way to assess the relative strength of the local retail sector is to perform a "leakage" analysis. A leakage analysis estimates the net capture by local retailers of the retail spending by local residents. The results of the leakage analysis using comparative per capita taxable retail sales are presented below.

Comparative Per Capita Taxable Retail Sales

This analysis compares per capita retail sales in Woodland to per capita retail sales in California. The notion is that if per capita sales are lower in Woodland than they are statewide, then Woodland is losing some of the retail spending by its residents to other areas. Conversely, if Woodland per capita retail sales are greater than statewide averages, then Woodland is capturing some purchases by non-residents. In other words, if Woodland's retail sector was serving all of the retail needs of its residents and only the needs of its residents, then per capita retail sales in Woodland would be the same as per capita retail sales statewide (everything else being equal). While this approach ignores such factors as the effects of demographic differences between the city and the state and the effects of business-to-business sales, it provides a useful approximation.

The results of this approach are presented in Table 5-4 and in Figure 5-3. Table 5-4 presents per capita taxable retail sales for the City of Woodland and the State during 2000. Per capita sales indicate the strength of the purchasing power of the City's residents compared with the State.

Table 5-4

City of Woodland Downtown/Master Site Plan
Comparative Per Capita Taxable Retail Transactions: 2000

Retail Group	City	State	Difference	Ratio
Apparel Stores	$151	$376	-$224	0.40
General Merchandise Stores[1]	2,116	1,340	776	1.58
Food Stores	797	537	259	1.48
Eating and Drinking Places	770	1,037	-266	0.74
Home Furnishings	185	397	-213	0.46
Building Materials & Farm Implements	1,505	725	780	2.08
Auto Dealers and Supplies	1,825	1,658	167	1.10
Service Stations	1,021	737	284	1.39
Other Retail Stores[2]	996	1,585	-589	0.63
Retail Subtotal	$9,367	$8,392	$975	1.12
Population	49,518	34,206,954		

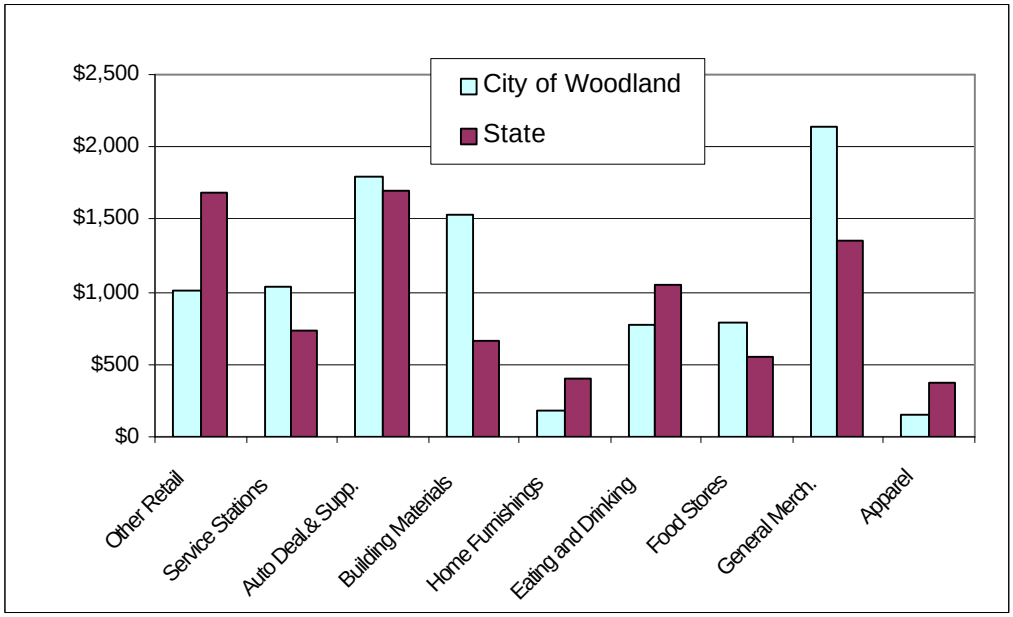
1. General merchandise includes drug stores.
2. Other Retail includes packaged liquor and second-hand merchandise.

Sources: Stanley R. Hoffman Associates, Inc.
California State Board of Equalization, 2000 Annual Report.
California State Department of Finance, January 1, 2000.

When compared to the State, Woodland had higher per capita retail sales overall as well as in several retail categories. As shown in Table 5-4, the City had per capita taxable retail sales of $9,367 during 2000 compared to the State's $8,392. Woodland had more than twice the per capita sales of the State in Building Materials, and was also strong in General Merchandise, Food Stores, Auto Dealers and Service Stations. However, the City shows significant leakages in Apparel, Eating & Drinking, Home Furnishings and Other Retail stores.

The city's underperformance in these latter retail sectors relative to statewide averages indicates that local residents are spending more outside the City than is being offset by non-resident spending within the city. These retail sectors provide opportunities for expansion within the City, including the Downtown area.

Figure 5-3
Comparative Per Capita Taxable Retail Sales: 2000



5.3 Projected Growth in Retail Demand

Table 5-5 presents an estimate of the additional retail floor area that would be supportable as the result of population growth in Woodland over the next 20 years. Consistent with the SACOG projections presented earlier, the estimates in Table 5-5 assume the addition of 7,661 households in Woodland from 2000 through 2020, or about 383 per year. The projection assumes that these new households will be the same size as those in the current 5-mile market area average, but will have slightly higher incomes. Based on these assumptions, approximately 1.1 million square feet of additional retail would be supportable somewhere in the market area to serve these new households. However, this doesn't imply that all of the demand would necessarily be captured in Woodland. About 83.2 percent of the total retail sales generated are estimated to be taxable, as shown in Table 5-5.

5.4 Projected Capture in Downtown Woodland

The projected capture of growth in an older, redeveloping downtown over a twenty year period is subject to a great deal of speculation and uncertainty. However, given this caveat, a projected range of retail development potential was prepared as a point of discussion. Strong economic conditions and the proactive responses of the public and private sectors could possibly generate even more development.

Table 5-5

Retail Expenditures by New Woodland Households: 2000-2020

Retail Category	Average Expenditure Per Household	Total Expenditures	Total Supportable Square Feet
Apparel	$1,459	$11,176,982	65,747
General Merchandise	$4,294	$32,895,101	193,501
Drug Stores	$1,163	$8,911,781	52,422
Food Stores	$5,243	$40,167,591	236,280
Liquor Stores	$519	$3,974,038	23,377
Eating & Drinking	$3,042	$23,307,734	137,104
Home Furnishings	$1,050	$8,047,427	47,338
Building Materials	$952	$7,292,360	42,896
Auto Dealers and Parts	$4,020	$30,798,796	181,169
Service Stations	$1,602	$12,269,843	72,176
Other Retail	$1,148	$8,792,560	51,721
Total Retail Sales	$24,492	$187,634,214	1,103,731
Total Taxable Sales[3]		$156,130,423	918,414
Taxable % of Total Retail		83.2%	83.2%
Average Household Size	2.74		
Household Income[1]	$70,000		

Growth in Households 2000-2020	7,661
Estimated Average Sales per Square Foot[2]	$170

1. This estimate is based on the factor of 30 percent times the average home price of about $230,000 under the assumption that new home buyers will have incomes relatively higher than existing households.
2. Based on data from the City of Woodland Finance Department.
3. Based on 70% of food and 38% of drug store sales estimated as non-taxable.

Source: Stanley R. Hoffman Associates, Inc.

The projected capture of retail development has been allocated by retail category as shown in Table 5-6 based on two capture scenarios. The focus of capture has been on those sectors that are judged to be compatible with the land and market opportunities in the downtown area, including: Apparel, Eating and Drinking, Home Furnishings and Other Retail or specialty shops.As shown in Table 5-6, the range of retail development in the Downtown is about 45,400 square feet to 75,400 square feet. This range represents about 4.1 percent to 6.8 percent of the total 1,103,731 supportable square feet. While the higher figure is less than the currently estimated vacant retail square footage in Downtown Woodland, it does not mean that all of the older space will recycle into new retail uses. It is more likely that there will be some

Table 5-6

Estimated Capture in the Downtown from New Woodland Households: 2000-2020

Retail Category	Total Supportable Square Feet	Estimated Downtown Capture[1]		Estimated Downtown Supportable Sq. Ft.	
		Scenario 1	Scenario 2	Scenario 1	Scenario 2
Apparel	65,747	15%	25%	9,900	16,400
General Merchandise	193,501	0%	0%	0	0
Drug Stores	52,422	0%	0%	0	0
Food Stores	236,280	0%	0%	0	0
Liquor Stores	23,377	0%	0%	0	0
Eating & Drinking	137,104	15%	25%	20,600	34,300
Home Furnishings	47,338	15%	25%	7,100	11,800
Building Materials	42,896	0%	0%	0	0
Auto Dealers and Parts	181,169	0%	0%	0	0
Service Stations	72,176	0%	0%	0	0
Other Retail	51,721	15%	25%	7,800	12,900
Total	1,103,731			45,400	75,400
Percent of Total Square Feet	100.0%			4.1%	6.8%
Sales per Sq. Ft.	$170			$170	$170
Total Retail Sales	$187,634,214			$7,718,000	$12,818,000
Total Taxable Sales	$156,130,423			$7,718,000	$12,818,000
Sales Tax (@ 1 percent)	$1,561,304			$77,180	$128,180
Average Household Size	2.74				
Growth in Households 2000-2020	7,661				

1. Estimations are based on what are considered to be conservative capture rates by the economic consultant.

Source: Stanley R. Hoffman Associates, Inc.

redevelopment into newer retail as well as office spaces and concurrently the construction of new retail development on vacant or underutilized parcels. This range of supportable square feet in the Downtown is estimated to generate from about $77,180 to $128,180 in sales tax for the City of Woodland.

This projection has concentrated about 45 percent of the retail capture in restaurants and other eating establishments. This orientation is based on the current lack of good eating establishments in the market area as reported during the interviews and the projected growth in households over the next twenty years. Also, a variety of eating establishments can serve as a draw for both the population of Woodland and from the surrounding market area.

While entertainment was not projected as part of this retail analysis, these types of uses are also seen as compatible with downtown eating and specialty retail establishments. These uses could range from the existing, historic Opera House to the downtown cinema to smaller, music or comedy venues. These types of uses will evolve as the population continues to grow and is attracted to the downtown.

One phenomenon that has been observed in the downtown is the occasional recycling of older buildings into mixed-use retail and office spaces. But this is very much dependent upon the economics of the project, including the land cost and the cost of seismic retrofitting. It was reported during the interviews that the latter cost could be significant depending upon the age and construction of the building.

5.5 Square Footage Ranges of Expected Downtown Retail Development

While downtown retail development is generally viewed as smaller shops and restaurants, they can vary in size as shown in Table 5-7 for various categories of retail development. For example, Apparel shops are shown to range from less than 1,000 square feet to about 6,100 square feet with the medians ranging from about 1,500 to 3,200 square feet. Initially, smaller spaces will probably be developed in order to reduce market risk until the downtown better establishes itself as a destination dining, entertainment and specialty shopping area.

Household Furnishings stores, including the existing antique stores in the downtown area, range from about 1,200 square feet to over 7,600 square feet. The medians range from about 2,300 to 3,600 square feet. Eating and Drinking establishments are generally expected to be smaller, in the 1,100 square foot to 3,000 square foot range. As the population growth increases the demand, it is expected that restaurants in the 3,000 square foot to 5,000 square foot range will be developed. And finally, Other Retail establishments come in a variety of sizes from about 1,200 square feet to 9,600 square feet. Again, it is not expected that the larger spaces would be developed initially, but eventually a sizable anchor may be attracted into the downtown.

Table 5-7

Square Footage Ranges of Expected Downtown Retail

Tenant Classification	Gross Leasable Area (sq. ft.)[1]		
	Lower	Median	Upper
Apparel			
Women's Specialty	874	1,509	3,171
Children's Wear	1,060	1,508	3,783
Men's Wear	1,578	3,200	6,098
Household Furnshings			
Home Accessories	1,218	2,299	3,793
Audio/Video	1,686	2,375	7,625
Kitchen Store	N/A	3,600	N/A
Eating and Drinking			
Sandwich Shop	1,100	1,300	1,800
Restaurant with Liquor	1,457	3,075	5,573
Pizza	1,100	1,500	3,280
Fast Food/Carry Out	559	1,700	3,795
Coffee/Tea	1,018	1,344	1,964
Other Retail			
Records/Tapes	1,164	1,820	8,915
Hobby	N/A	2,500	N/A
Books	1,203	2,400	9,580
Cards and Gifts	926	2,480	4,950
Jewelry	617	1,227	2,369
Other Retail	974	2,265	7,270

1. This data is based on surveys of U.S. Neighborhood Shopping Centers.

Sources: Stanley R. Hoffman Associates, Inc.
Dollars & Cents of Shopping Centers: 2000, Urban Land Institute.

Chapter 6 - OFFICE AND RESIDENTIAL PROJECTIONS

This chapter presents a range of projections for other potential downtown development types including office and higher density residential land uses. These projections are made with the same caveats expressed earlier about the speculative nature of these assumptions. However, they do provide a point of departure for discussion and, under the right market and public policy conditions, could even be exceeded.

6.1 Office Development

The office projection presented in Table 6-1 is focused on downtown office potential (including medical offices) and ranges from about 58,800 square feet to about 88,250 square feet. While it is possible that larger, regional offices could be developed, such as the approximately 300-employee Blue Shield facility in the Master Plan area, the projection below is viewed as moderate growth that could be exceeded as the office market becomes better established.

Table 6-1

Projected Office Demand in Downtown Woodland: 2000-2020

Assumptions/ Projections	Estimated Supportable Office Demand	Units
Projected Woodland Employment Growth: 2000-2020 (from SACOG, Table 3-7)	15,689	employment
Estimated office employment @ 15% [1]	2,353	employment
Projected Woodland Office Square Feet [2] (Average for office employees @ 250 s.f.)	588,338	square feet
Estimated Capture in Downtown Woodland [3]		
Scenario 1 @ 10%	58,834	square feet
Scenario 2 @ 15%	88,251	square feet

1. The estimated office employment proportion of total employment is derived from the mix of office employment in Finance, Insurance and Real Estate, Business and Medical Services, and a small proportion from the Government sector as shown for year 2000 in Table 3-6.
2. The office employment is estimated using an average of 250 square feet per employee.
3. The estimated capture rates are made by the economic consultant. As the office market in Woodland becomes better established, these forecasts might well be exceeded.

Source: Stanley R. Hoffman Associates, Inc.

This projection is based on the estimate that about 15 percent of the City of Woodland projected employment growth from 2000 to 2020 will be located in professional, corporate or medical offices as presented in Table 6-1. This results in the projection of 58,800 to 88,250 square feet under the assumption that 10 to 15 percent of the projected new demand from 2000 to 2020 is captured in the Downtown area. The increase in office employment is estimated to range from 235 to 353 based on an average of 250 square feet per office employee.

One of the factors limiting extensive office development in the Downtown is land availability and retrofitting costs of older buildings where large vacancies exist in the upper floors. The Master Plan area has the potential to offer larger, vacant sites that might attract larger users while the remainder of the Downtown Specific Plan area will have more of a focus on retrofitting older buildings.

6.2 Residential Development

Higher density residential and live-work units are seen as development that is compatible with the Downtown area. A limited number of live-work units (about 14) have been developed north of the Master Plan area adjacent to the former Rice Mill that has been converted into a bookstore and coffee shop. Higher density residential development is relatively limited in the Downtown area although citywide permit data from 1990 to 2000 indicates that about 24 percent of the units from 1990 to 2000 were multi-family.

Based on the projected growth of about 7,700 households from 2000 to 2020 and the assumption that about 24 percent of the units continue to be multi-family, as presented in Table 6-2, a projection of 90 to 180 multi-family units is projected to be captured in the Downtown area. The most likely residential development is viewed as occurring in the Master Plan area because of the existing vacant land and the relatively inexpensive industrial buildings that could be torn down.

This projection is based on market acceptance of the Downtown area as a viable, multi-family neighborhood. The growing professional employment, families with younger children and potential housing spillover demand from Davis could help drive the local multi-family market in Woodland.

6.3 Other Development Concepts

While hotel/motel development was not projected, during the interviews the lack of a business-oriented hotel was mentioned several times. While the overall occupancy rate of 60 percent is not a strong indicator of hotel/motel support, an exploratory survey of local business leaders by the Woodland Economic Renaissance Corporation did suggest the potential for market support of a smaller, business-oriented hotel in the Downtown, possibly with an upscale restaurant and smaller meeting facilities. This use may become more viable in the long-term as professional and governmental employment increases in the Downtown.

This land use is viewed as a compatible with Downtown development, particularly in the central area and less so in the Master Plan area. While a hotel size range has not been projected, the average room size of the six hotel/motel facilities surveyed in Woodland was about 56 rooms. However, a business-oriented hotel would likely have a smaller number of rooms.

Table 6-2
Estimated Demand in the Downtown from New Multi-Family Development: 2000 to 2020

Assumptions		Demand	Description
Annual Average Residential Permits: 1990 to 2000			
Single-Family		166	
Multi-Family		51	
	Total	217	Average Annual Permits
Estimated Demand: 2000 to 2020			
Multi-Family Percent of Total		24%	of Total Annual Permits
Total Projected Households: 2000 to 2000		7,661	Total Households
Estimated Multi-Family Units (24% of total households)		1,801	Multi-Family Households
Estimated Demand Captured in Downtown[1]			
Projected Demand at 5.0% Capture		90	Multi-Family Units
Projected Demand at 10.0% Capture		180	Multi-Family Units

1. The capture range of 5.0 to 10.0 percent is made by the economic consultant based on acceptance of carefully designed, higher density housing in the Downtown area.

Source: Stanley R. Hoffman Associates, Inc.

Appendix C

Fiscal Analysis

DOWNTOWN SPECIFIC PLAN FISCAL ANALYSIS
CITY OF WOODLAND

Prepared for:

City of Woodland
300 First Street
Woodland, California 95695

September, 2002

Job # 970

STANLEY R. HOFFMAN ASSOCIATES

11661 San Vicente Boulevard, Suite 306
Los Angeles, California 90049-5111
www.stanleyrhoffman.com

CONTENTS

Tables iii
Figures iii

Executive Summary iv

Chapter 1 Introduction 1
1.1 Background 1
1.2 Approach 1
1.3 Report Organization 3

Chapter 2 Project Description 4
2.1 Land Use Description 4
2.2 Valuation and Taxable Sales 6
2.3 Infrastructure 6

Chapter 3 Fiscal Analysis 9
3.1 City General Fund 9
3.2 Gas Tax Fund 9
3.3 Redevelopment Agency Tax Increment Revenues 11
3.4 Cost Impacts 11
3.5 Other Economic Considerations 13

Chapter 4 Fiscal Assumptions 15
4.1 General Assumptions 15
4.2 Revenue Assumptions 15
4.3 Land Use and Market Assumptions 19

Chapter 5 Capital Financing Issues 21
5.1 Operations and Maintenance 21
5.2 Capital 21

Appendix A Persons and Agencies Contacted 24

TABLES

Table 2-1 Net Development After Buildout 5
Table 2-2 Preferred Plan: Net Valuation and Taxable Sales 7
Table 2-3 Alternative Plan: Net Valuation and Taxable Sales 8
Table 3-1 City of Woodland Projected Recurring Revenues.....10
Table 3-2 Special District 1/2 Cent Sales Tax Proposed Uses 12
Table 3-3 Retail Demand Generated by Office Workers.....14
Table 4-1 Summary of General Assumptions.....16
Table 4-2 Summary of Revenue Assumptions 17
Table 4-3 Land Use and Market Assumptions 20
Table 5-1 City of Woodland Development Impact Fees 23

FIGURES

Figure 1-1 City of Woodland Downtown/Master Site Plan.....2

EXECUTIVE SUMMARY

The Downtown Specific Plan provides a range of potential fiscal benefits to the City of Woodland and specifically within the downtown area. This fiscal impact analysis projects recurring public revenues to the City's General Fund and other relevant funds resulting from the development of a preferred plan and an alternative plan. Property tax increment to the Redevelopment Agency is presented separately. Potential public cost impacts are discussed qualitatively. The analysis also estimates the potential increase in restaurant and retail spending of the projected office employment and includes a discussion of selected financing issues.

The overall development and fiscal results are summarized below, including the estimated annual net recurring General Fund revenues, Gas Taxes and Redevelopment property tax increment at buildout. A qualitative discussion of financing issues and possible financing sources concludes the analysis.

City of Woodland Downtown Specific Plan
(in constant 2002 dollars)

ESTIMATED NET DEVELOPMENT	**Preferred**	**Alternative**
Residential Units	117	117
Retail, Commercial and Industrial Square Feet	221,456	221,456
Hotel Rooms removed	(18)	(18)
Hotel Rooms added	0	60
Park Acres	0.8	0.8
Population	339	339
Employment	1,001	1,061
Taxable Sales	$6,515,735	$6,515,735
Net Assessed Valuation	$42,684,538	$48,684,538

FISCAL IMPACT ANALYSIS AT BUILDOUT	**Preferred**	**Alternative**
Annual General Fund Revenues	$137,430	$263,046
Annual Gas Taxes	$6,681	$6,681
Total Annual Revenues to City	$144,111	$269,727
Redevelopment Agency [1]		
Through 2008		
Annual estimated property tax increment (@68% of 1% basic levy)	$290,255	$331,055
After 2008		
Annual estimated property tax increment (@88% of 1% basic levy)	$375,624	$428,424

1. This is the estimated property tax increment for the Downtown Specfic Plan area. This does not take into consideration any costs related to the issuance of debt under future tax allocation bonds.

Chapter 1
INTRODUCTION

This report presents the fiscal impact analysis for the net new development of the Woodland Downtown Specific Plan. The fiscal impact analysis projects recurring public revenues to the General Fund and other relevant funds resulting from development of a preferred plan and an alternative plan. Property tax increment to the Redevelopment Agency is presented separately. Potential public cost impacts are discussed qualitatively. The analysis also estimates the potential increase in restaurant and retail spending of the projected office employment and includes a discussion of selected capital financing issues.

1.1 Background

The City of Woodland is currently preparing a Master Plan for a 27-acre area within the City's Redevelopment Area (RDA), which is part of the update to the Downtown Specific Plan. The Master Plan is a sub-area within the eastern portion of the Downtown Specific Plan. The focus of the Woodland Downtown Specific Plan is to create opportunity for the development of a mixed-use area primarily consisting of office, retail and housing in the City's downtown. The area will also include a new facility for the City's Police Department, encompassing about 43,000 square feet, on a site of about 3.7 acres currently owned by the City.

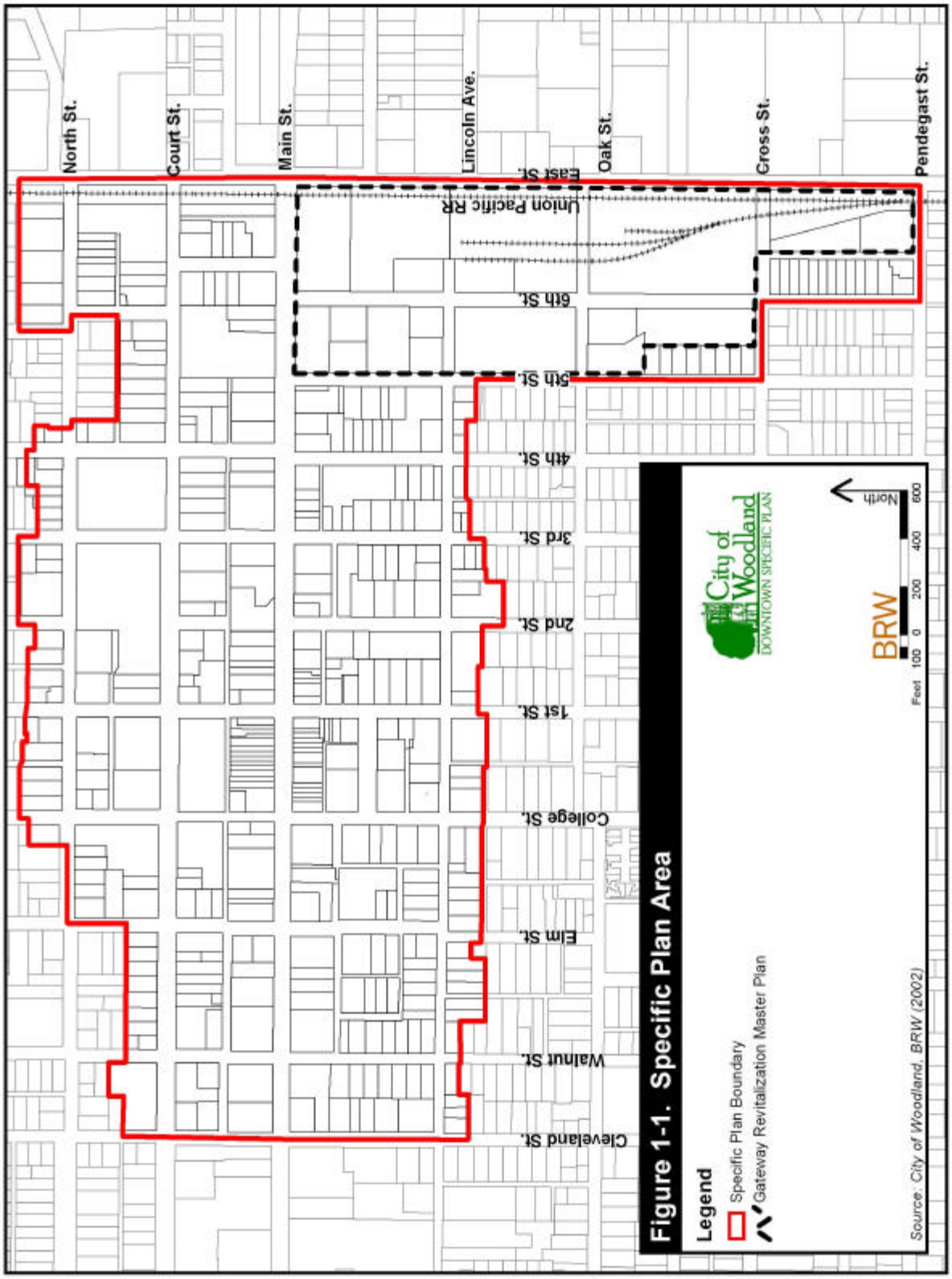
The Downtown Specific Plan area and Master Plan area are shown in Figure 1-1. The Specific Plan area is bound on the west by Cleveland Street and on the east by East Street. North Street and Lincoln Street form the general north and south boundaries of the Specific Plan area. The Master Plan area is generally bounded by Main Street on the north, Fifth Street on the west, Pendegast Street to the south, and East Street on the east.

1.2 Approach

The fiscal analysis is based on data and assumptions from the following sources:

- A field survey of the City of Woodland and the study areas;
- Traffic analysis data from the City of Woodland Traffic model;
- City of Woodland Operating Budget, 2002-2003;
- Population and housing estimates from the California Department of Finance (DOF), January 1, 2002;
- Sacramento Area Council of Governments (SACOG): Employment projections for 2000 – 2020 by Regional Analysis District (RAD);

Figure 1-1
City of Woodland Downtown/Master Site Plan



- Revenue factors from the January 1, 2002 City population and housing estimates from DOF and the 2000 employment estimate for Woodland from SACOG;

- Project valuation, infrastructure and land use assumptions based on data from the City staff and the lead consultant firm, BRW;

- Fiscal factors discovered through discussions with the appropriate City staff, including the Public Works and Finance Departments;

- Revenue factors are projected in constant 2002 dollars.

The analysis assumes that land uses and related fiscal impacts are presented for the incremental development after buildout of the City of Woodland Specific Plan and that public service levels currently prevailing in the City will be maintained.

1.3 Report Organization

Chapter 2 presents the proposed land uses, population and employment characteristics, valuation and taxable sales. Chapter 3 includes the fiscal analysis. Projected fiscal revenue impacts for the City's General Fund, Gas Tax Fund and Redevelopment Agency property tax increment and a schedule of Capital Impact Fees are presented. Cost impacts are discussed qualitatively, as well as financing issues. Chapter 4 presents the general and fiscal assumptions used in the analysis. Chapter 5 discusses issues relevant to the financing of capital facilities. Appendix A presents the persons and agencies contacted during the preparation of the fiscal analysis.

Chapter 2
PROJECT DESCRIPTION

This chapter presents the project description for the preferred plan and one alternative for the Woodland Downtown Specific Plan area. The preferred plan includes medium-density and high-density residential units, as well as retail, restaurant, office and service commercial uses. The alternative plan includes all of the uses in the preferred plan with the addition of a 60-room hotel.

2.1 Land Use Description

As shown in the land use summary presented in Table 2-1, both the preferred plan and alternative plan include a net increase of 117 residential units and 221,456 square feet of retail and other commercial uses. This includes a reduction in low-density residential units and square feet of industrial uses. However, the preferred plan proposes the removal of an existing 18-room hotel (the Budget Inn); the alternative plan proposes the construction of a new 60-room boutique style hotel.

Residential Units

As shown in panel A of Table 2-1, the 117 residential units include low, medium and high-density dwelling units. This includes medium density single-family attached units at an average 12 units per acre and high-density multi-family units at an average 25 units per acre. The removal of 4 low-density (average 8 units per acre) single-family detached units results in a net total of 117 units.

Non-Residential Development

As shown in Table 2-1, the net new development will include about 221,456 square feet of retail, restaurant, office, and service commercial uses. Office space comprises the largest portion of this new development, at 241,730 square feet. There is no change in medical office square feet. In addition, the removal of about 83,947 industrial square feet is proposed. A 0.8-acre park is also proposed. In the preferred plan, the estimated removal of the existing Budget Inn hotel is included, resulting in a decrease of 18 hotel rooms. In the alternative plan, a 60-room hotel is analyzed.

Population and Employment

Estimated population and employment for the Downtown Specific Plan area are presented in Panel B of Table 2-1. As shown, population is estimated at 339 persons based on persons per unit assumptions from the California Department of Finance estimates for January 1, 2002, of 2.898 persons per unit. In the preferred plan, there are job opportunities for about 1,001 employees in office, retail, restaurant and commercial service uses. It is estimated that about 967 jobs created would be office and/or professional jobs, while the remaining 34 would be in retail and service establishments.

Table 2-1
City of Woodland Downtown Specific Plan Fiscal Analysis
Net Development After Buildout[1]

		Preferred Plan	Alternative Plan[4]	
A. UNITS AND SQUARE FEET				
Housing Units				
Residential (Low)		(4)	(4)	
Residential (Med)		37	37	
Residential (High)		84	84	
	Net total units	117	117	
Non-Residential Square Feet				
Retail		40,173	40,173	
Restaurant		10,500	10,500	
Office		241,730	241,730	
Medical Office		-	-	
Service Comm		13,000	13,000	
Industrial		(83,947)	(83,947)	
	Net total square feet	221,456	221,456	
Other Non-Residential				
Hotel/Motel (Budget Inn)		(18)	(18)	rooms
Hotel		-	60	rooms
Park		0.8	0.8	acres
B. PROJECTED POPULATION AND EMPLOYMENT				
Population [2]		339	339	
Employment[3]		1,001	1,061	

Notes:
1. Both plans assume the removal of some uses.
2. Projected based on 2.898 persons per household, per January 1, 2002 Department of Finance estimates.
3. Employment is estimated at 250 and 500 square feet per employee for office and retail uses respectively, and 1,000 square feet per employee for industrial uses. For the existing hotel, 0.5 employees per room are assumed. For the new hotel, 1 employee per room is assumed. Employment is not estimated for the proposed park.
4. The alternative plan includes a 60-room boutique style hotel.

Sources: Stanley R. Hoffman Associates, Inc.

This estimate is based on 250 square feet per office employee, 500 square feet per retail and service commercial employee and 1,000 square feet per industrial employee. The loss of 9 jobs is estimated from the removal of 18 hotel rooms, based on 0.5 employees per room. The estimated additional jobs in the alternative plan is due to the addition of a new 60-room hotel with an estimated 1 employee per room.

2.2 Valuation and Taxable Sales

Table 2-2 presents estimated valuation and taxable sales for the preferred plan. As shown in Panel A of Table 2-2, residential valuation is estimated at about $11.7 million based on 117 units at an average valuation of $100,000 per unit. Net non-residential valuation is estimated at almost $31.0 million. This is estimated based on an average $130 per square foot value for retail and restaurant uses, $110 per square foot for office, and $40 per square foot for industrial space. The existing hotel valuation was provided by the County Assessor's database.

Panel B of Table 2-2 presents projected annual taxable sales after buildout. As shown, annual taxable sales are projected at $6.52 million based on $170 per square foot for retail and restaurant, and $25 per square foot for industrial uses. The removal of 18 hotel rooms, results in a projected loss of $180.7 thousand in annual gross room receipts.

Table 2-3 presents estimated valuation and taxable sales for the alternative plan. The residential valuation is the same as for the preferred plan. However, the non-residential valuation is projected at almost $37.0 million due to the addition of a 60-room hotel. Projected taxable sales are the same in both plans. The preferred plan estimates annual gross room receipts from the new hotel at $1.53 million.

2.3 Infrastructure

According to the City's *Administrative Draft – Downtown Specific Plan*, implementation of the Downtown Specific Plan does not require any improvements to the existing infrastructure. Water, wastewater, storm drainage, sewer and public utilities are all in place and capable of providing service to the Downtown Specific Plan area.

No major infrastructure requirements have been specifically identified in the Downtown Specific Plan area. However, upgrades, signalization and beautification to existing roads will be required as a result of the new development. Also, public utilities may be under-grounded at this time.

Table 2-2
City of Woodland Downtown Specific Plan Fiscal Analysis
Preferred Plan: Net Valuation and Taxable Sales
(in constant 2002 dollars)

A. PROJECTED VALUATION

Land Use	Net Development		Projected Valuation Per Unit/Sq. Ft.	Projected Valuation Total
Residential				
Residential (Low)	(4)	units	$100,000	($400,000)
Residential (Med)	37	units	$100,000	3,700,000
Residential (High)	84	units	$100,000	8,400,000
Total	117			$11,700,000
Non-Residential				
Retail	40,173	sq. ft.	$130	$5,222,490
Restaurant	10,500	sq. ft.	$130	1,365,000
Office	241,730	sq. ft.	$110	26,590,300
Medical Office	-	sq. ft.	-	0
Service Comm	13,000	sq. ft.	$110	1,430,000
Industrial	(83,947)	sq. ft.	$40	(3,357,880)
Hotel/Motel[1]	(18)	rooms	-	(265,372)
Total	221,456	sq. ft.		$30,984,538
Total All				**$42,684,538**

B. PROJECTED TAXABLE SALES

Land Use	Net Development		Projected Taxable Sales Per Sq. Ft.	Projected Taxable Sales Total	Annual Gross Room Receipts Room Rate	Annual Gross Room Receipts Total
Retail	40,173	sq. ft.	$170	$6,829,410		
Restaurant	10,500	sq. ft.	$170	1,785,000		
Office	241,730	sq. ft.	-	0		
Medical Office	-	sq. ft.	-	0		
Service Comm	13,000	sq. ft.	-	0		
Industrial	(83,947)	sq. ft.	$25	(2,098,675)		
Hotel/Motel[2]	(18)	rooms	$0	0	$50	($180,675)
Total	221,456	sq. ft.		**$6,515,735**		**($180,675)**
			Total Retail	**$8,614,410**		
			Total Industrial	**($2,098,675)**		

1. Total valuation from Yolo County Assessor database, 2002.
2. Gross receipts based on nightly room rate of $50 x 365 days x current estimated 55% occupancy.

Sources: Stanley R. Hoffman Associates, Inc.
BRW.

Table 2-3
City of Woodland Downtown Specific Plan Fiscal Analysis
Alternative Plan: Net Valuation and Taxable Sales
(in constant 2002 dollars)

A. PROJECTED VALUATION

Land Use	Net Development		Projected Valuation Per Unit/Sq. Ft.	Projected Valuation Total
Residential				
Residential (Low)	(4)	units	$100,000	($400,000)
Residential (Med)	37	units	$100,000	3,700,000
Residential (High)	84	units	$100,000	8,400,000
Total	117			$11,700,000
Non-Residential				
Retail	40,173	sq. ft.	$130	$5,222,490
Restaurant	10,500	sq. ft.	$130	1,365,000
Office	241,730	sq. ft.	$110	26,590,300
Medical Office	-	sq. ft.	-	0
Service Comm	13,000	sq. ft.	$110	1,430,000
Industrial	(83,947)	sq. ft.	$40	(3,357,880)
Hotel/Motel	(18)	rooms	-	(265,372)
Hotel/Motel[1]	60	rooms	-	6,000,000
Total	221,456	sq. ft.		$36,984,538
Total All				**$48,684,538**

B. PROJECTED TAXABLE SALES

Land Use	Net Development		Projected Taxable Sales Per Sq. Ft.	Projected Taxable Sales Total	Annual Gross Room Receipts Room Rate	Annual Gross Room Receipts Total
Retail	40,173	sq. ft.	$170	$6,829,410		
Restaurant	10,500	sq. ft.	$170	1,785,000		
Office	241,730	sq. ft.	-	0		
Medical Office	-	sq. ft.	-	0		
Service Comm	13,000	sq. ft.	-	0		
Industrial	(83,947)	sq. ft.	$25	(2,098,675)		
Hotel/Motel	(18)	rooms	$0	0	$50	($180,675)
Hotel/Motel[2]	60	rooms	$0	0	$100	$1,533,000
Total	221,456	sq. ft.		**$6,515,735**		**$1,352,325**
			Total Retail	**$8,614,410**		
			Total Industrial	**($2,098,675)**		

1. Valuation estimated based on industry "rule of thumb" which estimates the valuation of a room at .001 of its room rate.
2. Gross receipts based on nightly room rate of $100 x 365 days x estimated future 70% occupancy.

Sources: Stanley R. Hoffman Associates, Inc.
BRW.

Chapter 3
FISCAL IMPACT ANALYSIS

Recurring revenues are projected for the City's General Fund, the City Gas Tax Fund and the City's Redevelopment Agency. The chapter concludes with a qualitative discussion of costs and other economic considerations associated with development of the Downtown Specific Plan.

3.1 City General Fund

The projected revenues to the City's General Fund for the preferred and alternative plans are presented in Table 3-1. This analysis focuses on the recurring revenues that impact the General Fund. Projections are presented in constant 2002 dollars. The fiscal factors used to project the recurring impacts are presented in Chapter 4. After buildout, the net projected revenues to the General Fund are $137.4 thousand for the preferred plan and $263.0 thousand for the alternative.

As shown in Table 3-1, projected revenues to the City's General Fund include property transfer tax; sales tax; transient occupancy tax; motor vehicle license fees; business license tax; fines and penalties and service charges.

For the preferred plan, the largest General Fund revenue source at buildout is sales tax at $65.2 thousand, representing 47.4 percent of total projected revenues. Service charges are projected at $52.3 thousand and represent 38.0 percent of recurring revenues. Motor vehicle license fees are projected at $18.9 thousand, or 13.7 percent of recurring revenues. A loss of $14.5 thousand in transient occupancy tax is projected due to the removal of the existing hotel. No property tax is projected to the City's General Fund because the Downtown Specific Plan is located in the City's Redevelopment Area (RDA). Other revenue sources include property transfer taxes at $3.0 thousand; fines and penalties at $6.9 thousand; and business license taxes at $5.8 thousand.

For the alternative plan, the largest revenue source at buildout is transient occupancy tax at $108.2 thousand, representing 41.1 percent of total projected revenues. This difference is due to the assumed addition of a new hotel. Sales tax is the second largest portion of the projected revenues, representing 24.8 percent of total projected revenues. Service charges represent 20.8 percent of recurring revenues.

3.2 Gas Tax Fund

As shown in Table 3-1, net new gas tax revenues for the preferred plan and alternative plan are estimated at about $6.7 thousand based on the projected population of 339 for the Specific Plan area. This estimate is calculated by applying the City's current gas tax per capita factor of $19.70 to the projected net population. Gas tax funds are a source of financing for both road capital facilities and ongoing maintenance.

Table 3-1
City of Woodland Downtown Specific Plan Fiscal Analysis
City of Woodland Projected Recurring Revenues
(in constant 2002 dollars)

Annual Recurring Revenues	Preferred Plan		Alternative	
	Net Amount	% of Total	Net Amount	% of Total
GENERAL FUND				
Property Taxes[1]	$0	0.0%	$0	0.0%
Property Transfer Tax	2,991	2.2%	3,321	1.3%
Sales Taxes[2]	65,157	47.4%	65,157	24.8%
Transient Occupancy Taxes	(14,454)	-10.5%	108,186	41.1%
Motor Vehicle License Fees	18,852	13.7%	18,852	7.2%
Business License Taxes	5,775	4.2%	5,775	2.2%
Fines and Penalties	6,856	5.0%	7,163	2.7%
Service Charges	52,252	38.0%	54,591	20.8%
Annual General Fund Revenues	$137,430	100.0%	$263,046	100.0%
OTHER FUNDS				
Gas Tax	$6,681		$6,681	
Total Annual Revenues to City	$144,111		$269,727	
REDEVELOPMENT AGENCY				
Net assessed valuation[4]	$42,684,538		$48,684,538	
Estimated Through 2008				
Annual property tax increment (@68% of 1% basic levy)[5]	$290,255		$331,055	
Estimated After 2008				
Annual property tax increment (@88% of 1% basic levy)[5]	$375,624		$428,424	

1. Property taxes are not projected for the General Fund since the Downtown Specific Plan is located entirely in a redevelopment area.
2. Sales taxes are projected for the incremental development based on sales per square foot factors provided by the City of Woodland Finance Department.
3. Final annual occupancy tax shown is 80% of the total occupancy tax rate based on an agreement with the County, where the county receives 20% of the total occupancy tax receipts.
4. Detailed valuation estimates shown on Tables 2-2 and 2-3.
5. This projection assumes buildout conditions for purposes of this analysis.

Source: Stanley R. Hoffman Associates, Inc.

3.3 Redevelopment Agency Tax Increment Revenues

The Downtown Specific Plan is located in the City's Redevelopment Area. About 68 percent of the total 1 percent of net new valuation for development (within this area) accrues to the RDA through 2008. After 2008, the Agency will receive about 88 percent of the property tax increment. Through 2008, as shown in Table 3-1, the annual property tax increment is projected at $290.3 thousand for the preferred plan. The projected annual property tax increment is based on the net valuation of $42,684,538 and the basic property tax levy of one percent. The annual property tax increment is projected at $331.1 thousand for the alternative plan, based on the valuation of $48,684,538. After 2008, the annual property tax increment revenues increase to about $375.6 thousand for the preferred plan and $428.4 for the alternative plan due to the change in the redevelopment pass through rate.

3.4 Cost Impacts

Recurring costs as a result of the net new development in the Specific Plan area include police and fire protection, as well as public works to maintain roads, parks and other public facilities. According to the City, implementation of the Downtown Specific Plan does not require any major improvements to the existing infrastructure other than roads and streetscape beautification. Water, wastewater, storm drainage, sewer and public utilities are all in place and are capable of providing service to the Downtown Specific Plan area.

Police

According to discussions with City Finance staff, the capital costs for expansion and relocation of its police facility headquarters are already programmed. This facility will benefit the entire City, not just the Downtown Specific Plan area. The costs of constructing a new police facility are partially funded (about 50.0 percent) by revenues from a Special District ½ cent Sales Tax (2000-2006) that is estimated to generate $5 million for this purpose. This tax is a Special District tax that required a two-thirds vote for implementation. Development impact fees are scheduled to pay for the remainder of police facility costs. Proposed uses for the ½ cent sales tax revenues are shown in Table 3-2.

The City estimates that the new police headquarters will create a $265,000 increase in annual operations costs. While this fiscal study has only addressed costs qualitatively, there will be annual costs related to the increased workload of police personnel. As residential and non-residential development occurs in the Downtown, net new increases in population and employment have the potential to create an additional burden on police services. These cost impacts need to be addressed in the future.

Fire

There are plans to relocate an existing fire station at Court and First Street (adjacent to City Hall) to the North and West outside the Downtown Specific Plan area. Capacity and response times

Table 3-2
City of Woodland
Special District 1/2 Cent Sales Tax Proposed Uses
(July 1, 2000 through June 30, 2006)

Proposed Uses	$ Millions
Repair and Rehabilitation of City Roads	$10.0
New Police Facility	$5.0
Community / Senior Center	$5.0
Softball and Soccer Facilities	$2.0

Source: Stanley R. Hoffman Associates, Inc.
City of Woodland.

would remain essentially at the same level. It is therefore assumed, at least in the short-term, that any increased fire costs generated by new development could be handled by the existing fire station. However, increases in structures and population in the Downtown over time have the potential to create an additional burden on fire protection services. As with police services, these cost impacts need to be addressed in the future.

Public Works

Public Works maintenance of roads and drainage are assumed to have a relatively small impact on operations and maintenance costs. These costs generated by the new development in the downtown will at least partially be covered by increased gas taxes.

Community Services

The new Community Center/Senior Center funded through a Special District ½ cent Sales Tax will occupy approximately 40,000 square feet. This is an increase of 25,250 square feet from the City's present facility. The location for the new Community/Senior Center facility has not been determined, though it is likely that it will not be located in the Downtown. The ½ cent sales tax, shown in Table 3-2, largely provides capital financing for the new Community Center. It is estimated that $100,000 in increased annual operations and maintenance costs will be required to provide services at this facility. Like the police facility, the Center will benefit the entire City, not just the downtown.

Landscaping and Lighting

The City has three Landscaping and Lighting Districts that are located outside the Redevelopment Area for newly developing subdivisions. The City of Woodland is exploring the future establishment of a city-wide Landscaping and Lighting District. This may include the Downtown Area and provide a source of ongoing funds for the maintenance of landscaping, lighting and streetscape improvements. However, since a city-wide Landscaping and Lighting District would result in a benefit assessment on real property, its establishment is subject to majority approval by the Woodland electorate.

Parking Assessment District

The City of Woodland completed a Parking Assessment District Options Report (April, 1996) to document the work of a Downtown Parking Advisory Committee formed by the City Council in May of 1994. The report documented a proposal that the funding for a future parking facility be provided by an assessment district (57 percent), redevelopment funds (28 percent) and development mitigation fees (15 percent). However, opposition from merchants prevented any further work on the development of an assessment district. This is currently being revisited. The City's draft Downtown Parking Management Plan (July 2001) proposes a three-stage parking strategy to address the long-term parking facility needs of downtown Woodland based on current development plans. The third stage of developing parking facilities involves the construction of a parking structure along Main Street, which will be partially funded by an assessment district.

3.5 Other Economic Considerations

Restaurant and Retail Demand from Office Workers

The proposed office development is assumed to generate taxable sales from office worker expenditures at existing and new eating and drinking establishments in the City of Woodland. Table 3-3 presents an estimate of this demand based on data derived from a study published by the International Council of Shopping Centers (ICSC), *Office Worker Spending*. The ICSC study involved a survey of 2,400 office workers in both downtown and suburban locations in eight large metropolitan markets in the US. As shown in Table 3-3, off-site taxable sales are projected based on estimated total annual expenditures of $3,145 per office worker or about $12.60 per day for 250 workdays per year. These estimates are based on national averages and might actually be lower in Woodland.

The table shows that a typical office worker would be expected to spend an average of $1,393 annually on lunches during the workday and on dinner and/or drinks after dinner. The typical suburban office worker in an area with ample retail opportunities would be expected to spend an average of $1,438 on retail merchandise during the workday. These expenditures would be largely for apparel items and other comparison goods. In addition to the expenditures during the workday, office workers would also be expected to make retail purchases after work, contributing some additional demand to local retailing.

Table 3-3
City of Woodland Downtown Specific Plan Fiscal Analysis
Retail Demand Generated by Office Workers
(in Constant 2002 Dollars)

Retail Group	Annual Spending Per Worker[1]
Eating & Drinking Establishments	**$1,393**
Lunches	1,224
Dinner/Drinks	168
Work Day Retail	**$1,438**
Comparison Goods	1,148
Apparel & Accessories	612
Other Shoppers Goods	535
Convenience Goods	290
Incidentals	137
Food Stuffs	107
Other	45
After Work Retail	**$314**
Food & Groceries	188
Other	125
Total Annual	**$3,145**
Total Per Day Per Worker[3]	**$12.58**

1. Spending per worker derived from International Council of Shopping Centers' survey. The study assumes that the office worker may not live in the same City where they are employed.
These estimates are based on national averages and might actually be lower in Woodland.
3. Based on 250 work days annually.

Sources: Stanley R. Hoffman Associates, Inc.
International Council of Shopping Centers, *Office Worker Retail Spending*.

Chapter 4
FISCAL ASSUMPTIONS

4.1 General Assumptions

The general assumptions used to project revenues for the City of Woodland are presented in Table 4-1. These assumptions include population, housing unit, and employment estimates for the City of Woodland. These assumptions are based on Department of Finance (DOF) population and housing estimates and employment projections from the Sacramento Area Council of Governments (SACOG).

Population. The City of Woodland's population of 50,370 is based on the State Department of Finance (DOF) estimates as of January 1, 2002. The DOF total City population is used for calculating certain State subventions, such as Motor Vehicle License Fees (MVLF).

Housing Units. For calculating per housing unit factors, the City housing unit estimate of 17,486 from the California Department of Finance (DOF) for January 1, 2002 is used.

Employment. The current employment estimate from SACOG is 20,602. This estimate is used to calculate revenues based on employment.

Population and Employment. Both new population and employment growth generate additional revenues for the City. Factors used to project these types of revenues are calculated as proportions of the sum of the population (50,370) and employment (20,602), or 70,972.

Population per Household. Population is projected at 2.898 persons per housing unit according to DOF estimates for January 1, 2002.

4.2 Revenue Assumptions

Table 4-2 presents the revenue assumptions used to project recurring revenues generated by the proposed Downtown Specific Plan development. These assumptions are based on the revenues adopted by the City in its Preliminary Budget (2002-2003) and discussions with City staff.

Projected recurring revenues to the City General Fund include property tax; property transfer tax; sales tax; transient occupancy tax; motor vehicle license fees; business license taxes; and service charges. The City will also receive additional revenues from its Gas Tax Fund and capital fees. Property tax revenues to the City's Redevelopment Agency are also projected. The following discusses the methodology for calculating these recurring revenue factors.

Table 4-1
City of Woodland Downtown Specific Plan Fiscal Analysis
Summary of General Assumptions

Assumption	Description
50,370	Total population - 2002 DOF
49,580	Household population - 2002 DOF
790	Group quarters - 2002 DOF
20,602	Total city employment - 2000 (SACOG, March 15, 2001)
70,972	Total population plus employment
71%	Population as a share of total population plus employment
17,109	Occupied housing units - 2002 DOF
2.898	Average persons per dwelling unit - 2002 DOF
17,486	Total housing units - 2002 DOF

Source: Stanley R. Hoffman Associates, Inc.
California Department of Finance, estimates as of January 1, 2002.

General Fund Sources

Property Tax. No property tax is projected to the City's General Fund because the Downtown Specific Plan is located in the City's Redevelopment Area (RDA). The fiscal analysis assumes that through 2008, 68.0 percent of the 1% basic property tax levy goes to the RDA, with the remaining 32.0 percent going to other agencies. After 2008, the RDA's share of the 1% will increase to 88.0 percent.

Property Transfer Tax. Sales of real property are taxed by Yolo County at a rate of $1.10 per $1,000 of property value. For property located in the City, sales of real property are also taxed at a rate of $1.10 per $1,000 of transferred property value. As presented in Table 4-2, residential development is assumed to change ownership at an average rate of about 10.0 percent per year and non-residential development is assumed to change ownership at a rate of 5.0 percent per year.

Sales Tax. On-site sales tax revenues are generated from the proposed retail and restaurant land uses. An estimate of $170 per square foot was used to estimate taxable sales, based on the average sales per square foot for retail uses provided by the City. The City receives one percent of the taxable sales of most goods occurring within City limits.

Table 4-2
City of Woodland Downtown Specific Plan Fiscal Analysis
Summary of Revenue Assumptions
(in constant 2002 dollars)

Revenue Source	Recurring Revenue	Projection Basis and/or Assumptions	Projection Factor
GENERAL FUND			
Property Taxes[1]	$7,000,000	Valuation assumptions	0% General Fund allocation of basic 1% levy
Property Transfer Tax	$270,000	Valuation and turnover	10% estimated residential turnover rate
			5% estimated non-residential turnover rate
			$1.10 per $1,000 valuation to City
Sales Taxes[2]	8,200,000	Taxable sales per square foot	$170 sales per square foot
Transient Occupancy Taxes[3]	500,000	Room and occupancy rates	10% of room receipts x 80%
Utility Users Taxes	350,000	Not Projected	100% for Carnegie Library debt service
Revenues from Other Agencies[4]	390,500	Not Projected	
Motor Vehicle License Fees	2,800,000	Per capita	$55.60 Per capita
Licenses and Permits[5]	1,842,800	Not Projected	
Business License Taxes	150,000	Per non-retail establishment	$50.00 Annual fee per establishment
		Per retail establishment	$100.00 Annual fee per establishment
Use of Money & Property	72,000	Not Projected	
Other Revenues	37,500	Not Projected	
Fines and Penalties	363,000	Population and Employment	$5.11 Per capita or per employee
Service Charges	2,766,700	Population and Employment	$38.98 Per capita or per employee
Total General Fund Revenues	**$24,742,500**		
OTHER FUNDS			
Gas Tax	992,500	Per capita	$19.70 Per capita
Total Other Revenues	**$992,500**		
REDEVELOPMENT AGENCY			
Redevelopment Agency and Housing Fund	**$445,000**	Valuation Assumptions	68% of 1% property tax increment until 2008
			88% of 1% property tax increment after 2008

1. Property taxes are not projected for the General Fund since 100% of the property tax revenues from the incremental development. will go to the Redevelopment Agency.
2. Sales taxes are projected for the incremental development based on sales per square foot factors provided by BRW.
3. Based on a perpetual agreement with Yolo County, 80% of the total TOT goes to the City and 20% goes to the County.
4. Revenues From Other Agencies includes grants and one-time subventions less $2.8 million for MVLF.
5. Total Licenses and Permits less $150,000 for business license taxes.

Source: Stanley R. Hoffman Associates, Inc.
City of Woodland, 2002-2003 Preliminary Budget.

Transient Occupancy Taxes (TOT). The City's total TOT is 10 percent of gross annual room receipts. However, Woodland's Southeast Area Tax Sharing Agreement (SEA) allocates 2 percentage points of the total transient occupancy tax to Yolo County. Since the current share is 10 percent, this results in 20 percent of TOT going to the County, leaving 80 percent of the total for the General Fund as a permanent agreement. This percentage of the total would change if a measure was put before the voters to increase the rate, such as from 10 percent to 12 percent. To estimate the net revenue for the preferred plan, calculations estimated current 55 percent occupancy and an average room price of $50 for the 18 rooms to be removed. For the alternative plan, a 70 percent occupancy rate and average room price of $100 and 60 new hotel rooms were estimated.

Utility Users Tax. The City levies a utility user tax on its utility users. However, revenues are presently dedicated to the repayment of Carnegie Library Bonds, which expire in 2004. If continued for other capital purposes after 2004, the tax requires a two-thirds vote by the electorate. Therefore, no projection was made for this revenue. However, the Utility Users Tax, subject to voter approval, is a potential source for future financing of capital facility improvements in the downtown area.

Licenses and Permits. This source includes one-time fees generated primarily by new buildings and construction activities as well as business license taxes. It is assumed that these one-time fees offset processing costs. As such, no projection was made for these one-time fees. Projections are made for business license taxes based on the following.

Business License Taxes. The collection of this tax is based on type of business. Manufacturing and non-retail businesses and offices pay according to the number of workers employed. Businesses with 4 to 20 employees pay $50 annually, while those with 21 to 99 employees pay an annual fee of $100. The 1999 County Business Patterns data indicates that most Woodland businesses have 1 to 19 employees. Businesses are assumed to average 10 employees each. Therefore, an annual fee of $50 is used to estimate business license tax for the net new development that is primarily office employment.

Retail businesses pay business license tax as a percentage of gross receipts. In 2000, the State Board of Equalization reported that Woodland's 457 permitted retail stores yielded $463,824,000, or an average of $1,014,932 per retail establishment. Based on the City's business license tax formula, businesses with gross receipts ranging from $500,000 to $3.0 million pay an annual fee of $100. Therefore, an annual fee of $100 per retail business is used to estimate business license taxes for an estimated 8.5 new retail businesses based on projected taxable gross receipts of about $8.6 million.

Use of Money and Property and Other Revenues. Because Woodland is without significant investment funds and has few other revenue sources, revenue increases in these areas will be minimal. Therefore no projections have been made for revenues invested.

Fines and Penalties. This General Fund category consists primarily of court-related fines and library fines that are Countywide. Based on 2002-2003 revenues of $363,500 and total City population and employment of 70,972, these revenues are projected at $5.11 per capita and

employee. Traffic-related fines are collected in an enterprise fund and used to cover parking-related costs on a self-funding basis.

Service Charges. This category includes indirect cost recovery charges to various enterprise funds to recover the costs of administrating these funds. Projected revenues are $38.98 per capita and employee, based on estimated 2002-2003 revenues of $2.77 million and a total City population and employment of 70,972.

City Gas Tax Fund

State gasoline tax revenues are projected at $19.70 per capita based on estimated 2002-2003 revenues of $992,500 and total City population estimate of 50,370. These revenues are earmarked for public works.

Redevelopment Agency

The fiscal analysis assumes that through 2008, 68.0 percent of the 1% basic property tax levy goes to the RDA, with the remaining 32.0 percent going to other agencies. After 2008, the RDA's share of the 1% will increase to 88.0 percent. Of the RDA revenues, 80 percent are used for capital improvements and ongoing costs of administrative staffing and operations, while the remaining 20 percent are allocated for housing set-aside requirements.

Proposed Parking District

As discussed earlier, the City of Woodland completed a Parking Assessment District Options Report (April, 1996) to document the work of a Downtown Parking Advisory Committee formed by the City Council in May of 1994. The report documented a proposal that the funding for a future parking facility be provided by an assessment district (57 percent), redevelopment funds (28 percent) and development mitigation fees (15 percent). However, opposition from merchants prevented any further work on the development of an assessment district. This is currently being revisited. The City's draft Downtown Parking Management Plan (July 2001) proposes the establishment of a Downtown Parking Operations & Maintenance (O&M) Fund. Also, any revenues generated from future in-lieu fees, as well as any potential user fees, would be placed in a new Parking Capital Fund.

4.3 Land Use and Market Assumptions

Table 4-3 presents the detailed land use and market assumptions used to estimate net new population and employment, as well as taxable sales and valuation by type of land use.

Table 4-3
City of Woodland Downtown Specific Plan Fiscal Analysis
Land Use and Market Assumptions

Land Use	Sq. Ft. Per Employee	Employees Per Room	Persons Per Household	Sales Per Sq.Ft./Room	Valuation Per Sq.Ft./Unit
Retail	500	-	-	$175	$130
Restaurant	500	-	-	$175	$130
Office	250	-	-	-	$110
Medical Office	-	-	-	-	-
Service Comm	500	-	-	-	$110
Industrial	1,000	-	-	$25	$40
Hotel/Motel (Existing)[1]	-	0.50	-	$50	$14,743
Hotel/Motel (Proposed)[1]	-	1.00	-	$100	$100,000
Park	-	-	-	-	-
Residential (Low)[2]	-	-	2.898	-	$100,000
Residential (Med)[2]	-	-	2.898	-	$100,000
Residential (High)[2]	-	-	2.898	-	$100,000

1. Existing hotel valuation is estimated at $265,372 based on Assessor records. Proposed hotel is estimated according to an industry standard: 0.001/nightly room rate x number of rooms.
2. Low Density = 8 units/acre; Medium Density = 12 units per acre; High Density = 25 units per acre.

Sources: Stanley R. Hoffman Associates, Inc.
BRW.

Chapter 5
FINANCING ISSUES

The public cost analysis suggests that the major issues will involve selected capital funding with some attention to landscape and lighting and operations and maintenance costs. The City is considering a Business Improvement District (BID) to assist businesses with safety, beautification, marketing and promotion. This effort is currently in the incubation stage as the Redevelopment Agency works with Downtown businesses to establish a BID. These issues are discussed below.

5.1 Operations and Maintenance

To increase revenues for operations and maintenance, the City may consider the potential application of a city-wide Landscape Maintenance District for streetscape and landscape enhancements. Since this would result in benefit assessments on real property, it is subject to majority voter approval.

The City has also committed to funding a feasibility study and providing two years of matching funds to assist downtown businesses and property owners in setting up a Business Improvement District. There are two types of BIDs, one that is assessed on the business and the other that is assessed on the property owner. All BIDS are subject to majority voter approval of the business or property owners depending upon the type of BID. The City will establish the business-based BID. The BID would be controlled by the business owners in the approved downtown district. It could be used to create a more competitive market environment through increased public safety, lighting, streetscape and signage improvements and marketing and promotion.

The City has indicated that its Pavement Maintenance program is adequate to cover the operations and maintenance costs associated with increased road usage in the downtown at buildout conditions.

5.2 Capital

The Downtown Specific Plan may receive funding for capital facilities through existing and potential sources, that might include the following:

- The RDA future property tax increment is available for funding capital facilities and improvements in the City's Redevelopment area, as well as acting as a financing mechanism. The Downtown Specific Plan is located entirely in the Redevelopment area.

- An extension of the User Utilities Tax could be used to finance capital facilities once its current obligations for Carnegie Library debt service expire in 2004. Extension of this tax for special purposes would require two-thirds voter approval.

- An extension of the Special District 1/2 cent Sales Tax could also provide additional funding. This would also require the support of a majority of the electorate.

- The City should continue to require development agreement negotiations from new "big box" retail approved outside the downtown area in order to provide funding revenues for downtown facilities and programs. Recently, the City has required each "big box" developer coming to Woodland to make a contribution to the Downtown. Typically, "big box" retail draws activity away from smaller retail businesses and downtown areas that don't have the land, parking or amenities to compete effectively. This additional source of revenue can assist downtown retailers in achieving a more competitive position.

- A portion of available funds from outside sources through Community Development Block Grants (CDBG) and other HUD resources should continue to be directed into the downtown area. The City is currently working on becoming eligible for Economic Development Agency grants as well.

- Funds could be sought through transportation sources, such as the Transportation Efficiency Act for the 21st Century (TEA-21) for pedestrian and transit oriented development in the downtown area.

- Grants and loans may be available from other various sources for seismic retrofit and structural upgrades of older buildings.

- City of Woodland Development Impact fees from new development are used for the implementation of the Major Projects Financing Plan (MPFP). These fees are used to cover a wide range of capital facilities and are summarized in Table 5-1. Future capital projects in the Downtown should be considered for addition to the MPFP for future completion and funding.

- Gas taxes from the City's Gas Tax Fund could continue to be used as both a source for operations and maintenance costs as well as to fund some road capital improvements.

- A Parking District should be established to support the dedication of funding for parking improvements. Currently, new businesses do not have to provide parking. The City's draft Downtown Parking Management Plan (July 2001) indicates that an in-lieu fee may be established in the future. This fee would be used for those cases where it is either not feasible or undesirable to construct on-site parking.

Table 5-1

City of Woodland Downtown Specific Plan Fiscal Analysis

Development Impact Fees

(in constant 2003 dollars)

	RESIDENTIAL		COMMERCIAL			INDUSTRIAL
Fee Categories	**Single-Family DU**	**Multi-Family DU**	**Retail per Sq. Ft.**	**Service per Sq. Ft.**	**Office per Sq. Ft.**	**Industrial per Sq. Ft.**
General City Facilities	$492	$408	$0.41	$0.38	$0.38	$0.10
Fire Facilities	$337	$253	$0.67	$0.63	$0.63	$0.12
Library Facilities	$215	$178	$0.06	$0.06	$0.06	$0.02
Parks & Recreation	$2,034	$1,688	$0.31	$0.28	$0.28	$0.08
Police Facilities	$751	$624	$0.62	$0.58	$0.58	$0.16
Traffic System	$1,870	$1,309	$5.67	$2.24	$3.37	$0.94
Waste Water	$3,700	$3,071	$2.18	$2.26	$1.81	$1.70
Water	$246	$189	$0.32	$0.31	$0.30	$0.27
Estimated Total	**$9,645**	**$7,720**	**$10.24**	**$6.74**	**$7.41**	**$3.39**
Storm Drainage Area II[1]	$1,266	$494	$1.10	$1.10	$1.10	$0.71
Storm Drainage Area III[1]	$1,924	$750	$1.67	$1.67	$1.67	$1.08
Storm Drainage Area V[1]	$100	$39	$0.09	$0.09	$0.09	$0.06
Storm Drainage Area VI[1]	$1,506	$587	$1.31	$1.31	$1.31	$0.84

1. These drainage areas cover the Downtown Specific Plan area.

Source: Stanley R. Hoffman Associates, Inc.
City of Woodland, Department of Public Works.

APPENDIX A - PERSONS AND AGENCIES CONTACTED

Richard R. Rust, AICP
Community Planning Manager
1415 20th Street
Sacramento, CA 95814
(916) 446-0653
Fax: (916) 446-7520

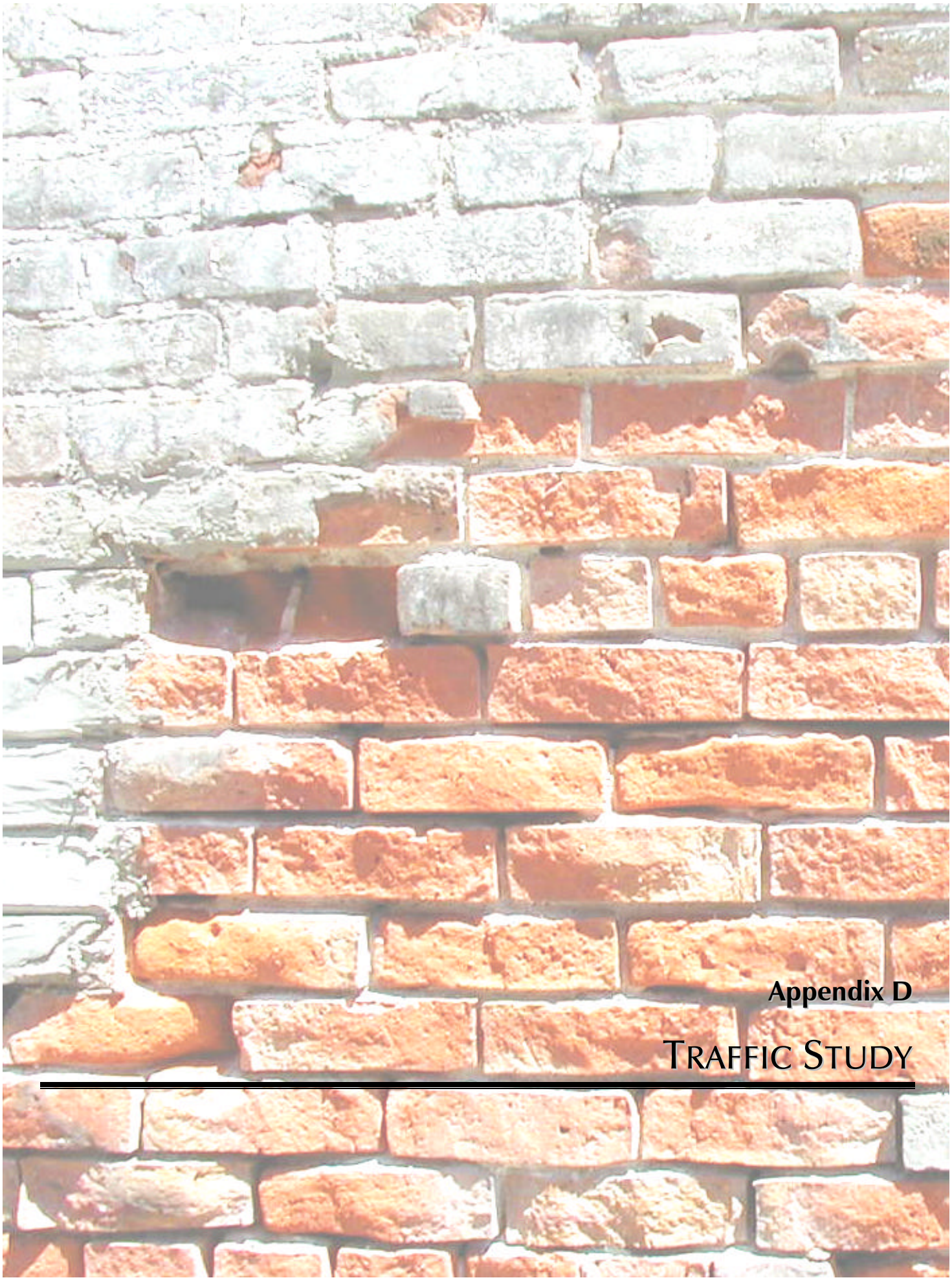
City of Woodland Personnel

Margaret Vicars, Director
City of Woodland Finance Department
300 First Street
Woodland, CA 95695
(530) 661-5830
Fax: (530) 661-5845

Gary Wegener, Director
City of Woodland Public Works Department
300 First Street
Woodland, CA 95695
(530) 661-5961
Fax: (530) 661-5844

Lynn Gatie, Senior Management Analyst
City of Woodland Public Works Department
300 First Street
Woodland, CA 95695
(530) 661-5961
Fax: (530) 661-5844

Steve Harris, Director
City of Woodland Community Development Department
300 First Street
Woodland, CA 95695
(530) 661-5820
Fax: (530) 406-0832



Appendix D

TRAFFIC STUDY

Due to its large size, the Traffic Study prepared for the Downtown Specific Plan is not bound with the Plan. This study is available from the City's Department of Community Development.