PART I GENERAL PLAN SUMMARY

INTRODUCTION

This General Plan formalizes a long-term vision for the physical evolution of Woodland and outlines policies, standards, and programs to guide day-to-day decisions concerning Woodland development through the year 2020. Designed to meet state planning requirements, the General Plan consists of two documents: this *General Plan Policy Document* and a *General Plan Background Report*. This *Policy Document* is divided into two main parts. Part I is this General Plan Summary, which provides background about the General Plan and reviews the plan's guiding principles and major themes and proposals. The lengthier and more detailed Part II of the *Policy Document* presents the City of Woodland's formal statements of General Plan policy in the form of goals, policies, standards, and implementation programs, expressed in both text and diagrams.

Purpose and nature of the general plan

Every city and county in California must adopt a general plan. A general plan is a legal document that serves as a community's constitution for land use and development. The plan must be *comprehensive* and *long-term*, outlining proposals for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning (*Government Code* Section 65300 *et seq.*) The plan must be comprehensive in covering all territory within the adopting jurisdiction and it must be comprehensive in addressing all physical aspects of the community's development. While state law does not define long-term, most general plans look 15 to 25 years into the future. Woodland's General Plan uses a time frame of 2020.

policies. The format and structure of the general plan is left to local discretion, but regardless of the format or issues addressed, all substantive parts of the plan must be consistent with one another.

Preparing, adopting and maintaining a general plan serves several important purposes:

- Provides citizens with information about their community and with opportunities to participate in setting goals and determining policies and standards for the community's development;
- Provides local decision makers and the community with a forum for resolving conflicts among competing interests and values;
- Expands the capacity of local government to analyze local and regional conditions and needs in order to respond effectively to the problems and opportunities facing the community;
- Fosters coordination of community development and environmental protection activities among local, regional, state, and federal agencies;
- Defines the community's environmental, social, and economic goals;
- Records the local government's policies and standards for the maintenance and improvement of existing development and the location and characteristics of future development; and
- Guides and coordinates the many actions and day-to-day decisions of local government that are necessary to develop and protect the community.

Implementing The general PLAN

Carrying out the plan following its adoption requires a multitude of individual actions and ongoing programs involving virtually every City department and many other public agencies and private organizations. The legal authority for these various actions and programs rests on two essential powers of local government: *corporate* and *police powers*. Using their corporate power, local governments collect money through bonds, fees, assessments, and taxes, and spend it to provide services and facilities such as police and fire protection, streets, water systems, sewage disposal facilities, drainage facilities, and parks. Using their police power, local governments regulate the use of property through zoning, subdivision, and building regulations in order to promote the health, safety, and welfare of the public. The

general plan provides the formal and legal framework for the exercise of these powers by local officials.

To ensure that the policies and proposals of the general plan are systematically implemented, state law since the early 1970s has increasingly insisted that the actions and decisions of each local government concerning both its own projects and the private projects it approves are consistent with its adopted general plan. The courts have supported and furthered this trend through their interpretations of state law. Generally, zoning must be consistent with the general plan. Local government approval of subdivisions must be consistent with the general plan. Local public works projects must be consistent with the general plan. The same is true for development agreements, redevelopment plans, specific plans, and many other plans and actions of cities and counties.

Revising and amending the general plan

The general plan is a long-term document typically with a planning horizon of 15 to 25 years. To achieve its purposes, the plan must be sufficiently flexible to adjust to changing conditions and at the same time specific in guiding day-to-day land use and development decisions. Over the years, conditions and community needs change and new opportunities arise; the plan needs to keep up with these changes. Every year the Planning Commission should review the plan's implementation programs to assess the City's progress in carrying out the plan. Every five to seven years, the plan should be thoroughly reviewed and updated as necessary.

From time to time, the City will entertain proposals for specific amendments to the plan. The City will initiate some of these proposals itself, but most will be initiated by property owners and developers. State law limits general plan amendments to four times per year, but each amendment can include multiple changes. Like the adoption of the general plan itself, general plan amendments are subject to environmental review, public notice, and hearing requirements and must not create inconsistencies with the rest of the plan.

Regional SETTING AND PLANNING AREAS Located in California's Central Valley, Woodland is the county seat of Yolo County. Woodland lies 20 miles northwest of Sacramento on Interstate 5 and 7 miles north of Davis on State Route 113. The Yolo Bypass of the Sacramento River lies approximately three miles east of the city, Willow Slough is located about one mile to the southeast, and Cache Creek is located approximately two miles to the north.

Located within an important agricultural region, Woodland is completely surrounded by agricultural lands. Figure 1 shows Woodland's location within the county, region, and the state.

GENERAL PLAN AREA

The *General Plan Area* for the Woodland General Plan covers approximately 56,000 acres and is bounded on the north by Cache Creek, on the east by the Yolo Bypass, on the south by County Road 27, and on the west by County Road 93. This area includes the City of Woodland's Planning Area and the two unincorporated communities of Willow Oak and Monument Hills. The remaining area is designated for agricultural uses. The General Plan Area was jointly established by the City of Woodland and Yolo County in the 1979 General Plan. Figure 2 shows the boundaries of the General Plan Area.

PLANNING AREA

The *Planning Area* (see Figure 3) includes all land designated for or to be considered for future development as part of Woodland, including land within the Urban Limit Line, an area of urban reserve on the east, the City's wastewater treatment plant, and the regional park site. Figure 3 shows the Planning Area boundaries.

The Planning Area encompasses approximately 12,000 acres. Most of the unincorporated area is currently vacant or in agricultural use, but this area also includes the Yolo County Fairgrounds, Yuba College Woodland Campus, Yolo County jail and Sheriff's Department, the City's domestic wastewater treatment plant, and the City's industrial wastewater facilities.

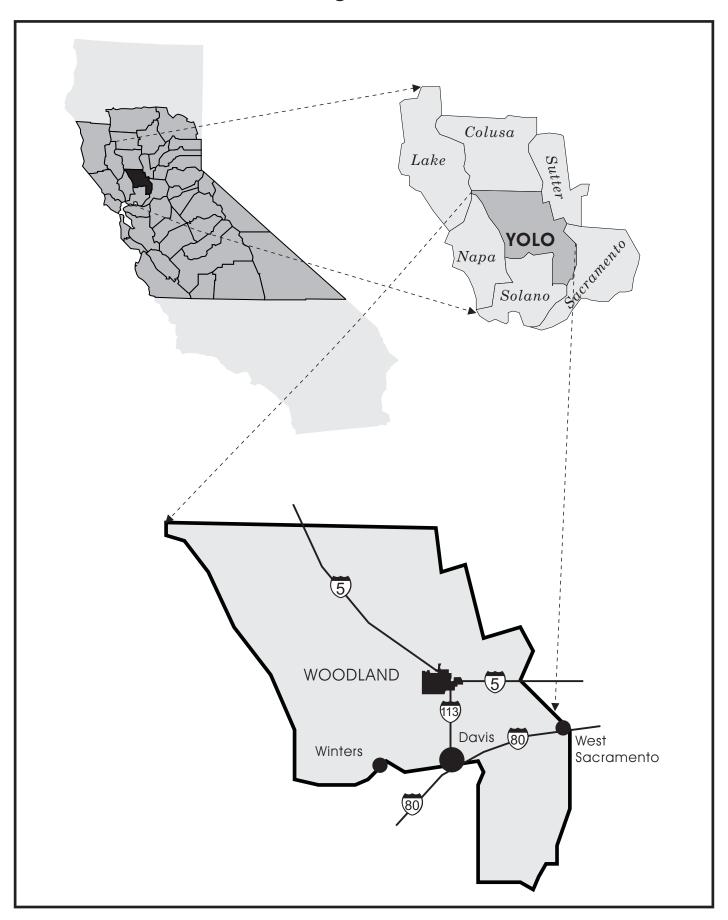
URBAN LIMIT LINE

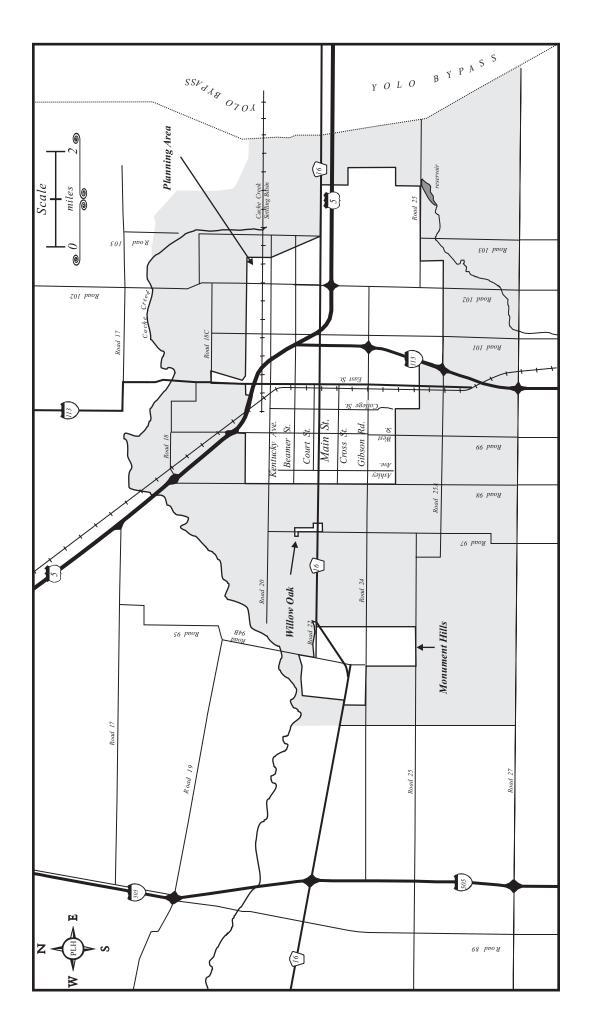
Within the Planning Area, the General Plan defines an Urban Limit Line encompassing all land to be considered for urban development within the time frame of the General Plan (by 2020). Figure 3 shows the boundaries of the Urban Limit Line.

Woodland's
HISTORICAL
DEVELOPMENT

Before the settlement of the area by Europeans, the Woodland area was populated by the Poo-e-win, a dialect group of the Hill Patwin native Americans. Like most Patwin groups, the Poo-e-win occupied the major river courses and tributary drainages of their territory, such as the Sacramento River, Cache and Putah Creeks, and in some cases, springs. Only places high enough to keep them above the rising waters of seasonal floods were selected for permanent villages, or tribelets. The Poo-e-win tribelet of Yo'doi at one time occupied the present site of Knights Landing. The Poo-e-win probably occupied the Woodland area in seasonal camps for hunting and seed gathering. Of special importance to the Poo-e-win and their neighbors was a main trading trail which followed the course of Cache Creek. This trade route served as an important means of cultural and social interchange in addition to a vital economic supply line for the Patwin and their neighbors--the Nomlaki to the north, the Nisenan to the east, and the Pomo to the west.

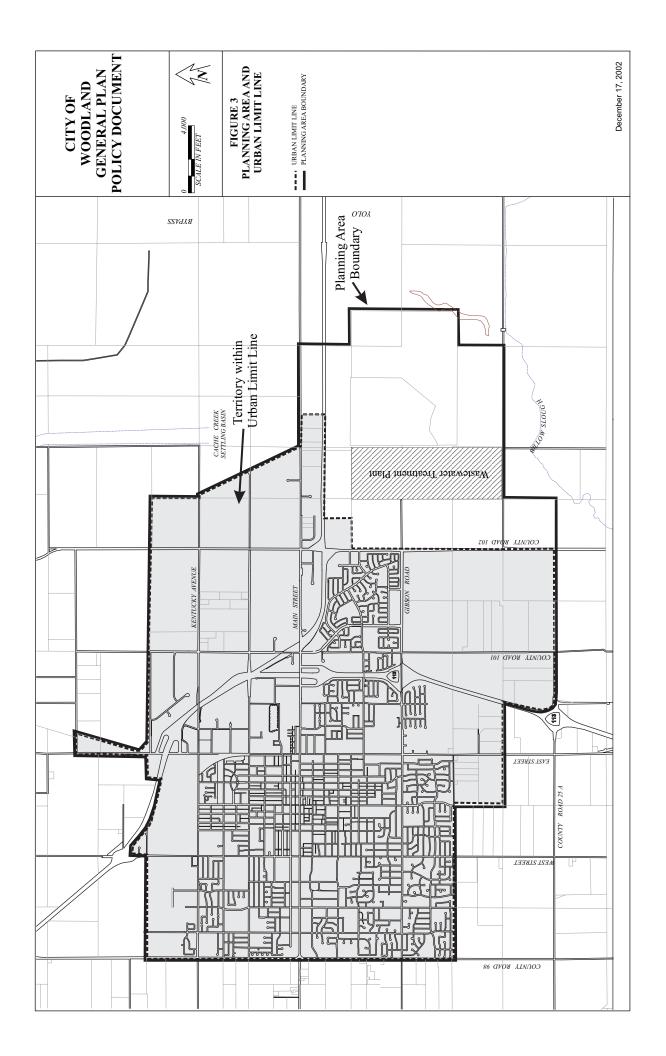
Regional Location Map





Planning Area, Monument Hills, and Willow Oak Woodland General Plan Area,

Policy Document Figure 2



Information about the Poo-e-win is limited compared to what is known about neighboring native groups. The proselytization and enslavement of the Poo-e-win by the Spanish missionaries had rapidly and dramatically reduced their numbers through hardship and disease. A malarial epidemic in 1830-33 and a smallpox epidemic in 1837 decimated much of the surviving population. One historical document notes that the first laborers used by the earliest farmers of Woodland in the 1850s were the native Patwin peoples.

Woodland's modern historical development was the result of several factors: its rich soil and climatic conditions, good transportation systems, and its function as the county seat. This combination of natural and man-made influences are still the critical influences in Woodland's growth and development.

The origins of Woodland as an agricultural community can be traced to the early 1850s. In the winter of 1853, Henry Wyckoff settled in a dense grove of oak trees and opened a small store. Soon other businesses located in the area, including a store owned by Major F.S. Freeman. Major Freeman offered free lots to those who would clear the land and build homes. Before long the settlement of Yolo City was established around what is now the central part of Main Street.

Yolo City soon became an important agricultural center. Irrigation was a major contributor to the agricultural success of the region. The first irrigation canal was developed in 1856 by James Moore, who owned exclusive water rights to Cache Creek.

Yolo City also grew as a community. In 1861, Major Freeman gained permission to build a federal post office in the town and Yolo City was renamed Woodland. In 1862, the Yolo County seat was transferred from Washington (in what is now the city of West Sacramento) to Woodland. One year later, Major Freeman recorded the first plat of the city. The northern portion of present-day Woodland was divided into blocks, lots, and streets. Sixth Street was designated as the eastern boundary; College Street was the western boundary; North Street was the northern border, and South Street (now Main Street) was the southern boundary. By 1870, the population of Woodland was an estimated 1,600 and most of the oaks for which the town was named had disappeared. Woodland incorporated in 1871.

Money earned in the gold fields of California financed the purchase and cultivation of much of the farmland around Woodland. A variety or crops were grown, including tobacco, peanuts, grapes, rice, sugar beets, various grains, and row crops. Wineries and livestock were also important agricultural operations. In the 1880s, citizens organized the

Woodland Creamery to provide dairy products for local residents.

As with most communities in the Central Valley, railroads played an important role in the development of Woodland since they made it so much easier to transport agricultural crops to market and bring in goods needed by local residents. In 1869, the California Pacific Railroad Company constructed a line between Davisville (now Davis) and Marysville with a Woodland station in the vicinity of College Street and Lincoln Avenue. The rail line expanded and was eventually acquired by Southern Pacific Railroad. The mainline track was relocated from College Street to East Street, then the eastern edge of the city.

Warehousing and industries requiring rail service developed along the railroad tracks, creating the industrial area that still remains in the area between East and Fifth Streets. The Sacramento Northern Railroad began direct freight and passenger service from Woodland to Sacramento in 1912.

The late 1800s ushered in the development of urban services, including construction of an electric lighting plant and a locally-run telephone system. In 1891, the City acquired the water works system, built a sewer system, and completed a city hall. The city hall building was reconstructed in 1936, enlarged in 1960 and 1975, and still serves the City today.

While many of Woodland's earliest buildings were destroyed by fire or demolished, Woodland still has a rich stock of historic buildings, particularly in the Downtown area. The Opera House, which was destroyed by fire in 1892 and rebuilt in 1896, was the source of great local pride and became the center for recreation and culture in the Woodland area. It closed in 1913 and remained unused until it was purchased in 1971 by the Yolo County Historical Society. It has since been restored and is now a part of the State Park System.

William H. Weeks, one of Northern California's foremost architects of the late 1800s, designed many buildings in Woodland, including the Yolo County Courthouse, Hotel Woodland, Elks Lodge, and the Bank of Woodland.

Over time, modern highways replaced the railroads as the critical transportation corridors. Alignments for State Route 113 and Interstate 5 were adopted and acquisition of the rights-of-way began in 1959. Interstate 5 opened in 1973, and construction of SR 113 connecting I-80 with I-5 was completed in 1990. The City completed a study of the connection between SR 113 and I-5. The first half of the connector is under design (2002).

Earlier PLANNING EFFORTS IN WOODLAND

The City of Woodland established its first planning commission in 1937, and adopted its first zoning ordinance in 1938. The City rewrote its zoning ordinance in 1949 and enacted a subdivision ordinance in 1957. Woodland, like the rest of the state, experienced rapid growth in the 1950s. The Yolo County Planning Board was formed in 1955 to respond to this growth and oversee preparation of a master plan. During the preparation of this plan, the City declared a moratorium on annexations and subdivisions in Woodland.

The City's first General Plan was adopted in August 1958. The objectives of the 1958 Plan were to preserve the residential character and attractive qualities of family living in Woodland, to develop a more complete central business district and system of small neighborhood shopping centers, and to provide for greater local employment opportunities and a varied and strengthened tax base.

The 1958 Plan anticipated rapid growth, providing for a population of 56,350 in Woodland, with provision for another 80,000 in second stage development areas: south and west of County Roads 25 and 98 (49,000 population), the Monument Hills Area (17,500), and north of Kentucky Avenue (14,000).

During the preparation of the 1958 Plan, the City Council formed a redevelopment agency for the purpose of developing a plan for the Downtown area; the agency was subsequently disbanded in 1961 due to local opposition.

The General Plan underwent major reviews in 1962, 1967, and 1970. Then, in 1979, the City adopted a new General Plan following a five-year study and review process. The 1979 Plan established an urban limit line and phasing plan, accompanied by an urban development policy with the County, directing urban development within the urban limit line.

The Redevelopment Agency was reactivated in 1985, and the City subsequently adopted a redevelopment plan in 1989.

In 1988, the City Council adopted a revised General Plan that allowed new residential development east of County Road 101 and south of I-5 as the next phase of development. To implement the 1988 General Plan for this area, the City prepared and adopted the *Southeast Area Specific Plan* in 1990. This was the largest planned residential area and annexation ever approved by the City. The 1988 General Plan also included a *Level of Service Plan* that established standards for public facilities and services.

The City adopted the Downtown Specific Plan in 1993. In 1993, the City

also adopted a revised *Housing Element* to respond to specific state statutory requirements.

In 1998, the City adopted the East Corridor Street Plan. The Plan establishes land use and development regulations for land adjacent to East Street within the city limits. The Plan is intended to provide a detailed guide for the growth and change in that area of the city.

In 2001, the City adopted the Spring Lake Specific Plan to guide the development of 1,097 acres located primarily south of Gibson Road and east of SR 113. The Plan provides for development of over 4,000 residential units with supporting commercial, parkland, and other public uses, with buildout projected to occur by 2015.

In 2003, the City updated the Downtown Specific Plan to provide additional direction and strategies for the continuing efforts to revitalize Downtown.

How this GENERAL PLAN WAS PREPARED The City of Woodland initiated its General Plan Update in 1994 in response to new regional and local population projections, major development proposals, and new studies indicating flooding potential in the area north of Kentucky Avenue that had been planned for residential development. Through numerous Planning Commission and City Council study sessions, the City developed 15 guiding principles for the General Plan as well as exploring various growth alternatives. Following development of these principles and consideration of several of the major issues to be addressed in the new General Plan, the City retained planning consultants Mintier & Associates in August 1994 to assist the City in its comprehensive update effort.

Through the winter of 1994 and spring of 1995, the City held a series of meetings and workshops to review information developed as part of the General Plan Update. In November 1994, the Planning Commission and City Council held a joint study session to discuss air quality considerations in the General Plan Update. This study session was funded in part by a grant from the Yolo-Solano Air Quality Management District. In January 1995, the City hosted a townhall meeting to review the overall goals and objectives of the Plan Update program and to consider proposed growth alternatives. The City Council and Planning Commission held subsequent study sessions during the spring of 1995 to discuss residential and nonresidential market demand, densities, and other critical issues.

Other City commissions, committees, and board also provided input into the General Plan, including the Traffic Safety Commission,

Commission on Aging, and Library Board. The Parks and Recreation Commission, Child Care Commission, and Historic Preservation Commission met several times and developed goals, policies, standards, and implementation programs for inclusion in the plan. An Agriculture Task Force also met twice and provided recommendations concerning methods for maintaining an urban limit line and preserving agriculture.

The policy direction provided by these commissions, and as developed by the Planning Commission and City Council through workshops and meetings laid the foundation for development of new policies and modification of existing policies for incorporation into this *Policy Document*.

Following release of the Draft General Plan and Draft Environmental Impact Report on the plan, the Planning Commission and City Council conducted six joint study sessions and public hearings on the Draft General Plan and Draft EIR during October and November 1995. After consideration of public input, the Planning Commission made recommendations to the City Council concerning the Draft General Plan in December 1995. The City Council then considered public input and the Planning Commission's recommendations and provided direction for preparation of the final General Plan in December 1995. City staff and consultants then made revisions to the documents and prepared the final General Plan for adoption and prepared the Final EIR for certification. The Planning Commission held a public hearing on the plan on February 22, 1995, and the City Council adopted the General Plan on February 27, 1996. Following adoption of the General Plan by the City Council, a referendum petition was submitted. The City Council placed the General Plan on the November 5, 1996 ballot. On November 5th, Woodland residents voted to keep the General Plan as adopted by the City Council on February 27, 1996.

In 2002, the City conducted a five year review and update of the General Plan and Background Report. This update included a comprehensive revision of the Housing Element, the addition of the energy policies, updating and making current General Plan policies and implementation programs, and preparation of an update addendum to the Background Report. The City Council adopted the Five-Year Review and Update Amendment on December 17, 2002.

ORGANIZATION OF THE GENERAL PLAN

The Woodland General Plan consists of two documents: the General Plan Background Report and the General Plan Policy Document. The General Plan Background Report, which inventories and analyzes existing conditions and trends in Woodland, provides the formal supporting documentation for general plan policy. It addresses the following eight subject areas:

- Chapter 1: Land Use, Community Design, Economic Development
- Chapter 2: Housing
- Chapter 3: Transportation and CirculationChapter 4: Public Facilities and Services
- Chapter 5: Recreational, Educational, and Community Services
- Chapter 6: Historic Preservation
- Chapter 7: Environmental Resources
- Chapter 8: Health and Safety

This *General Plan Policy Document* is divided into two main parts. Part I is a summary of the General Plan, describing the nature and purpose of the plan, highlighting the guiding principles of the plan, and outlining the plan's main proposals. It does not constitute formal general plan policy, but is rather a guide to understanding and interpreting Part II of the *Policy Document*.

Part II contains explicit statements of goals, policies, standards, implementation programs, and quantified objectives that constitute the formal policy of the City of Woodland for land use, development, and environmental quality. Part II is divided into chapters corresponding to the organization of issues addressed in the *General Plan Background Report* plus a final chapter on administration and implementation. These are as follows:

- Chapter 1: Land Use and Community Design
- Chapter 2: Housing
- Chapter 3: Transportation and Circulation
- Chapter 4: Public Facilities and Services
- Chapter 5: Recreational, Educational, & Community Services
- Chapter 6: Historic Preservation
- Chapter 7: Environmental Resources
- Chapter 8: Health and Safety
- Chapter 9: Economic Development
- Chapter 10: Administration and Implementation

Each chapter includes several goal statements relating to different subissues or different aspects of the topic addressed in the chapter. For each goal statement there are several policies that amplify the goal statement. Implementation programs are listed at the end of each policy section and describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. Chapter 1 (Land Use and Community Design) contains the Land Use Diagram, describes the designations appearing on the Diagram, and outlines the standards of population density and building intensity for these land use designations. Chapter 3 (Transportation and Circulation) contains the Circulation Diagram and a description of the roadway classification system. Chapter 2 (Housing) also includes a statement of quantified housing objectives required by state law as part of the housing element.

The following definitions describe the nature of the statements of goals, policies, standards, implementation programs, and quantified objectives as they are used in this document:

Goal: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Policy: A specific statement in text or diagram guiding action and implying clear commitment.

Standard: A specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.

Implementation Program: An action, procedures, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

Quantified Objective (Housing only): The number of housing units that the City expects to be constructed and the number of households the City expects will be assisted through Housing Element programs and based on general market conditions during the time frame of the *Housing Element*.

This *Policy Document* includes four supporting appendices. Appendix A is the City-County Urban Development Agreement and Appendix B is a Glossary of key terms used in the *Policy Document*. Appendices C and Dare informational appendices that do not constitute City policy but assist in implementing the plan. Appendix C is a general plan/zoning consistency matrix and Appendix D summarizes the City's Levels of Service guidelines.

In addition to the General Plan Background Report and General Plan

Policy Document, an *Environmental Impact Report* analyzing the impacts and implications of the *General Plan* was prepared following publication of the *Draft Policy Document*. The *EIR*, which is not formally part of the General Plan, was prepared to meet the requirements of the California Environmental Quality Act.

WOODLAND GENERAL PLAN CONTEXT

The following discussions briefly describe growth projections, physical constraints, and the issues that provide the context for preparation and adoption of this General Plan.

REGIONAL GROWTH PRESSURES

Woodland's location just 20 miles northwest of Sacramento places it within one of the fastest growing regions in the state. Located on I-5 and SR 113, with good access to I-80, Woodland is subject to major growth pressures. This General Plan projects Woodland's population to increase from 42,500 in 1995 to 66,000 in 2020, while employment is projected to increase from 15,400 to 25,400 during the same time period. Woodland has a statutory obligations to try to meet its projected fair share of regional housing needs. This General Plan creates the capacity to accommodate projected growth through 2020, and also sets policies and standards to ensure orderly and high-quality development along with provision of needed public facilities and services.

PHYSICAL CONSTRAINTS

Limited Available Infill Land

The City has successfully phased growth and physical expansion over the years, leaving only a limited amount of land in 1995 for residential infill development (and continued development of the Southeast Area). To accommodate projected growth over the long-term, Woodland must make additional land available for urban development, continue infill development, and encourage the re-use of underutilized lands. As discussed below, several physical constraints limit the ability of the city to expand.

Floodplains

Woodland is surrounded by watercourses that periodically flood: Cache Creek to the north and northwest, the Yolo Bypass and Sacramento River to the east, and Willow Slough to the south. Areas subject to 100 to 500 year flood events include the northern part of the city encompassing undeveloped land north of Kentucky Avenue and land east of County Road 102. In 1994, the U.S. Army Corps of Engineers completed a flood study of Cache Creek that indicated

greater flooding potential in the northern part of Woodland north of Kentucky Avenue. The area north of Kentucky Avenue was formerly designated for residential uses but was designated for nonresidential uses in the General Plan, consequently reducing available residential land to meet projected residential growth.

To minimize risks of property damage and potential dangers to residents, this General Plan designates most of the undeveloped land in floodplains for nonresidential purposes or urban reserve. Industrial development will be required to incorporate flood protection measures, and any consideration of future development within the urban reserve area will have to address flooding issues.

Wastewater Treatment Facilities and Capacities

The City's wastewater collection and treatment system constrains growth on both the east and west. The domestic wastewater treatment plant is located on the east side of the city along County Road 103. Immediately adjacent to the domestic treatment plant lies the City's 900-acre industrial wastewater treatment facility. These facilities constrain eastern growth since new development would either have to leapfrog these facilities, isolating the new development from the rest of Woodland, or the wastewater treatment facilities would need to be relocated to allow the land to be used for new development purposes. The General Plan calls for studying the possibility of using the 900acre industrial wastewater facility for urban development at some point in the future and designates this property and the surrounding area as urban reserve. The City's domestic wastewater treatment plant, however, represents a major City investment and the General Plan does not contemplate its relocation within the time frame of this General Plan (2020). Issues of compatibility of development adjacent to the treatment plant also limits the type and configuration of development that might be appropriate on the east. The location of the plant and collection trunk lines limits development on the west side of Woodland since the gravity flow design of the system cannot serve new development west of County Road 98.

Prime Agricultural Land

Yolo County is an agricultural area with rich soils and a variety of cultivated crops. Agriculture plays a major role in Woodland's economy through agricultural employment and agriculturally-related industry. Prime soils are located to the north, west, and south of the city, and the City and County have long maintained a strong commitment to protection of agricultural soils through the joint City-County urban development agreement. This agreement directs urban development to designated urban areas of cities.

The General Plan maintains the previous Urban Limit Line boundary on the west at County Road 98 and on the northwest about one-half mile north of Kentucky Avenue, but allows for some urban development on agricultural lands on the south since there are constraints to growth to the north, west, and east, as discussed previously.

COMMUNITY FORM AND CHARACTER

Woodland has a strong historic heritage, which is reflected in an impressive stock of historic buildings in its Downtown and surrounding neighborhoods. Woodland's agricultural setting is largely responsible for the community's distinct identity and plays an important economic role in Woodland. Another important asset is Woodland's stable residential neighborhoods with their diverse housing stock, mature trees and landscaping, sense of personal safety, and high level of community involvement. The General Plan seeks to build upon and expand these assets in Woodland.

Role of Downtown

Woodland's Downtown is an important symbol of the city's small-town atmosphere and historic heritage. Maintaining the Downtown as the center of government, specialty retail, entertainment, and culture is important to preserving Woodland's small-town atmosphere as the city grows. A centralized Downtown also helps knit the community together as a place where everyone in the community gathers.

Maintaining Downtown's central location and accessibility in the larger city is important to achieving this goal. Providing for new development to the south reinforces Downtown's centralized location and accessibility. It also increases the importance of East Street as a commercial corridor.

Residential Neighborhoods

Woodland is a family-oriented community of neighborhoods. To ensure that Woodland maintains its small-town feeling and quality of life, the General Plan seeks to preserve existing neighborhoods, and to promote development of new neighborhoods that incorporate the best qualities of existing neighborhoods. While new neighborhoods should reflect a mix of housing types and sizes, similar to the existing city, the General Plan also provides for larger-lot, or executive housing, in planned new development.

Separation of Industrial Development

By separating industrial activities from residential areas, Woodland has avoided many land use conflicts. Most industrial development is located in the northeastern part of the city, much of it north and east of I-5. The General Plan expands this area as the primary location for industrial development but also allows for additional industrial development north of Kentucky Avenue. In those areas where industrial areas abut residential areas, the Plan provides for buffering and limits on the types of industrial uses permitted.

Desire for Economic Development

The City wants to maintain a healthy balance of jobs and housing to reduce the need for commuting outside of Woodland and to attract commercial and industrial uses to improve Woodland's economy. Consistent with the City's *Economic Development Strategic Plan*, the General Plan promotes development of a diverse employment base, including some business park and research and development and biotechnology, capitalizing on Woodland's location near UC Davis and along and close to major transportation corridors. There are no substantive revisions to the Economic Development Chapter.

Public Facilities and Services

The provision and maintenance of public facilities and services, including water, sewer, storm drainage, law enforcement, fire protection, parks and recreational facilities, schools, child care, and library service, are important to the quality of life of Woodland residents. The General Plan addresses these services by setting service level standards that the City should strive to maintain, and by establishing the framework for financing the development and ongoing maintenance of these services.

Pedestrian, Bicycle, and Transit Opportunities

Promoting opportunities for pedestrian, bicycle, and bus travel is an important feature of the General Plan. Designing new development to encourage bicycling, walking, and bus use reduces the use of automobiles, with associated advantages of reducing air pollution and traffic congestion, and allowing those without cars to travel easily throughout the community. These development patterns also bring people out of their homes, creating friendlier neighborhoods, an important feature of Woodland's small-town feeling.

Guiding
PRINCIPLES OF
THE GENERAL
PLAN

The General Plan sets the framework for future growth and development within which Woodland can expand while still maintaining the small-town feeling and quality of life that are so important to Woodland residents. The major theme of the General Plan is to retain and build upon Woodland's small-town and neighborhood qualities while achieving an economically-healthy and self-sufficient community.

The following 15 guiding principles provide the foundation for the Land Use Diagram, Circulation Diagram, and the goals, policies, and implementation programs which constitute the formal substance of the Plan.

QUALITY AND CHARACTER

1. To retain and enhance Woodland's quality of life, its separate identity, and small-town characteristics.

This is the overriding theme of the General Plan and is reflected in every section of this document. The General Plan seeks to maintain Woodland's quality of life by preserving and enhancing the best qualities of its existing neighborhoods and promoting the development of new neighborhoods with similar qualities. At the same time, the Plan seeks to foster healthy and attractive commercial and industrial sectors. The General Plan seeks to preserve Woodland's unique identity by maintaining the city's distinct urban edge and surrounding agricultural open space, promoting the city's Downtown and historical resources, and its tree cover. The General Plan provides for extension and improvement of public facilities and services, along with the development of a variety of recreational, community, and cultural facilities to serve all segments of the city's population and workforce.

ORDERLY DEVELOPMENT

2. To achieve an orderly pattern of community development consistent with economic, social, and environmental needs.

The General Plan provides for urban development and expansion of associated services on a logical and incremental basis to accommodate projected population and employment growth through the year 2020. To facilitate this growth while retaining the community qualities so valued in Woodland, the General Plan calls for the preparation of specific plans for major new residential development. These specific plan areas are to be designed as planned neighborhoods with provisions for orderly growth, adequate infrastructure, and associated community and recreational facilities.

The General Plan encourages infill development and adaptive reuse of underutilized and vacant buildings. The General Plan also designates land for new commercial and industrial development to meet projected growth. Commercial development is concentrated in the Main Street and East Street corridors, while new industrial development is to be located in the northern and northeastern parts of the city.

ECONOMIC HEALTH

3. To provide for a diversified economic base with a range of employment opportunities for all residents.

Woodland has a strong commercial and industrial base and is well-located for continued economic development. The General Plan seeks to capitalize on Woodland's location and assets by supporting and assisting business development. To this end, the Plan designates sufficient land in a range of parcel sizes to accommodate projected demand and provides for services sufficient to meet industrial and commercial needs. The Plan also includes provisions for housing to meet the needs of new workers. The Plan seeks to diversify Woodland's economic base by promoting more primary-wage-earner jobs, through business and office parks, high-tech and bio-tech industries, research and development, and tourism.

AGRICULTURAL LAND

4. To preserve and protect prime agricultural lands and their uses in the areas between the Urban Limit Line and the boundary of the General Plan Area.

Woodland's surrounding agriculture is important for many reasons. It defines the city, it gives the city identity, and it plays a major role in Woodland's economy. To help maintain this important resource, the General Plan establishes an Urban Limit Line within which urban development will be considered if consistent with the goals and policies of the General Plan. Outside the Urban Limit Line, agricultural lands are designated for agricultural use. The General Plan also contemplates establishing a permanent urban limit line to preserve agricultural land outside the city in perpetuity.

Within the Urban Limit Line, the General Plan provides for the continuation of agricultural use of land until the need for urban development of the land is demonstrated and/or a substantial community benefit is provided. The policies of the General Plan ensure that development will occur in an orderly, contiguous manner to preserve agricultural use of land as long as possible.

DOWNTOWN

5. To revitalize the Downtown district as the heart of the city.

With a stock of historic buildings that tie the community to its past, Downtown is the center of community activity and a primary source of Woodland's identity. The General Plan seeks to preserve Downtown's central location and its function as a center for community activities by continuing the City's revitalization efforts and considering the effects of other land use decisions on Downtown vitality.

Housing

6. To promote the provision of adequate housing including a variety of housing sizes and types for all persons in the community regardless of income, age, gender, race, or ethnic

background.

The General Plan encourages a mix of housing types and densities that will provide Woodland residents with access to a full range of housing opportunities in terms of variety and cost and which will ensure that the City can meet its fair share of the region's housing needs. New development should provide for a mix of single family and multi family dwelling units. Within the various land use categories, the General Plan promotes a diversity of housing types. The General Plan seeks to attract a larger proportion of larger lot, or executive housing, than it has in the past. The Plan includes guidelines for the development of new residential neighborhoods and multi-family development to ensure high quality development.

TRANSPORTATION

7. To coordinate land and transportation planning measures to foster reduced dependence on automobile and increased opportunities for alternative modes of travel.

The General Plan coordinates existing and future land uses and roadways, seeking to maintain satisfactory traffic conditions. The General Plan also promotes development patterns that encourage walking, bicycling, and bus use.

PUBLIC FACILITIES AND SERVICES

8. To provide adequate levels of public service.

The General Plan requires public facilities to be developed and operational as they are needed to serve new development. New development must pay its fair share of the costs of developing needed facilities and services through a combination of development fees and other funding mechanisms. The City will continue to strive to improve the efficiency and quality of its public facilities and services.

PARKS AND RECREATION

9. To promote a wide range of parks and recreational facilities and activities.

The General Plan provides for a balance of active and passive recreational opportunities to serve all segments of the population. The General Plan provides for the development of a new community park and community center, along with new neighborhoods parks to be developed as part of new neighborhoods. The General Plan also provides for enhancement and maintenance of existing parks and promotes development of private recreational opportunities, such as a golf course.

EDUCATION

10. To plan for diverse educational opportunities and adequate school facilities.

The General Plan underscores the importance of adequate and high quality schools to Woodland's quality of life. To this end, the City will cooperate with the Woodland Joint Unified School District, the County Office of Education, and Woodland Community College to designate adequate and appropriately-located land for school facilities with sites selected to ensure safe access for students. The City will also pursue joint facility planning with local schools, including primary and secondary schools and Woodland Community College.

HISTORIC PRESERVATION

11. To preserve and enhance the historical and cultural resources of the Woodland area.

Woodland has an impressive stock of historic homes and structures, which is a source of civic pride and community identity. The General Plan encourages the preservation and rehabilitation of historically-significant buildings and promotes an understanding and appreciation of Woodland's history, architecture, and cultural resources.

NATURAL Environment

12. To protect and improve the quality of the natural environment.

The General Plan promotes the preservation of the area's natural resources, including creeks, native trees, and wetlands. The Plan promotes protection of water quality in Cache Creek and the area's groundwater through support of regional efforts and by encouraging water conservation and reuse. The Plan encourages regional efforts to improve air quality and encourages new development patterns to minimize negative effects on air quality. The Plan also promotes attempts to restore and maintain viable plant and wildlife habitat, particularly for endangered and threatened plant and animal species.

SAFETY FROM NATURAL HAZARDS

13. To prevent loss of life, injury, and property damage due to natural and manmade hazards.

The General Plan codifies requirements that new development be constructed to building standards to withstand effects of seismic activity and promote fire protection. The City requires new development in areas subject to flooding to be protected from flood damage. The General Plan also includes standards to protect residents from excessive noise, fires, explosions, and release of hazardous materials.

Personal Safety

14. To ensure that Woodland remains a safe place to live.

A sense of personal safety and security is a major feature of Woodland's small-town feeling and quality of live. The General Plan supports a high level of crime prevention and response, and requires

consideration of public safety in the development of public facilities such as parks, bicycle and pedestrian trails, and safe routes to school.

INTERGOVERNMENTAL COORDINATION

15. To foster increased cooperation and coordination among governmental entities.

Many of the challenges facing Woodland are regional concerns (e.g., water supply and quality, flooding, air quality) and require joint efforts by public agencies. To address multi-jurisdictional issues, the General Plan promotes communication and coordination with other agencies, including Yolo County, the Yolo-Solano Air Quality Management District, the Yolo County Flood Control and Water Conservation District, various state and federal agencies, the Woodland Joint Unified School District, Woodland Community College, Yolo County Board of Education, Sacramento Area Council of Governments, Yolo County Congestion Management Agency, Yolo County Transit Authority, and other cities in the county. Where feasible, the General Plan seeks to pursue joint facility planning to achieve cost efficiencies.

SUMMARY OF MAJOR GENERAL PLAN PROPOSALS

As indicated earlier, the formal policy content of the General Plan is contained in Part II of this *Policy Document*. Part II is divided into ten chapters, each of which deals with a broad topic and several subissues related to the main topic. The following is a chapter-by-chapter summary of the major proposals set forth in the Woodland General Plan, including references to show how the goals, policies, implementation programs, and diagrams in each chapter relate to the major themes described above.

CHAPTER 1: LAND USE AND COMMUNITY DESIGN

This part is the most tangible of all of the policy chapters in the *General Plan*. It contains the Land Use Diagram that prescribes uses for all of the General Plan Area, describes standards for each of the land use designations shown on the Land Use Diagram, and articulates a series of goals, policies, and programs designed to guide decisions concerning land use, development, and environmental protection in Woodland.

LAND USE DIAGRAM

The Land Use Diagram includes 18 land use designations falling within five major categories, as shown in the following chart:

CATEGORY	DESIGNATION	
Residential	RR	Rural Residential
	VLDR	Very Low Density Residential
	LDR	Low Density Residential
	MLDR	Medium-Low Density Residential
	NP	Neighborhood Preservation
	MDR	Medium Density Residential
	PN	Planned Neighborhood
	HDR	High Density Residential
Commercial	MU	Commercial/Residential Mixed Use
	NC	Neighborhood Commercial
	CC	Central Commercial
	GC	General Commercial
	SC	Service Commercial
	HC	Highway Commercial
Industrial	I	Industrial
	BP	Business Park
Public and Open		
Space	PS	Public Service
	OS	Open Space
	A	Agriculture
Reserve	UR	Urban Reserve

It is important that the users of this *Policy Document* understand that the goals, policies, standards and programs articulated in Part II are as important, if not more so, than the Land Use Diagram in representing the City's land use and development policy. Accordingly, any development proposals or review thereof must consider this *Policy Document* as a whole, rather than focusing solely on the Land Use Diagram or on particular policies and programs.

Following are summaries of the General Plan's key land use proposals according to each of the major designation categories that appear on the Land Use Diagram.

RESIDENTIAL LAND USE

The eight residential designations that appear on the Land Use Diagram combine with a set of residential and neighborhood development policies to create a strong foundation for preservation and maintenance of Woodland's existing healthy residential neighborhoods, improvement of other residential areas, and establishment of new residential development that follows principles that will create vital neighborhoods.

Residential policies of the plan emphasize two main themes. First, preservation and enhancement of the city's existing neighborhoods is promoted through maintenance and rehabilitation efforts and through continued infill development that maintains the character of existing neighborhoods. Second, new residential development is to occur in distinct, identifiable neighborhoods that incorporate a range of

support services essential to day-to-day living, including parks, schools, child care, and neighborhood shopping opportunities, and that encourage walking, bicycling, and transit use.

The *Rural Residential* designation is applied to the unincorporated county communities of Monument Hills and Willow Oaks. Within the Planning Area, this designation is applied only to a small area in the northwest part of the Planning Area, reflecting the existing pattern of currently unincorporated development in that area.

Existing residential areas are designated with a mix of designations. Low Density Residential is the primary residential category reflecting typical single family housing. Medium-Low Density Residential covers existing areas developed with single family homes and duplexes. The Neighborhood Preservation designation is intended to preserve the overall single-family-residential character of several older neighborhoods that include some existing multi-family housing and nonresidential development that continues to be viable. Medium Density Residential is found in various pockets throughout the community, as is High Density Residential, which includes apartments and higher density homes, for a combination of rental and ownership opportunities.

The *Planned Neighborhood* designation covers future residential areas in the southern part of the Planning Area. The Planned Neighborhood areas will be master planned as new neighborhoods through approved specific plans. Specific plans must include a mix of housing types and densities along with parks, schools, neighborhood commercial centers, and other institutional uses. Each specific plan must also include a plan for the provision of public facilities and services and phasing of development of the area. Upon adoption of a specific plan for the area, the Planned Neighborhood designation will be replaced by regular General Plan designations reflecting the locations of Very Low Density Residential, Low Density Residential, and Medium Density Residential designations, along with nonresidential designations.

The *Very-Low Density Residential* designation will provide for larger lot, or estate housing, to accommodate higher end housing.

COMMERCIAL LAND USE AND DEVELOPMENT

The General Plan includes six commercial designations, which allow for commercial and office uses. Most commercial development is concentrated along Main Street and East Street, forming a crossshaped commercial district.

The *Commercial/Residential Mixed Use* is found along the East Street corridor and is intended to provide a transition between commercial and residential land uses.

The *Central Commercial* designation applies to the Downtown core area along the Main Street, Lincoln Avenue, and Court Street corridors. This designation allows for a mix of retail, government offices, and entertainment use, and permits residential uses. Outside the Downtown, Main Street is designated for *General Commercial* uses, allowing for larger retail and office uses.

The East Street Corridor includes a mix of commercial uses. Southern East Street is designated with a concentration of *General Commercial* uses. The Plan envisions expansion of the mall, and designates the County Fairgrounds for *General Commercial* uses to allow for commercial development at the site if the Fairgrounds ever relocates. Other areas along East Street are designated *Service Commercial*, along with some areas north of Kentucky Avenue. *Highway Commercial* designations including the site for a proposed auto mall, are found at locations adjacent to I-5. *Neighborhood Commercial* uses are intended for smaller, neighborhood-oriented shopping centers to be developed in new neighborhoods.

In addition, the Plan promotes continued infill development and reuse of vacant and underutilized commercial centers.

INDUSTRIAL LAND USE AND DEVELOPMENT

The General Plan includes two industrial designations: *Industrial* and *Business Park*. The *Industrial* designation is applied primarily in the northern and northeastern parts of the city, separated from residential areas of the city. Reflecting the City's desire to attract primary-wage-earner jobs, such as high technology and biotechnology uses, two areas are designated for *Business Park* uses: one area north of Kentucky Avenue and east of West Street, and another area east of County Road 102 and south of Kentucky Avenue. The Plan also includes a chapter promoting economic development in Woodland.

PUBLIC AND OPEN SPACE LAND USE

Public uses represent an important element in the overall fabric of a community. Accordingly, this *Policy Document* provides a framework for development of such public uses as government offices and facilities, schools, and parks and recreation facilities. Recognizing the status of governmental services and Woodland's position as the county seat and an economic center, this *Policy Document* supports the maintenance of a vital public presence in Downtown. In addition, this *Policy Document* includes land use policies and programs that recognize and reinforce the essential role that public uses (i.e., parks and schools) play in the development and maintenance of healthy neighborhoods.

Lands surrounding the Planning Area are designated *Agriculture*, reflecting an important open space resource.

URBAN RESERVE

The General Plan designates the area east of County Road 102 and

south of Main Street as *Urban Reserve*, indicating that the City will study this area and consider it for future development. The *Urban Reserve* area surrounds the City's domestic wastewater treatment plant site and includes the City's industrial wastewater treatment facilities. Future development of most of the *Urban Reserve* area may depend upon the City relocating its industrial wastewater treatment facilities and converting the land to urban development. No development can occur within the *Urban Reserve* area without a General Plan amendment.

CHAPTER 2: HOUSING

This chapter includes goals, policies, and programs for the general provision of housing in Woodland and quantified objectives for the development of housing for the years 1991 through June 30, 1998.

The chapter includes six primary housing goals as follows:

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

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

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

CHAPTER 3: TRANSPORTATION AND CIRCULATION

The General Plan addresses several transportation issues that are critical to the continued development of Woodland. The Circulation Diagram depicts the proposed circulation system to support development under the Land Use Diagram. This circulation system is represented on the diagram as a set of roadway classifications that have been developed to guide Woodland's long-range planning and programming. Roadways are systematically classified based on the linkages they provide and their function, both of which reflect their importance to the land use pattern, traveler, and general welfare.

New roadways required to serve new development include an arterial north of and parallel to Kentucky Avenue in the northeastern part of the Planning Area and a new arterial south of Gibson Road to serve new residential development. In addition, several arterial and collector streets would be extended south to serve the new area of planned residential development.

In addition to addressing future roadway plans and improvements,

Chapter 3 of Part II of this *Policy Document* contains goals, policies, and programs related to the following issues:

- Street and Roadway System
- Residential Streets
- Automobile Parking
- Transit Facilities and Services
- Non-motorized Transportation
- Goods Movement
- Air Transportation

The overall emphasis of the policies and programs under these headings is the establishment and maintenance of a well-rounded transportation network that includes fully-connected and intersecting streets, pedestrian paths, and bike paths.

CHAPTER 4: PUBLIC FACILITIES AND SERVICES

An important result of comprehensive planning should be the assurance that all facilities and services needed to adequately serve development will be provided in a timely fashion. While the development of detailed plans for facilities and services is beyond the purview of the General Plan, the General Plan does establish a framework for guiding planning decisions related to facility development and service provision. The general emphasis of the policies and programs in Chapter 4 of Part II is on ensuring the provision and maintenance of adequate services, while discouraging unnecessary, wasteful, or inefficient extension of existing systems or development of new facilities. Specifically, this *Policy Document* contains goals, policies, and programs related to the following facilities and services:

- General Public Facilities and Services
- Public Facilities and Services Funding
- Water Supply and Delivery
- Wastewater Collection, Treatment, Disposal, and Reuse
- Stormwater Drainage
- Solid Waste Collection and Disposal
- Law Enforcement
- Fire Protection
- Public Utilities
- Information Technology

The policies and programs articulated under these headings will ensure that current and future residents of and businesses in Woodland are served by a well-rounded, efficient, and environmentally-sound system of public facilities and services.

CHAPTER 5: RECREATIONAL, EDUCATIONAL, AND COMMUNITY SERVICES

The diversity and quality of life in Woodland is reflected in its recreational, educational, and other community services. The City develops and maintains public parks, but this meets only part of the community's need for recreation. The need for park facilities and recreation services span all age and income groups. The General Plan sets the framework for an expanded park system with facilities to provide opportunities for a wide variety of recreational activities.

City decisions concerning growth and development affect school and child care facilities, and the City has an important role to play in the siting and planning of these facilities. The General Plan also promotes the expansion of library services and arts and cultural activities.

The goals, policies, and programs in Chapter 5 of Part II of this *Policy Document* articulate the City of Woodland's strong commitment to ensuring high quality recreational and educational opportunities for Woodland residents and visitors, and promote a high quality of life for all segments of Woodland's population. The policy content of the section is divided into the following 13 topics:

- Parks and Recreation Development Framework
- Diversity in Recreation
- Community/Senior Centers
- Education
- School Siting and Financing
- Child Care Supply and Quality
- Child Care Referral
- Elder Care
- Libraries
- Arts and Culture
- Community Involvement and Participation
- Community Diversity
- Family and Youth

CHAPTER 6: HISTORIC PRESERVATION

Woodland has a rich historic heritage, and contains many significant historic buildings, districts, events, and artifacts reflect its past. These are symbols of Woodland's unique heritage and identity. Demolition of several old landmarks has stimulated local interest in a preservation program to restore the city's older districts.

The General Plan sets the framework for comprehensive efforts to foster historic preservation in Woodland through a systematic program, community education, and coordination within the city and with other historic preservation groups.

The goals and policies of this chapter are organized topically according to the following categories:

- Historic Preservation- General
- Economic Incentives for Historic Preservation
- Historic Residential Neighborhoods
- Coordination of Historic Preservation Efforts
- Historic Preservation and Awareness
- Archaeological Resources

CHAPTER 7: ENVIRONMENTAL RESOURCES

Woodland's environmental resources--water, vegetation, wildlife, agricultural lands, and open space—contribute to the city's economy and are important elements in the quality of life of Woodland's residents. These natural resources exist in limited quality and are at risk of destruction or degradation through continued urban development. The General Plan seeks to balance the need for growth with the need for conservation and enhancement of the area's natural resources, frequently in cooperation with other agencies. This chapter addresses the following issues:

- Water Resources
- Fish and Wildlife Habitat
- Vegetation
- Open Space for the Preservation of Natural Resources
- Air Quality—General
- Air Quality—Transportation

CHAPTER 8: HEALTH AND SAFETY

This chapter contains goals, policies, programs, and standards designed to minimize the harmful effects of natural and man-made hazards. This information is organized under the following topics, each of which relates to specific conditions and concerns relevant to Woodland:

- Seismic and Geologic Hazards
- Flood Hazards and Protection
- Fire Hazards
- Aircraft Crash Hazards
- Hazardous Materials
- Emergency Response
- Noise

CHAPTER 9: ECONOMIC DEVELOPMENT This chapter addresses the economic development issues. Key issues include the maintenance and enhancement of the quality of the life in Woodland by retaining and encouraging the expansion of existing industries and businesses in the community; encouraging the development of new industries and businesses in the community thereby creating new jobs for Woodland residents; and preserving and enhancing the rich historic character of the community. Redevelopment and public and private partnerships will be important in stimulating these activities.

This chapter contains goals, policies and implementation programs that provide the framework for economic development for the city of Woodland. The goals and policies of this section are organized topically according to the following categories, each of which relates to a particular economic development focus.

- Business Retention and Expansion
- Business Attraction and Formation
- Downtown Economic Development
- Tourism

CHAPTER 10: ADMINISTRATION AND IMPLEMENTATION This final chapter contains goals, policies, and programs designed to ensure that the City of Woodland maintain a high level of attention to the General Plan by providing for routine review and update of the *Policy Document* and *Background Report* and ensuring that other City regulations and ordinances are consistent with the General Plan.