
Legislation Text

File #: 13-335, **Version:** 1

TO: THE HONORABLE MAYOR AND CITY COUNCIL

DATE: November 19, 2013

SUBJECT: Woodland General Plan Update - Report Back Concerning Land Use Plan and Update Progress

Recommendation for Action: Staff recommends that the City Council provide the following preliminary direction of advancing the General Plan Update:

- 1) Confirm that developing a flood solution, advancing job creation, promoting infill, and build-out of the Spring Lake Specific Plan are top priorities for the General Plan Update,
- 2) Confirm that subsequent new growth should be prioritized in the following sequence subject to defining appropriate land use and triggers for advancement of future planning and build-out of these areas: Master Plan Remainder Area, East Area, Northwest Area,
- 3) Confirm that a range of growth rates (through 2035) should be analyzed: 250 dwelling units per year (± 1.1 percent annual average or $\pm 5,500$ units over 22 years) and 400 dwelling units per year (± 1.7 percent annual average or $\pm 9,000$ units over 22 years),
- 4) Direct staff to prepare a preliminary land use map with these assumptions, seek community input including the General Plan Steering Committee and Planning Commission, and return to City Council no later than March 2014 with a recommended land use map and draft phasing and trigger language,
- 5) Accept revised key work tasks and schedule; and
- 6) Direct staff to return no later than January 2014 with a revised budget and contract amendments if necessary to complete the General Plan Update pursuant to the above recommendations.

Staff Contact

Cindy A. Norris, Principal Planner - 530-661-5911, cindy.norris@cityofwoodland.org

Fiscal Impact

The proposed General Plan update is authorized for funding in the Capital Budget in FY 2012/13 in the amount of \$917,000. An additional amount of \$183,000 will be requested in the FY 2013/14 Capital Budget for a total of \$1,100,000. The full fiscal impact associated with the General Plan Update is estimated at \$1.1 million. Staff will schedule a General Plan Update budget overview and discussion at a future meeting of the City Council.

Background

On October 15, 2013 the City Council held a workshop on the General Plan update at which time staff requested direction relative to growth assumptions and land use scenarios. The City Council directed that staff incorporate a flood solution into the land use assumptions, use a 1.7 percent growth rate, incorporate the City's 900 acres in the East Area, recommend possible priorities and phasing for consideration in future analysis, and return with an updated schedule and work plan. The Council indicated that they desire to have a plan that allows a degree of flexibility and responsiveness to the market, provides a sound fiscal and economic base, and enhances quality of life features for existing and future development.

Discussion

Phasing and Sequencing

At the October 15 meeting the Council confirmed their desire to honor commitments that have been made, through prior General Plan and Specific Plan efforts, to the Spring Lake Plan and Spring Lake Master Plan Remainder areas. An additional key priority voiced was the encouragement of infill development within current city boundaries. Further, the Council requested that staff incorporate possible additional growth areas for consideration, utilizing phasing or trigger points.

Phasing or trigger options can be applied to future growth in such a manner as to ensure support of multiple community goals. These goals will be varied and may include considerations such as job creation, economic development, advancement of rail relocation, reduction of vehicle miles traveled, and maximum utilization of existing community facilities (including schools) and services. The plan may specify what growth options would be considered once a comprehensive flood solution is achieved.

For example, while providing support to key growth areas to the south, the General Plan should provide flexibility for alternative development areas should development in the south not advance. A trigger policy statement could be provided to outline the concept that if after either a substantial amount of growth is reached in Spring Lake or after a specified time frame, development would be allowed in another growth area, as long as key criteria, such as implementation of a flood solution, has been achieved.

Staff has attempted to describe possible phasing of growth areas in ***Attachment 1*** (A -- Approximate Phasing for General Plan Growth Areas, and B -- Preliminary Growth Phasing Map). This information illustrates the continued priority of development areas such as Spring Lake and downtown infill, while identifying approximate time frames for additional development areas to be considered. As shown in the attachment, the Spring Lake Master Plan Remainder area is identified as being the first phase of "new" development within the time frame of 2015 through 2025. New growth areas to the east and northwest would be deferred until the Master Plan Remainder Area had an opportunity to build-out.

This Attachment outlines growth assumptions in increments as follows:

Present to 2025 -- In the first phase or decade, the following assumptions would be made:

- Infill and revitalization throughout the City will continue
- Spring Lake area will be assumed to build-out pursuant to the existing specific plan
- Existing land uses in the northwestern area may develop as currently designated, aided by a new design

overlay to be established to highlight the area around the freeway interchange as an important gateway into the City

- MPRA master planning will commence and be assumed to partially develop
- Annexation and tax sharing will be completed for Gateway II, the Woodland Commerce center, and the City's 22-acre property
- Flood control solution will be identified and substantially or completely implemented
- Rail relocation will be identified and substantially or completely implemented
- An analysis of the type and rate of growth over the decade will be performed and used to inform master planning for the next decade

2025 to 2035 - In the second phase, the following assumptions would be made:

- East Area master planning will commence and be assumed to partially develop
- East Street Corridor Plan is updated to incorporate the vacated rail right-of-way
- Industrial area will be assumed to develop/redevelop based on the attainment of flood control
- Infill and revitalization throughout the City will continue
- An analysis of the type and rate of growth over the decade will be performed and used to inform subsequent master planning and the next General Plan Update

Post 2035 - In this third phase, which would be implemented through a subsequent General Plan Update, the following assumptions would be made:

- Northwest Area master planning will commence and be assumed to partially develop
- Infill and revitalization throughout the City will continue

The second phase (2025-2035) directs growth to the East Area which does not require annexation and allows for investments in flood control and rail relocation to be capitalized. The land to the east is the closest physically to the sewer plant for ease of service and contain soils that are less valuable for agricultural purposes. Growth in this direction was identified as the "environmentally superior" alternative in the 1996 General Plan EIR. Furthermore, the east area may play a strategic role in the resolution of a number of issues of community importance such as the attainment of flood control and the relocation of rail.

The northwest area is primarily outside the existing city limits and contains valuable agricultural soils. Development other than currently designated in the General Plan is presumed most likely to occur no sooner than post-2035, outside of the horizon year of the subject General Plan Update.

The table identifies the use of a Specific Plan (SP) designation to reflect an intent to develop, but allows for deferral until later phases the process of determining the best type of specific development for the land. However, for the Master Plan Remainder Area and the East Area, the General Plan EIR would include assumptions for some amount of growth as part of the "cumulative" development analysis. For the northwest area, build-out of existing land uses would be assumed for the cumulative analysis.

Growth Rate

The Council has indicated that a long term plan which allows flexibility to consider growth in such a way as to provide options for the city's future is preferred. It is acknowledged that there are many possible methodologies and options by which a possible growth scenario may be framed. These options are dependent upon multiple factors, some of which are difficult to predict. On October 15, 2013, the City Council provided

direction to use a 1.7 percent annual growth rate.

Since the October 15 Council meeting there has been considerable discussion in the community about alternative growth rates and their implications for residential development. Staff has prepared a response to specific questions received concerning growth and related development implications in *Attachment 2*. As of January 1, 2013, Woodland’s estimated population was 56,908 and estimated housing units were 19,964. The following provides rough approximations of residential growth associated with different assumed rates of growth rates over the 22-year period from 2014 through 2035.

<u>Rate of Growth (pop)</u>	<u># of Dwelling Units</u>	<u>Units per Year Average</u>
0.8%	4,000 units	≈180/yr
1.1%	5,500 units	≈250/yr
1.7%	9,000 units	≈400/yr
1.9%	10,000 units	≈450/yr

For context, the City’s historic rate of population growth at key points has been as follows:

<u>Period</u>	<u>Ave Annual Rate of Growth (pop)</u>	<u>Average Annual Units</u>
2010 - 2012	0.9%	87/yr
2005 - 2009	1.1%	274/yr
2000 - 2004	1.4%	261/yr
1995 - 1999	2.2%	276/yr
1990 - 1995	2.1%	158/yr

Analysis

In order to bracket the upcoming discussion and provide more information for Council and the public to consider, staff is recommending preliminary analysis of two rates of growth - 5,500 units through 2035 and 9,000 units through 2035. The first would provide an analysis of “projected absorption” over the 22 year plan horizon. The second, as directed by Council, would provide an analysis of “maximum growth” over the same period. This range of analysis will provide the basis for Council and the community to further assess important policy issues, including infill incentives, infrastructure capacity and service levels, density and intensity of development, and precise language for triggers and phasing.

After preparation of this analysis and a period of community outreach (see discussion of schedule below), staff proposes to return to Council with a preliminary land use plan, yield tables (to show how development would result from different growth rates), phasing and trigger language, and any additional alternatives that emerge from the community outreach efforts. Following that point, the consultant team will undergo testing of the map in topical areas necessary to begin to frame out key policies and plan text. In response to the Council’s October 15th direction, these areas would be more focused in scope and would likely include infrastructure, fiscal/economics, and traffic.

Revised Schedule and Tasks

Mid November 2013 Council concurrence on interim assumptions for analysis

December 2013 Prepare preliminary land use plan - uses and sequencing

Jan -- Feb 2014 Community outreach on land use, phasing, and rate of growth, (Steering Committee, property owners, community workshop, Planning Commission). Input on development of land use map and key policies.

March 2014 Prepare land use map, yield tables, initial phasing and trigger language, and other public alternatives. Return to Council for confirmation.

Feb -- April 2014 Preliminary Testing - identify key information necessary to move forward with process (infrastructure, fiscal/economic, traffic, etc.)

April - May 2014 Steering Committee and Planning Commission for input on specific key issues if necessary.

March - June 2014 Write Draft General Plan and CAP

June - July 2014 Community Outreach on the Draft General Plan and CAP

August - October 2014 Prepare Draft EIR; complete all necessary technical analysis

Nov - Dec 2014 Community outreach on Draft EIR, Draft General Plan, and CAP

Jan - Feb 2015 Prepare Response to Comments

Mar - Apr 2015 Hearings and adoption (Final EIR, General Plan, CAP)

Conclusion

Staff recommends that the City Council provide the following preliminary direction of advancing the General Plan Update:

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Prepared by: Cindy A. Norris, Principal Planner

Heidi Tschudin, General Plan Project Manager

Reviewed by: Ken Hiatt, Community Development Director

Paul Navazio, City Manager

Attachments: 1A - Approximate Phasing for General Plan Growth Areas
1B - Preliminary Growth Phasing Map
2 - Response to Recent Questions