



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 an 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. Wyckoff 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

2. Planning Context

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.

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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.

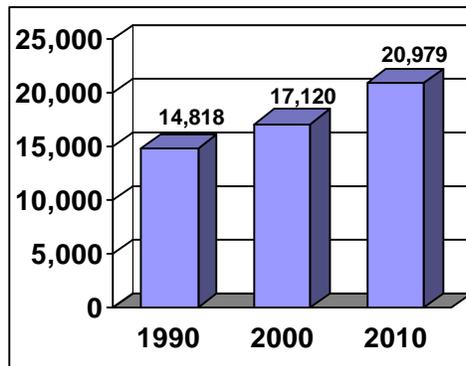
- Smaller lodging facilities with attractive amenities, primarily serving the business market, are viewed as compatible with the development in the Downtown, but not within the Gateway Revitalization area.

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



Woodland Housing Unit Growth

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.

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 infrastructure 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.

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.

 *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

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.

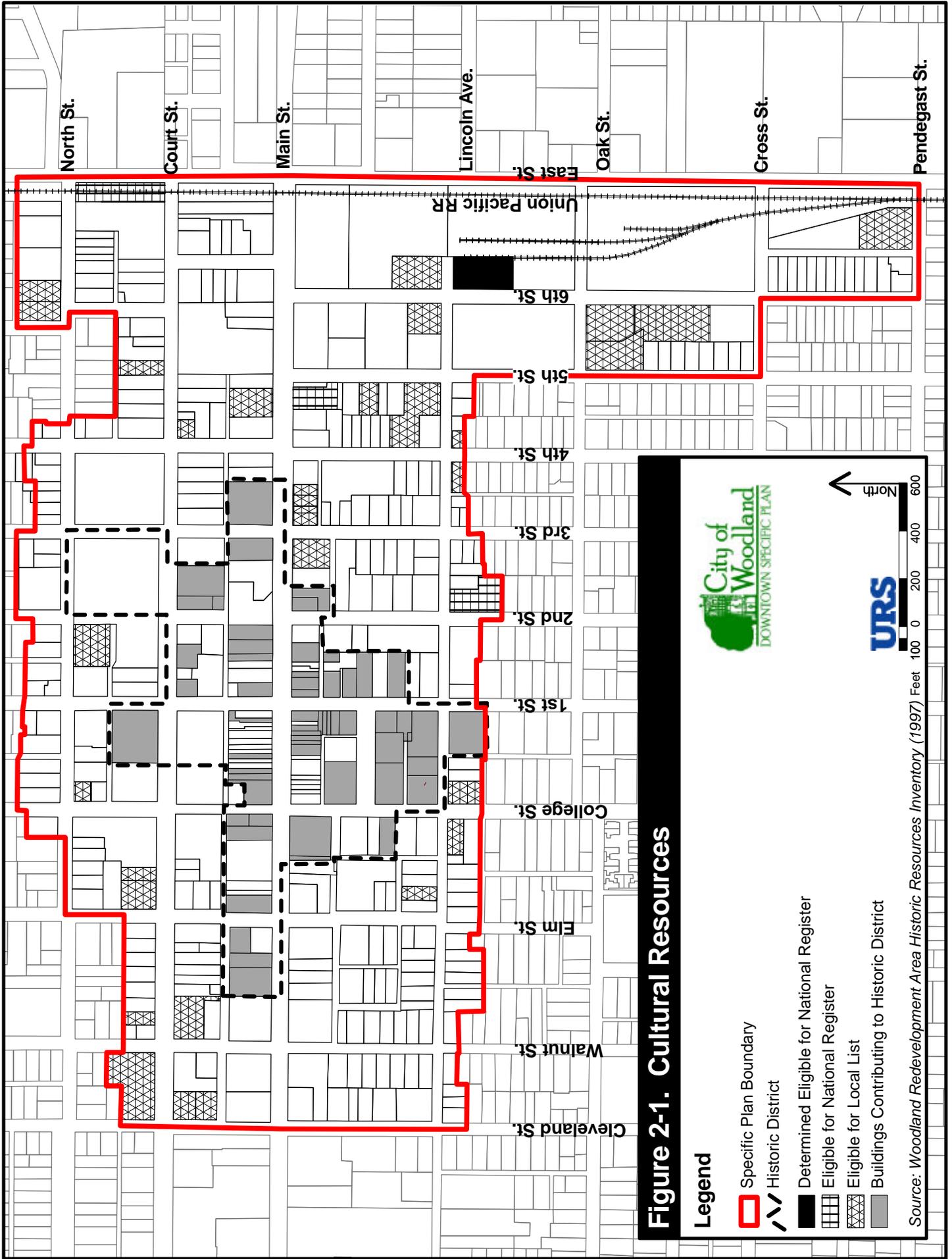


Figure 2-1. Cultural Resources

Legend

-  Specific Plan Boundary
-  Historic District
-  Determined Eligible for National Register
-  Eligible for National Register
-  Eligible for Local List
-  Buildings Contributing to Historic District

Source: Woodland Redevelopment Area Historic Resources Inventory (1997) Feet 100 0 200 400 600



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.
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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.
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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.

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

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 accessible 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*

- 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.

<p>GOAL 4.A</p>	<p>To ensure the timely development of public facilities and the maintenance of specified service levels for these facilities.</p>
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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.
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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.
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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.

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- 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.

2. Planning Context



Please see the next page.