



TO: THE HONORABLE MAYOR AND CITY COUNCIL  
AGENDA: City Council Regular Meeting  
DATE: November 17, 2020  
ITEM #: G.13  
SUBJECT: Woodland Research and Technology Park Draft Specific Plan

**Recommendation for Action:** Staff recommends that the City Council receive a presentation on the Public Review Draft of the Woodland Research and Technology Park Specific Plan and an outline of the public review process over the coming 4-6 months including planned community and stakeholder engagement approach.

**Staff Contact:**

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**Fiscal Impact:**

As directed by City Council, the City has entered into an Agreement for Advance of Funds with the project applicant to process the Woodland Research and Technology Park Specific Plan. The advanced funding agreement outlines a payment plan to cover, in advance, all costs associated with processing the Specific Plan. There are no General Fund impacts associated with processing the Specific Plan application.

As part of the project evaluation, a fiscal impact analysis is being prepared to identify the net fiscal impact of the project on the city. The project entitlements will include a Development Agreement between the city and project proponents which will, among other items, include terms necessary to address any fiscal deficits resulting from the project.

**Report in Brief:**

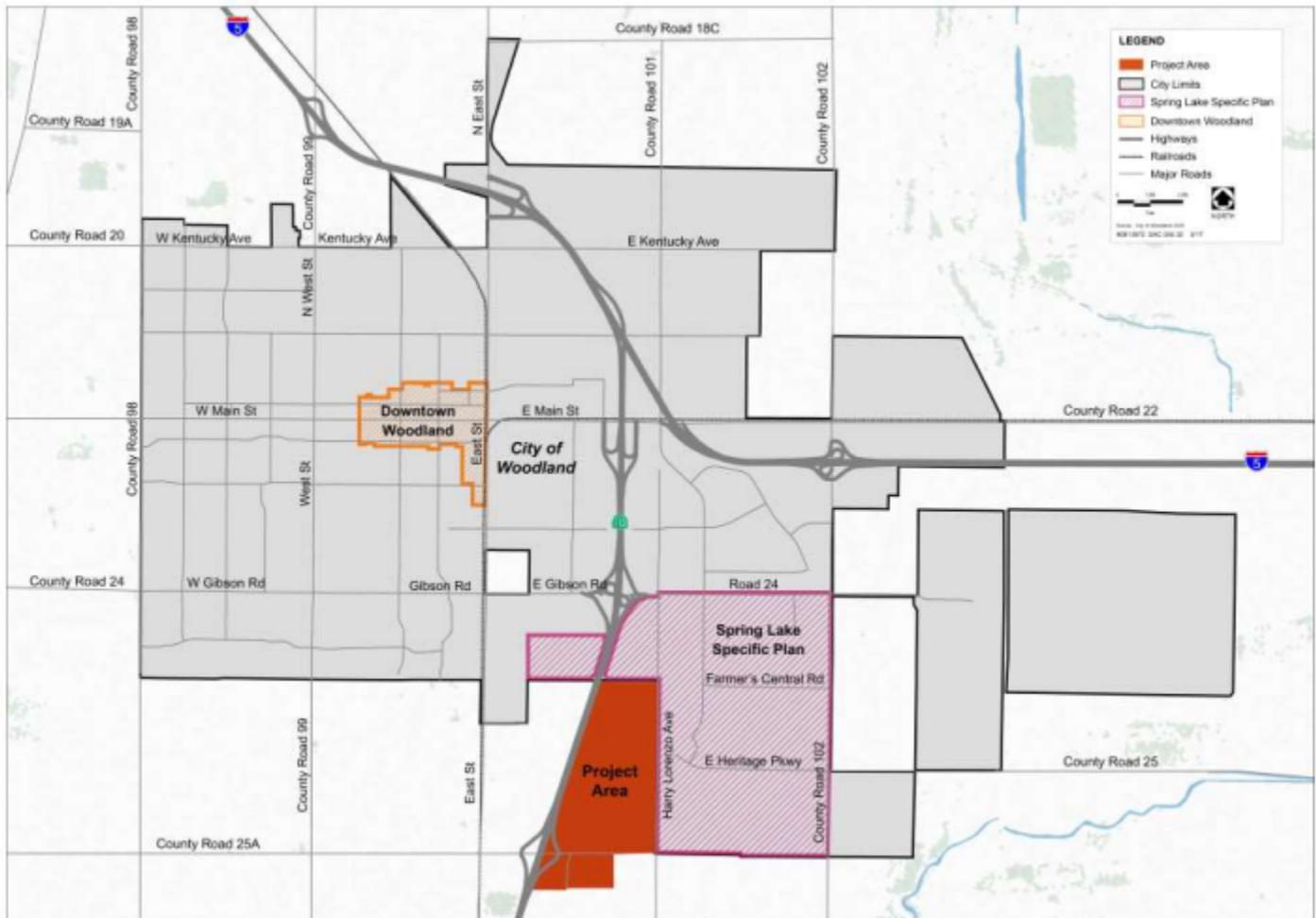
The November 17, 2020, Woodland City Council meeting will officially launch the public review process for the Woodland Research and Technology Park Specific Plan project with the availability of the Public Review Draft document now online ([www.CityofWoodland.org/ResearchPark](http://www.CityofWoodland.org/ResearchPark)) and in hard copy at City Hall, at the City Library and at the Community and Senior Center. Over the coming months, city staff and the applicant team will hold a series of public meetings with community members and stakeholders to formally present the plan (and Draft Environmental Impact Report to follow), respond to questions and collect important feedback that will be considered in the preparation of the final Specific Plan, prior to adoption. At the November 17 meeting, it is not anticipated that the City Council will provide formal comments on the draft document, but rather receive the project update and provide input regarding the community outreach approach. As such, this staff report outlines the community engagement process and anticipated timeline, provides a high level overview of the proposal including the Woodland Research and Technology Park guiding principles, the Specific Plan document framework, and a summary of key documents to follow the release of the Draft Specific Plan.

**Background:**

On March 6, 2017, the City received Planning Application PLNG17--00017 for the Woodland Research and Technology Park Specific Plan ("Specific Plan"). The Specific Plan area ("Plan Area") is comprised of all or portions of six (6) individual parcels of land encompassing 351 acres and is located adjacent to the Spring Lake Specific Plan neighborhood to the north and east, County Road 25A and the Urban Limit Line to the south, and

is bound by State Route (SR 113) to the west, as shown in Exhibit 1, below. The applicant team consists of five property owners, representing all six parcels of land located within the Plan Area.

As described in the 2017 planning application, *"The Specific Plan is proposed as a new type of employment center that also includes a range of housing options, a commercial mixed-use town center focused around a central green and connected by a multi-modal street network and trail system. Although the City anticipates that agricultural-related research will be a major focus of the Specific Plan, the plan will also support an environment of innovation in flexible formats for a wide variety of businesses in medical and veterinary, biotech, engineering, and other fields."*



### EXHIBIT 1 - Specific Plan Area Vicinity

On June 7, 2017, the City Council voted unanimously to authorize the preparation of the Specific Plan based on a finding of consistency with the vision and policies of the City of Woodland 2035 General Plan for the southern “new growth” area (SP1A). Specifically, the General Plan envisioned development of SP1A as a *"mixed-use neighborhood anchored by a research and technology business park in the ‘Southern Gateway’...The highest intensity of development will occur within the business park area, providing a prime opportunity for job creation within Woodland."*

Since City Council’s authorization to proceed, the applicant team has worked in partnership with the City to prepare the necessary entitlement package to bring the Specific Plan forward for consideration and adoption. Prior to implementation of a Specific Plan, various entitlements are required and entail approval action by the

City Council as the lead agency and/or other responsible agencies such as the Yolo Local Agency Formation Commission (LAFCo). The following entitlements (typical of specific plans generally) will apply to the proposed Woodland Research and Technology Park ("WRTP") project:

- 1. Certification of the Environmental Impact Report (EIR) and Mitigation Monitoring Plan** - City Council will take action to approve and certify the project EIR and Mitigation Monitoring Program for the Specific Plan.
- 2. Specific Plan Approval and General Plan Amendment** - City Council will take action to approve the Specific Plan and amend the General Plan to create a new City of Woodland land use designation of Woodland Research and Technology Park Specific Plan and amend the Woodland City Limit boundary.
- 3. Prezoning** - City Council will take action to approve the “pre-zoning” of the land within the specific plan boundary based on the approved land plan in preparation of subsequent annexation of the project site into the Woodland City Limit.
- 4. Financing Plan and Development Agreement** - City Council will approve a project Financing Plan and Development Agreement for the WRTP to provide certainty and mutual assurances to the City and the project applicant regarding plan implementation and build-out.
- 5. Annexation** - City Council will authorize and direct staff to pursue annexation of the project area into the city limit, which will go before LAFCo for review and approval.

The Draft Specific Plan is recently completed and now available for public review (see Attachment 1). AECOM, the City's environmental consultant for the project, is currently finalizing the Draft Environmental Impact Report (DEIR). The Environmental Impact Report presents an analysis of the environmental impacts of adoption and implement of the Specific Plan. It is anticipated that the DEIR will be released for public review in December. (Please see the Discussion section below for a detailed outline of the public outreach and entitlement review process.)

Since June 2017, the City has also completed several efforts that bear a direct relationship with the adoption and implementation of the Specific Plan including finalizing a tax sharing agreement with the County; working with Yolo LAFCo to ratify the 2018 Municipal Service Review and Sphere of Influence update; the preparation and adoption of an Agricultural Land Mitigation Ordinance; adoption of the Yolo Habitat Conservation Plan and Natural Community Conservation Plan (HCP/NCCP) and an update of the City's Affordable Housing Ordinance. These provisions provide a foundation for implementation of the Specific Plan. As outlined in Chapter 6 of the draft document, the Specific Plan will comply with the City's Affordable Housing and Agricultural Land Mitigation Ordinances and will incorporate specific environmental protection and mitigation measures consistent with the Yolo HCP/NCCP.

## **Discussion:**

### **WOODLAND RESEARCH AND TECHNOLOGY PARK GUIDING PRINCIPLES**

In May 2017, the City of Woodland adopted a comprehensive update to its General Plan, setting the stage for future growth and development within its Urban Limit Line (ULL) through the year 2035. A key focus of the General Plan is economic development and job growth. The Plan Area is specifically envisioned within the General Plan as a natural extension of the city, ideally located and positioned for jobs and housing

development. General Plan Policy 2.L.2 provides further guidance for the Plan Area:

*General Plan Policy 2.L.2 - "Promote development of SP1A as a mixed-use residential district anchored by a research and technology business park in the Southern Gateway area at CR 25A and SR 113. Concentrate the highest intensity of development within and in close proximity to the business park area, with lower density, largely residential uses to the north. Encourage sustainable development through the use of renewable energy sources and water conservation tools with the goal of striving to achieve zero net energy at the building and neighborhood level to the extent feasible."*

Based on this General Plan guidance, the following WRTP Guiding Principles, outlined in Chapter 1 of the Specific Plan, provide the overarching vision and desired outcome for development within the Plan Area:

### **1. Innovation**

*The Plan Area will develop as a state-of-the-art innovation center campus for technology, research and development, and office uses. Flexibility in design and implementation is supported, allowing businesses to respond to market demand through phasing of construction and the ability to offer a variety of building types and sizes. Complementary uses within immediate proximity to the business park, including hotel, commercial, employee-serving retail and recreational opportunities will support day-to-day needs of businesses, their clients and their employees.*

### **2. Technology Capture/Talent Retention**

*Collaboration with UC Davis, Woodland Community College and others will bolster start-up businesses and growing mid-to-large size companies through technology transfer and IP sourcing. The Plan will accommodate advanced technology-related jobs and training that allow a greater number of Woodland residents and college graduates from the Woodland Community College and throughout the region to live and work in the community, generating an infusion of intellectual capital.*

### **3. Business Partnerships**

*Companies locating in the Tech Campus will have the opportunity to take positive advantage of the existing and thriving seed, food, and agricultural-based industries currently located and doing business in and around Woodland. Access to additional resources and new markets, new ideas, materials and expertise will grow through strategic partnerships with new and existing businesses in Woodland.*

### **4. Sustainable and Resilient**

*The Plan Area will lead in energy efficiency and sustainable design. Development within the Plan Area will incorporate cutting edge green building practices. Land use strategies and transportation demand management will reduce vehicle miles traveled and facilitate the use of alternative fuel vehicles. The city's urban forest canopy will be increased and projects will incorporate naturalized stormwater management. These and other measures will contribute to meeting City goals for greenhouse gas reduction by 2035 contained in its 2035 Climate Action Plan.*

### **5. Gathering Place**

*A successful Village Center and featured 11-acre linear park will provide a mix of social gathering spaces for employees, residents, and visitors to connect, recreate, and relax. These informal*

*networking opportunities will foster greater innovation and engagement among the workforce and allow for the balanced integration of work and life that the next generation of professionals seek.*

## **6. Connectivity/Mobility**

*A combination of well-designed complete streets, protected bicycle lanes, and pedestrian / bicycle greenways will prioritize the pedestrian experience throughout the Plan Area. Well-connected parks, open spaces and greenbelts will encourage residents and employees to walk, bike, or scooter rather than drive to work, home and play. Existing bike trails and greenbelts will extend from and connect to the adjacent community including nearby schools, community center and shopping center. A shared mobility hub will serve as a point of connection for those arriving and departing the Tech Campus by various forms of alternative transportation – including micro transit stops and fixed bus routes with frequent service to Downtown Woodland and UC Davis. Amenities to support last mile active transportation alternatives are featured, including bike and scooter share services.*

## **7. Healthy Community**

*Connected streets with bicycle and pedestrian facilities, trails, accessible parks and open spaces with passive and programmed recreation will facilitate and encourage active, healthy living. Access to healthy foods through community gardens, a farmer’s market and/or fresh produce market in the Village Center will be promoted. A mix of social gathering places will enable employees and residents to come together for fun and relaxation, boosting emotional wellness.*

## **8. New Neighborhoods/Seamless Transitions**

*Diverse, high quality and attractive new neighborhoods and housing options, including single and multi-family residential units and mixed-used projects will allow Tech Park employees to live and work close by and “move up” within the same neighborhood as families grow or nests are emptied. Land use and circulation planning, coupled with design and development standards will ensure a thoughtful transition between the Plan Area and the adjacent Spring Lake neighborhood, complementing the established community.*

Implementation Policies derived from these Guiding Principles can be found in Chapter 2 of the Specific Plan. Specific Plan Policies speak to Land Use, Design, Suitability, Open Space, Streetscape and Mobility, and Economic Development, with several policies closely mirroring those adopted as part of the 2035 General Plan. Consistent with the 2035 General Plan growth assumption for this area (SP1A), the 350 acre Plan Area will accommodate 2.2 million square feet of office, commercial and research/technology space, approximately 1,600 residential housing units and 21 acres of parks and open space, network trails and greenbelts at build out. Approximately 5,000 jobs are anticipated at build-out.

## **SPECIFIC PLAN FRAMEWORK**

The Woodland Research and Technology Park Specific Plan, is comprised of seven chapters that work together to guide orderly development of the Plan Area in line with the above listed Guiding Principles, as well as the design and technical guidance to achieve this vision, and the implementation and administrative steps to carry out the project. The Specific Plan document itself is organized as follows:

**Chapter 1 - Introduction and Vision:** identifies the vision and organizing principles that guide the physical

form and development patterns of the Plan Area. In addition to the Guiding Principles listed above, Chapter 1 describes the project's regional context, the many strengths of the Woodland community and its agricultural heritage that make Woodland a natural fit for an innovation campus focused around food, health and life science.

**Chapter 2 - Land Use Framework:** presents the Specific Plan guiding policies, depicts the overall land use plan and districts that constitute the Plan Area. Chapter 2 describes the three core districts that make up the 350 acre Plan Area, including the Technology Park District, The Village Center District and the residential Villages District and how each of these districts come together to provide a complete and unique "Work, Live, Play" community. The Land Use Plan, also provided in Chapter 2, lays out the land use zones within the three core Districts. The thoughtful layout of zones/uses within the 350 acre Plan Area provides a seamless transition from the Spring Lake neighborhood located immediately east and north of the Plan Area, through to the Technology Park District located adjacent to SR 113 on the west. See Exhibit 2, below, Chapter 2, Section 2.3.1, *Introduction of the Land Use Zones*, and Chapter 3, Section 3.2.4, *Description of Zoning Categories*, for further description of the Land Plan and zoning designations.

**Chapter 3 - Land Use Regulations, Development Standards and Design Guidelines:** defines the permitted uses, development standards, regulations and provides design recommendations and guidance for individual projects. Chapter 3 lays out the specific entitlement and design requirements for both commercial and residential development with emphasis on high quality design, pedestrian interaction/interface and appropriate transitions between the various zones and land use within the Plan Area.

**Chapter 4 - Mobility and Circulation:** describes the network to accommodate the movement of vehicles, pedestrians and bicyclists. A foundational element of the Plan Area, Chapter 4 outlines a circulation program that prioritizes pedestrian, bicycle and other alternative/active transportation modes to encourage fewer automobile dependent trips to work, home and to recreational activities. The project's planned mobility hub, The Union, is described in Chapter 4. At project build out, The Union will serve as *"the nucleus of the alternative transportation system providing integrated access to intra-city as well as inter-city transit service. The Plan Area's seamless network of roads, bike paths, and sidewalks combined with a variety of transportation services will offer multiple choices to support "last mile" connectivity. Located at the Village Center, The Union will be designed to accommodate a range of potential alternative transportation choices..."* See Chapter 4, Section 4.2.2, *Shared Mobility Hub*, for additional facility details.

**Chapter 5 - Public Utilities and Services:** describes plan-wide utilities of water, wastewater, storm drainage, electric, natural gas, communications and the public services of parks, schools, law enforcement, fire and solid waste. Chapter 5 identifies the backbone infrastructure necessary to serve the Plan Area. Utility infrastructure will be constructed to ensure compliance with all applicable service and improvement standards, and state and federal laws and regulations.

**Chapter 6 - Implementation:** describes implementation procedures and strategies for financing and maintenance of public facilities and services. California Government Code Section 65451 requires that Specific Plans include programs of implementation strategies related to regulatory changes, programs, financing strategies and public works projects needed to carry out the proposed land use, infrastructure and development standards outlined in the Specific Plan. Chapter 6 provides a summary of the methods by which the Specific Plan will be implemented and provides discussion on the sequencing and financing programs that demonstrate compliance with General Plan policies and the vision, goals and policies of the Specific Plan.

**Chapter 7 - Administration:** outlines the Specific Plan process and its relationship to the subsequent

entitlement processes, describes the administrative procedures to implement and amend, interpret and enforce the Specific Plan.

## LEGEND

LDR	LOW DENSITY RESIDENTIAL
VCLDR	VILLAGE CENTER LOW DENSITY RESIDENTIAL
MDR	MEDIUM DENSITY RESIDENTIAL
VCMR	VILLAGE CENTER MEDIUM DENSITY RESIDENTIAL
HDR	HIGH DENSITY RESIDENTIAL
HDR/CCO	HIGH DENSITY RESIDENTIAL WITH COMMUNITY COMMERCIAL OVERLAY
VCMU	VILLAGE CENTER MIXED USE
RTP	RESEARCH & TECHNOLOGY PARK
RTP/TO	RESEARCH & TECHNOLOGY PARK WITH TRANSITIONAL OVERLAY
RTP/CCO	RESEARCH & TECHNOLOGY PARK WITH COMMUNITY COMMERCIAL OVERLAY
RTP/RFO	RESEARCH & TECHNOLOGY PARK WITH RESEARCH FLEX OVERLAY
HC	HIGHWAY COMMERCIAL
OS	GREENBELTS, OPEN SPACE, PROMENADES
VCOS	VILLAGE CENTER OPEN SPACE



## EXHIBIT 2 - Land Use Plan

As noted in the Draft Specific Plan (Chapter 6, Section 6.2.3, *Subsequent Implementation*)

*Documents/Analysis*), additional documents will be prepared following adoption of the Specific Plan:

**Conceptual Plan for the 11-acre linear park, The Yard**, to guide phased park improvements, and ensure pedestrian and bike paths internal to the park connect to the external network trail and greenbelt system.

**Comprehensive planting and street tree palette** shall be developed for each District to guide both private and public landscaping improvements. Street Furnishings, Street Lighting Palettes and Gateway monuments (25A/Road B and Road B/Marston) shall be included as part of this effort.

**Comprehensive Transportation Demand Management strategy**, in conjunction with key stakeholders, and identifying check in points to demonstrate efficacy.

**Coordination with the Yolo County Transportation District and UC Davis** with policies of the Specific Plan to insure timely provision of transit service and appropriate funding mechanisms in place.

**Mobility Hub Master Plan**, identifying the dedication of necessary Right of Way with the first tentative map in the location of the planned facility (Road B at the Village Center).

**Climate Action Plan Checklist**, modified as necessary to achieve Greenhouse Gas Reduction targets.

The provision of these subsequent documents will be outlined in the project Development Agreement including the process by which the documents will be evaluated and approved.

## **TECHNICAL ANALYSIS TO FOLLOW RELEASE OF THE DRAFT SPECIFIC PLAN**

With the release of the Draft Specific Plan, additional project analysis will be completed and made available for public review including the following:

- 1. Draft Environmental Impact Report (DEIR)** - informed by technical studies and existing conditions evaluation, the DEIR examines the environmental impacts of the proposed plan and identifies potential changes in the environment that would result from implementation of the plan. Where potential environmental impacts are anticipated, the DEIR identifies mitigation strategies to eliminate or reduce impacts.
- 2. Fiscal Impact Analysis** - estimates the public costs and revenues that result from plan implementation.
- 3. Financing Plan** - details the costs for construction and operation of backbone infrastructure, public facilities, and operational costs necessary for development anticipated under the Specific Plan. New development within the Plan Area shall be fiscally and financially neutral both in terms of capital costs (financing of infrastructure) and ongoing costs (generation of sufficient general fund revenue to support ongoing maintenance and operational costs) to the greatest extent feasible.
- 4. Development Agreement** - a tool that in concert with the Specific Plan development policies and standards, the EIR Mitigation and Monitoring Program, and the goals/objectives of the General Plan, sets the standards and conditions that will govern the development of the plan.

Formal presentation of these documents will be consistent with the public review and project entitlement timelines described below.

## **COMMUNITY OUTREACH AND PLAN APPROVAL PROCESS 2020-2021**

Over the coming months, the project applicant team and city staff will meet with the community and local stakeholder groups to reintroduce the project and review the content make up of the Specific Plan. A detailed outline of the review process is provided below, Exhibit 3, and as Attachment 2 to this report). Key components of each of the Specific Plan chapters listed above will be presented and an opportunity for questions and community/stakeholder feedback will be provided.

As a result of Covid-19 and social distancing requirements, it is anticipated that a majority of these meetings will be held online via Zoom or similar platforms. As noted previously, the Draft Specific Plan is now available online and hard copies are available at City Hall, at the City Library and at the Community and Senior Center for in-person review. As additional supporting documents are completed, they too will be made available online and in the locations noted.

Information regarding the availability of the Specific Plan and related documents as well as public meetings and governing board hearings will be provided via an email listserv, social media posts and when appropriate, public notification in the Daily Democrat and/or community mailers. At any time throughout the review process, the public may submit comments, questions or concerns by way of email ([ResearchPark@cityofwoodlandorg](mailto:ResearchPark@cityofwoodlandorg)) or by calling (530) 661-5886.

## COMMUNITY OUTREACH & ENTITLEMENT PROCESS 2020/2021

ANTICIPATED TIMEFRAME	ACTION ITEM	NOTIFICATION
NOVEMBER 2020	Introduce Draft Specific Plan at City Council and Planning Commission, concurrent with publication of draft plan online	Draft Plan published online CC/PC – Agenda, informational Email to WRTP listserv*
DECEMBER 2020	Circulate Public Review Draft EIR; open public comment period (45+ day)	Email to WRTP listserv Draft EIR published to City website
DECEMBER 2020 - FEBRUARY 2021	Community and Stakeholder Outreach / Neighborhood Meetings; Commission Meetings	Email to WRTP Listserv Mailers (as appropriate) Notice in Daily Democrat Other media posts
JANUARY 2021	Public Hearing at Planning Commission for Draft EIR + Formal Presentation of Draft Specific Plan; public comment period on EIR closes following PC hearing and 45+ day public comment period	Email to WRTP listserv Notice in Daily Democrat
FEBRUARY 2021	Presentation of Specific Plan, Fiscal Impact Analysis and comments on Specific Plan and DEIR to City Council; CC to provide direction to staff	Email to WRTP listserv CC – Agenda, informational
FEBRUARY/MARCH 2021	Edits to Specific Plan and EIR based on feedback received from public, PC, CC	Final Draft Specific Plan and Final EIR published to City website
MARCH 2021	Follow on neighborhood/stakeholder meetings as needed	
MARCH 2021	Finalize Financing Plan and Draft Terms of Development Agreement(s)	
MARCH 2021	Final Draft Specific Plan + Final EIR to Planning Commission for formal action/recommendation to City Council	Email to WRTP listserv Notice to Daily Democrat
APRIL 2021	Final Draft Specific Plan + Final EIR, Financing Plan and Development Agreement to City Council for formal action	Email to WRTP listserv Notice to Daily Democrat
MAY 2021	LAFCo process for annexation	Email to WRTP listserv Public Notice as required
<i>*FOR ALL PHASES, ADDTL OUTREACH TO INCLUDE NEXTDOOR, FACEBOOK, MAILERS/PUBLICATION IN THE DAILY DEMOCRAT AS APPROPRIATE</i>		

### EXHIBIT 3 - Community Outreach and Entitlement Process

#### Conclusion:

Staff recommends that the City Council receive a presentation on the Public Review Draft of the Woodland Research and Technology Park Specific Plan and an outline of the public review process over the coming 4-6 months including planned community and stakeholder engagement approach.

Prepared By: Erika Bumgardner, Business Development Liaison

Reviewed By: Brent Meyer, Acting Community Development Director/ City Engineer

**Attachments:**

1. Public Review Draft Woodland Research and Technology Park Specific Plan
2. Community Outreach and Entitlement Process 2020-2021