

Introduction

For the purposes of evaluating different growth rates and their implications on the pattern of future land use, a growth scenarios analysis helps to tie the City's potential future development to the projected Year 2030 population. The projected Year 2030 populations are outlined in **Chapter 2, Background Analysis**.¹ The different development scenarios represent low, medium, and high rates of growth. The resulting Year 2030 populations are 7,664 persons (low), 9,822 persons (medium), and 12,048 persons (high). The 2009 population estimate of the City was 5,287 persons², which reflects a 44 percent increase over the Year 2000 U.S. Census population of 3,670 persons.

The future land use plan is an important planning tool for the City to manage the type, pattern, and scale of future development. The plan is to be used to guide decisions relating to zone change requests, annexations and sphere of influence adjustments, as well as future transportation and utility infrastructure investments. Upon adoption, the land use plan will be used to determine the requisite transportation improvements (through any necessary amendments of the Citywide Circulation Study³), together with the capacity requirements for the water and wastewater systems and other public facility and service provisions.

The land use designations reflected on the plan will directly correspond with the districts of the new zoning ordinance. In this way, the intended character of development that is expressed by the land use plan will be implemented by the zoning ordinance. This assures quality, sustainable development that is compatible with the existing, adjacent uses.

Distinguishing Community Character

The term "land use" literally relates to the use of land. However, the design of individual uses, districts, and neighborhoods influence the "look and feel" (character) of development. Therefore, the character of an area is more distinctly defined by the intensity of development, the arrangement of buildings and parking areas, the preservation and use of open space, and other design features.

For instance, Downtown and the originally settled portions of Williams have a grid street pattern with alleys, a broad variety of home styles, varying setbacks and building orientations, and different means of – or no - garage access. This traditional form of development differentiates the older areas of Williams from the more recently developed neighborhoods. The more contemporary areas are heavily patterned and largely characterized by consistent setbacks, expansive driveways and on-site parking areas, larger-scale buildings, and monotonous design. The same principles apply to nonresidential development where strip centers and individual commercial sites produce a much different character of development than Downtown.

It is this combination of land use and design that determine the compatibility and quality of development. Aesthetic enhancements, such as attention to building scale, abundant landscaping and screening, sign control, and site amenities, also contribute to the appeal of a neighborhood or commercial area. It is each of the above considerations that collectively are responsible for Williams' character and the impressions left on visitors and passers-by.

¹ Table 2.2: Population Projections, Williams General Plan (Draft 02.26.10)

² California State Department of Finance (Population Estimates for Cities, Counties, and State, 2001-2009 and Historical Census Populations of Places, Towns, and Cities in California, 1850-2000)

³ Draft Report, Omni Means, Ltd., October 2007

Mixing character types is usually disruptive. For instance, constructing a standalone store or office building with on-site parking in the midst of a downtown block can damage the fabric of that block by breaking the storefront façade “enclosure” and creating an undesirable gap for pedestrians. Conversely, siting a larger all brick home amidst the traditional, original town neighborhood can disrupt the uniqueness and disturb the historic character of the area. Plans, policies, and regulations must be mindful of the context in which development or redevelopment occurs.

The City’s current land use plan is based solely on the use of land as it is divided into low, medium, and high density residential; retail, heavy, and highway commercial; and light and heavy manufacturing. The determination of the residential designation is driven by use (e.g. detached or attached units) and lot size. The distinctions between the commercial and industrial designations are based on the classifications and assumed relative intensities of different uses.



A character-based system differs from the City’s current use-based system in that each of the above developments may be permitted in the same land use (or zoning) district. A use-based land use and zoning system would require each of these to be in separate districts even though their relative densities and thus, impacts (e.g. traffic, utility demands, etc.) are the same. In this way, while the form of development or type of house may be different the character remains the same. This is so as a character-based system uses density and open space measures to control – and ensure – the intended character. The density and open space controls may hold the density constant (density neutral) or may allow a bonus as means to provide incentive to preserve open space and resources or to achieve other community objectives. There are many benefits of a character-based system among them includes:

- the ability to determine and realize the intended character of future development;
- an increased assurance as to development outcomes;
- improved compatibility within and between districts;
- increased flexibility to protect natural resources and open space;
- fewer zoning map amendments and streamlined approval;
- increased certainty in the development process;
- ability to better plan for infrastructure needs;
- mixed use projects on a by-right basis; and
- buffering that is commensurate with the level of impact.

About the Land Use Scenarios

The land use scenarios relate to the use of land (e.g. residential, commercial, industrial), but also reflect the intended *character* of development. This approach observes the use of land with an added focus on the relative relationship among the land areas that are used for buildings, landscaping, and vehicular use areas. Rather than emphasizing the separation of uses into different districts, a character-based system relies upon a mix of open space and intensity controls to ensure that development within each district has a predictable character. In this way, by using these measurable controls, a site may accommodate different types of housing or forms of development while preserving the intended character (see inset for more information). This will help William’s meet its requisite housing requirements, protect against monotonous subdivisions (versus neighborhoods), and achieve desirable outcomes.

The land use scenarios delineate the future use and character of development within the City limits and a part of the Sphere of Influence (SOI) that is planned to accommodate development by the Year 2030. The amount of SOI development will depend on the rate of growth and the character of development. For instance, much less land area will be needed to accommodate the projected population if it is urban residential rather than suburban or estate residential.

The land use designations are shown in **Table 1, Land Use Districts**. The table reflects the districts and the allowable development types within each district, where applicable, together with the lot sizes, percentages of open space, and densities for the residential districts and heights, percentage of green space, and floor area ratios for the nonresidential districts. The individual districts and the rationales are described below.

Table 1, Land Use Districts

District	Development Type	Lot Size	Open Space	Density
Agriculture	Cluster	1 ac.	90%	0.08
Estate Residential	Single Family	2.5 ac.	10%	0.35
	Cluster	1.0 ac.	35%	0.50
Suburban Residential	Single Family	20,000 sf.	15%	1.35
	Cluster	10,000 sf.	35%	1.80
	Planned (with mixed housing types)	4,000 sf.	50%	3.25
Urban Residential	Single Family	6,000 s.f.	15%	4.17
	Cluster	4,000 sf.	25%	4.75
	Planned (with mixed housing types)	2,500 sf.	35%	5.00
	Multiple Family (2-story)	2,500 sf.	45%	9.00
District	Development Type	Height	Green Space	Floor Area
Commercial	Retail	1-story	10%	0.34
	Office		12%	0.61
	Retail	2-story	12%	0.45
	Office		15%	1.00
Downtown	Residential, Elderly	up to 4-story	10%	1.20
	Residential		5%	2.70
	Mixed Use		5%	1.90
Business Park	Office and Warehousing	up to 3 story	20%	0.88
Industrial	Manufacturing and Warehousing	1 story	10%	0.77

Agriculture – The character of the surrounding rural area is dominated by agricultural fields, pasturelands, and orchards; where homes are customarily an accessory to the principal agricultural use. The landscape is accented by a few farmsteads, outbuildings, and mostly an unbroken, flat horizon leading westward to the mountain range and state game refuge.

The purpose of the Agriculture district is to preserve the rural, agricultural character and by doing so, managing a contiguous and efficient pattern of urban development. This also helps to preserve a definitive edge to the community and protect its freestanding state. To achieve the intended rural character, the district is designed with 90 percent open space and a one acre minimum lot size. Any residential development would be clustered to maintain an open viewshed. This preserves agricultural productivity and minimizes land use conflicts.

Estate Residential – South Williams resembles an estate residential character by reason of its larger lots and small acreages, together with intermixed expanses of open space in the form of pastures and orchards. The result of this pattern is a visual openness. Due to larger tracts and an increased separation between properties the buildings are visually apparent yet secondary to the open landscape.

The purpose of the Estate Residential district is to provide a rural lifestyle within a municipal setting and with access to public utilities. The existing large lot development is informal, meaning that it has occurred on an individual lot basis rather than within an estate development. The district allows 2.5 acre single family tracts, which is a common size among what presently exists. A minimum 10 percent open space is required with an estate development for storm drainage, buffering, and recreation purposes. Alternatively, and particularly where development occurs proximate to an established orchard, a clustered development of one acre lots and 35 percent open space is also permitted. Clustered would offer a 43 percent density bonus while also preserving open space and the natural landscape.

Suburban Residential – The distinguishing factors of the Suburban Residential character is increased open space, both on larger individual home sites or cumulatively throughout a development, together with preserved open space within and between buildings and developments. Open space and vegetative cover are essential for creating a balance between building mass and “green mass”. Suburban development may be in the form of small acreages or large lots, or clustered around common open space.

The Suburban Residential district affords three development types. A single family development may have near half-acre, 20,000 square foot lots with 15 percent open space. The use of 10,000 square foot clustered single family lots with 35 percent open space offers a 33 percent density bonus. An additional 81 percent bonus is afforded for a planned development, which requires a minimum open space 50 percent. This development type is suitable to accommodate regional storm drainage improvements, to preserve established orchards or agricultural operations, or simply to integrate passive open space and/or recreational facilities. A planned development would require more than one housing type to achieve maximum densities.

Urban Residential – An urban residential character is reflective of the City’s more recent neighborhoods, particularly including Valley Ranch and Nicolaus Estates. These developments are characterized by smaller lots, reduced dimensions around and between homes, and high building coverage and impervious ratios. Developments of this character type are usually highly patterned, meaning that they have uniform setbacks and similar building mass and scale. The home orientation and garage access are also near identical from lot-to-lot.

The Urban Residential district includes four development types ranging from single to multiple-family with options for clustered and planned development. As the lot size decreases the density correspondingly increases, with increasing percentages of open space to preserve the intended character. The single family development type includes 6,000 square foot lots, similar to the current single- and two-family zoning districts.⁴ It requires 15 percent open space, which will accommodate the City's park and recreation facilities dedication requirement, together with provisions for bufferyards within and between adjacent developments.⁵ A cluster development may reduce the average lot size to 4,000 square feet per dwelling unit with 25 percent open space allowing a 14 percent density bonus. A planned development with a variety of dwelling unit types and hence, an average lot size of 2,500 square feet per unit requires 35 percent open space. A two-story multiple family development requires a comparable 2,500 square feet per dwelling unit and a minimum 45 percent open space, which accommodates common open space and provisions for adequate bufferyards.

Neighborhood Conservation – The Neighborhood Conservation district envelopes all existing neighborhoods, plus those for which a tentative map has been submitted to the City. The purpose of this district is to establish unique standards that match the circumstances at the time of development and presently. It also prevents creation of nonconforming uses and situations caused by the application of new or different standards. Essentially, standards may then be established that are commensurate with the built environment, including certain allowances and waivers to allow building additions and improvements.

There are no standards outlined for this district in *Table 1, Land Use Districts*, above. These standards will be written concurrently with the zoning ordinance rewrite.

Commercial – The Commercial district is for office, retail, and related businesses outside of the defined Downtown district. These commercial districts include single or multi-tenant buildings on individual sites, which are characterized by on-site parking. Their character will be differentiated by way of scale limitations and design and siting standards. For instance, in the context of an abutting neighborhood, a commercial development would be limited in building mass and height, together with other performance and site design standards (e.g. access, circulation, parking and loading, lighting, noise, etc.) to ensure compatibility.

The development types include one and two-story buildings, with the difference in floor areas attributable to building height and required parking. The percentage of green space is increased for offices and two-story buildings to accommodate public space and buffering from adjacent uses.

Downtown – The Downtown district is for the immediate downtown core along Seventh Street south of E Street, as well as on both sides of E Street stretching from Sixth Street to Eighth Street. Downtown is intended to have an urban character, which is a result of building enclosure due to narrow or no setbacks, preferably a minimum two-story building height, high building coverage and floor area ratios, and on-street or off-site parking.

Downtown is intended for commercial office and retail uses, as well as high density residential use. The floor area ratios are calibrated for (minimum) two to four story buildings, which may be for any individual use or a mixture of allowable uses. A floor area ratio is used in place of density to allow maximum flexibility as to residential unit size thereby accommodating both small and large units.

⁴ This includes the Residential One Family (R-1) and Residential Two Family (R-2) districts.

⁵ Chapter 16.36, Park and Recreation Facility Dedication/Fee

The two residential development types allow for on-site parking beneath the structure for elderly housing and off-site parking for all other residential unit types. A higher percentage of green space is required for elderly housing to accommodate outdoor space (e.g. gardens, plazas, etc.). The mixed use arrangement may include any combination of uses with provision for on- and off-street parking.

Business Park – The Business Park district is intended for the Valley Ranch nonresidential development, as well as other highly visible areas with I-5 frontage. The purpose of this district is to result in a planned environment with a higher standard of development. It may include uses that are traditionally designated as “light” industrial including offices and warehousing where operational activities occur mostly indoors, or where provisions are made for a heightened appearance and quality development standard.

The Business Park district allows up to three-story buildings with 20 percent set-aside for common green space. A higher percentage of green space is to create a campus-like setting with ample land for public space, landscaping, and buffering between sites and around the perimeter of the development. A floor area ratio of 0.88 would allow a building of approximately 172,500 square feet on a 4.5 acre site, for instance.

Industrial – This land use designation is to accommodate larger-scale and/or more intensive industrial uses, which may include manufacturing uses and those with outdoor operations and storage. This will accommodate the existing uses along the railroad as well as the long-standing industrial area in Southeast Williams.

This district is designed to accommodate a broad assortment of one-story industrial developments. A minimum 10 percent green space is to allow adequate provision for perimeter bufferyard treatments. Bufferyard and other site design standards will be established dependent upon visibility and proximity.

Review of the Land Use Scenarios

There are three future growth and development scenarios that are tied to the low, medium, and high projections of population for the Year 2030 (see *Chapter 2, Background Studies*). For simplicity, each consecutive scenario is consistent with the prior scenario with respect to the planned future use and character. This is not to say however, that changes may not be made or that alternative scenarios may not be considered. Certainly, different variations may be considered by the City. For the purposes of evaluating their relative impacts on the population, following are the assumed average densities for the above described residential land use districts:

<u>District</u>	<u>Density Range</u>	<u>Average Density</u>
Agriculture	0.00 to 0.08	0.08
Estate Residential	0.35 to 0.50	0.43
Suburban Residential	1.35 to 3.25	2.13
Urban Residential	4.17 to 5.00 ⁶	3.48

The average persons per household is assumed to be 3.7, consistent with the 2000 U.S. Census.⁷

⁶ The density for multiple-family is excluded from the average density of the Urban Residential district so as not to unreasonably skew the average upward. The added population resulting from multiple family development is accounted for in the Downtown district.

⁷ This varies from the population density factor of 3.03 persons per residential dwelling unit used in Chapter 16.36, Parks and Recreation Facilities Dedication/Fee. Final determination of this factor is yet to occur.

The acreages of land use types and their respective populations by scenario are as follows:

Population Estimates and Projections		Population	Actual Change			
2009 Estimate		5,287			--	
Year 2030 Low		7,667			2,380	
Year 2030 Mid		9,822			4,535	
Year 2030 High		12,048			6,761	
Growth Scenarios	Variables	Residential District			Subtotal	Total
		Estate	Suburban	Urban		
Scenario A	% Residential Land Use	0.0%	0.0%	100.0%	100.0%	
	Acres	0.00	0.00	198.00	198.00	198.00
	Density (Units/Acre)	0.43	2.13	3.48		
	Persons per Household	3.70	3.70	3.70		
(Density) x (PPH) x (Acres) =	Total Persons	0	0	2,549	2,549	7,836
Scenario B	% Residential Land Use	36.1%	17.9%	46.0%	100.0%	
	Acres	204.00	101.00	260.00	565.00	565.00
	Density (Units/Acre)	0.43	2.13	3.48		
	Persons per Household	3.70	3.70	3.70		
(Density) x (PPH) x (Acres) =	Total Persons	325	796	3,348	4,468	9,755
Scenario C	% Residential Land Use	30.3%	20.0%	49.7%	100.0%	
	Acres	240.00	158.00	393.00	791.00	791.00
	Density (Units/Acre)	0.43	2.13	3.48		
	Persons per Household	3.70	3.70	3.70		
(Density) x (PPH) x (Acres) =	Total Persons	382	1,245	5,060	6,687	11,974

Source: Kendig Keast Collaborative, 04.16.10