

CITY OF YUBA CITY
STAFF REPORT

Date: March 2, 2021

To: Honorable Mayor & Members of the City Council

From: Development Services Department

Presentation by: Benjamin Moody, Development Services Director

Summary

Subject: Yuba City's 12 Growth Policies, Resolution 05-049

Recommendation: Provide direction to staff as how to proceed with reviewing and updating the City's Growth Policies.

Fiscal Impact: Staff time associated with review and analysis of the policies

Purpose Statement:

Initiate a review of the City's 12 Growth Policies to determine if and how the policies need to be updated to align with current information and needs.

Background:

On December 2, 2019, Council conducted a special meeting on impact fees and held a high-level workshop to review the 2005 adopted, "12 Growth Policies" and how they impact development and the changes that have occurred since the time they were adopted, (see attached staff report).

Discussion and questions were provided by the City Council regarding the Growth Policies current relevancy with the changes that have occurred since their adoption. Additionally, through work and communication by the Development Impact Fee Ad Hoc Committee, and a recent request by the Mayor at the February 16, 2021 Council meeting, staff is bringing forward an agenda item for Council to consider how they would like to proceed with reviewing and updating the Growth Policies.

Analysis:

When the Growth Policies were adopted in 2005, it was at a point in time that was very much different for the City compared to today regarding rapid population growth, limited/undermined impact fees, a lack of Master and Specific Plans for roadways and utilities, etc. The Growth Policies were put in place to establish a check on uncontrolled growth and to bring development into compliance with the goals of the City's new General Plan.

Recognizing Council's request to review and update the Growth Policies to align with current goals and needs of the City, staff is asking for direction as to how the City Council would like to proceed. Potential options include:

Option 1:

Provide staff direction to analyze the policies and bring recommendations back to the City Council for consideration, with the goal of the changes being to reflect current information, updated policies, information from the Development Impact Fee Ad Hoc committee, and align with a “Open for Business” mind set.

Option 2:

Expand the scope of the Development Impact Fee Ad Hoc Committee to study and review the Growth Policies, and make recommendations to the City Council as to amendments and/or updates to bring them in line with the current needs of the City. The Development Impact Fee Ad Hoc Committee would be required to comply with the Brown Act.

Option 3:

Create a new ad hoc committee, the “Growth Policy Review Ad Hoc Committee” to study and review the Growth Policies and make recommendations to the City Council as to amendments and/or updates to bring them in line with the current needs of the City. If this committee is established for less than a year, i.e., it is “ad hoc,” the Brown Act does not require special noticing of the meetings, etc.

Either of these options would initiate the processes needed to begin evaluating the policies for update.

Fiscal Impact:

It is anticipated that there will be staff support required for the analysis and / or coordination of committee meetings. Staff costs are accounted for within established budgets with priorities set by the Council.

Alternatives:

Do not direct staff to consider changes to the adopted 12 Growth Policies; Staff would continue to apply the Policies as new projects are submitted for processing.

Recommendations:

Provide direction to staff as how to proceed with reviewing and updating the City’s Growth Policies.

Attachments:

1. December 2nd, 2019 Staff Report reviewing the 12 Growth Policies

Prepared by:

/s/ Benjamin Moody
Benjamin Moody
Development Services Director

Submitted by:

/s/ Dave Vaughn
Dave Vaughn
City Manager

Reviewed by:

Finance
City Attorney

SM
SLC by email

Attachment 1

CITY OF YUBA CITY
STAFF REPORT

Date: December 2, 2019
To: Honorable Mayor & Members of the City Council
From: Development Services Department
Presentation by: Brian Millar, Interim Development Services Director

Summary

Subject: Workshop to discuss the City's 12 Growth Policies adopted in 2005
Recommendation: Review the 12 Growth Policies and provide direction to staff if changes to the Policies are to be considered
Fiscal Impact: There will be no fiscal impact to the General Fund to complete the discussion on the 12 Policies. There is minor staff time associated with conducting the workshop.

Purpose Statement:

Staff is seeking City Council input on the City's 12 Growth Policies, adopted in 2005, to determine their applicability in 2019, and if any amendments to the Policies are warranted.

Background:

City Growth: 2000-2019:

In 2000, the City had a population of 36,758. Growth in Yuba City was occurring rapidly, as noted below by significant annual population increases, some of which was due to annexation of developed lands:

Year	Yuba City Population
2000	36,758
2001	45,506
2002	46,792
2003	48,505
2004	51,034
2005	57,975

During this period, peak housing production occurred in 2004, when 1,008 new housing units were produced in the City. These actions, combined with developer interest in growth in and around the City, prompted the City to update its General Plan and to consider adoption of specific policies that would regulate growth in the following years.

The following years began to see a slowing of growth in the City. This also coincided with the slowing of the housing market in general in California, particularly starting in 2008, when Yuba City saw only 57 new housing units constructed.

The City's July 2019 population was estimated to be 67,646. This represents a population gain of 1,948 residents over the last decade, since 2010, or about a 3 percent increase in population (about 200 new residents per year). This slower growth rate is reflected in building permit activity for new residential units, as shown below.

Year	New Residential Units: (Single Family / Multi Family)	Total Annual No. Units
2010	18 / 0	18
2011	14 / 0	14
2012	14 / 29	44
2013	50 / 0	50
2014	50 / 10	60
2015	45 / 4	49
2016	47 / 0	47
2017	38 / 0	38
2018	33 / 0	33
2019 (year-to-date)	31 / 0	31
Total Housing Units: 2010 – 2019:		384

2005 Adoption of 12 Growth Policies:

The City adopted a comprehensive update to the General Plan in 2004 that identified intended locations and intensities of land use, as well policies related to provision of necessary City services and utilities, in response to planned growth. As a corollary action to the General Plan update, the City Council and Planning Commission conducted Study Sessions on January 25 and February 15, 2005. The Study Session focused on City Growth Policies as they related to future development of the City's Sphere of Influence, and a strong developer interest in pursuing new development. At the conclusion of the February 15 meeting, Council took several actions:

- Amended the City's Specific Plan and Master Plan map to include properties along Township Road as a Master Plan area;
- Directed staff to proceed with processing of development projects located outside of the city boundary, but to not allow final approvals until General Plan implementation measures were put in place, including ensuring availability of adequate sewer and water capacity for these new projects; and
- Directed staff to meet with the development community to review the Growth Policies Council had been considering.

Subsequently, at the meeting of March 15, 2005, Council approved Resolution 05-049, adopting 12 Growth Policies addressing new development within the City's Sphere of Influence, with new development to be regulated through either the Specific Plan or Master Plan process. The policies, discussed below, address a wide range of issues that are related to growth, including provision of utilities, payment of fees, and project design.

2019 Workshop on the 12 Growth Policies:

In order to allow development to proceed in an orderly manner within the City's Sphere of Influence, the City Council adopted the below-noted Growth Policies. These included the requirement for a Development Agreement prior to property annexing to the City, acknowledging, "To this end the City can influence the rate of growth, the location of growth, the timing of growth, level of service, and the provision of municipal services including sewer and water and public safety services."

Staff has requested the Growth Policies be revisited by City Council as there have been changes to the Yuba City area since the Growth Policies were enacted in 2005. And, as noted above, growth rates have slowed significantly since adoption of the Growth Policies.

Analysis:

Following is a list of the 12 adopted Growth Policies, along with a staff response associated with each of the policies, to help guide Council discussion

1. Schools Policy: Prior to the City finalizing a development agreement, the developer will have a letter from the affected school district stating that the developer has satisfied their requirements for school infrastructure. This would generally apply to any developments over 4 residential units. The School District would expect, at a minimum, that all residential developments enter into a Mello Roos District and that depending on the size of development, land dedication and school development may be an alternative, subject to negotiation with the District.

Staff Response: The City requires evidence from affected school districts that residential developers have paid applicable school fees prior to issuance of building permits. For larger subdivisions, the City ensures the affected school districts are included as part of project referrals. Staff does not recommend any changes to this policy.

2. Affordable Housing Policy: All residential subdivisions will include an affordable housing component that meets the minimum production standard of affordable housing outlined in the regional compact with SACOG adopted by the City of Yuba City in November 2004. There are a variety of options of how best to meet the affordable housing requirement. These options would be subject to negotiations between the City and developer.

Staff Response:

Three major projects have been approved by the City since adoption of the 2005 Growth Policies – the Sutter Heritage Master Plan (2006), the Walnut Park West Master Plan (2008), and the Lincoln East Specific Plan (2010). The Lincoln East Specific Plan is also recognized in Housing Element Policy (H-C-6), calling for provision of a minimum 10% of the units be affordable. This project has not yet been developed.

The City has not enacted citywide regulations or inclusionary affordable housing regulations. One consideration is that housing in Yuba City is more affordable than other areas around the Sacramento the region. For example, the median single-family home price in Yuba City is currently \$343,500, compared to that of Roseville, where the median price is \$470,800, with Lincoln at \$479,800 and Folsom at \$561,000.

To qualify as “affordable,” a housing unit must meet affordability limitations enacted for the region through the State’s Housing and Community Development Department, based on average annual median income (AMI) for the region. These are:

- Extremely low income: 0-30% of AMI ((For a household of four, this would be \$25,750).
- Very low income: 30% to 50% of AMI (for a household of four, this would be \$32,400).
- Lower income: 50% to 80% of AMI; the term may also be used to mean 0% to 80% of AMI (for a household of four, this would be \$51,850).
- Moderate income: 80% to 120% of AMI.

The City has not had any units developed as “affordable” in several years, though the New Haven apartment project (40 affordable units) is due to be constructed in 2020. Noted is that the City will be updating its Housing Element starting in 2020, addressing a housing cycle from 2021 – 2029. The updated Housing Element is required to be adopted by May 31, 2021. Affordable housing policies can be further discussed as part of that process.

Staff recommends that the City Council further discuss this policy to determine if changes should be considered.

3. Drainage Policy: Drainage Plans shall be provided for all subdivisions of land and shall comply with the City and County’s master drainage plans.

Staff Response: Drainage plans are required with all major subdivisions in the City, and reviewed to determine consistency with City drainage design standards and master drainage plans. Staff does not recommend any changes to this policy.

4. Development Agreement Policy: All developments proposing preannexation zoning to the City will enter into a Development Agreement with the City. At a minimum, the Development Agreement will address the financing of roads, parks, public facilities, sewer, water, drainage, and surrounding infrastructure as established in the General Plan.

Staff Response: The Lincoln East Specific Plan includes an implementation policy requiring completion of a Development Agreement for projects exceeding 10 acres in size or exceeding 40 residential units. While staff does not recommend any changes to this policy, smaller annexations of land, if they occur, may not warrant use of a Development Agreement if there is no, or limited, potential for significant development of the annexation lands.

Staff recommends that the City Council further discuss this policy to determine if changes should be considered.

5. Residential Design Policy: All residential subdivisions shall meet the minimum standards for residential design as established by the City Council.

Staff Response: The City applies residential design policies and guidelines to new development. In the case of large, new developments that would be the subject of Specific Plans or Master Plans, the projects will include residential design standards and guidelines specific to the projects. Staff does not recommend any changes to this policy.

Staff recommends that the City Council further discuss this policy to determine if changes should be considered.

6. Sewer and Water Fees Policy: Sewer and water fees, including connection fees and the installation of major trunk lines from both plants, shall be incorporated into the cost of development and shall be part of the Development Agreement.

Staff Response: New development in the City is required to pay applicable impact fees and connection fees for new sewer and water connections. Major new subdivisions may also have a requirement to upgrade or extend water and sewer lines to provide service to the new development. Direct or fair-share costs for these improvements are borne by the developer, and are detailed in required financial plans for new Specific Plans and Master Plans. Staff does not recommend any changes to this policy.

7. Roadways Policy: Development will be required to pay their fair share of major roadwork as part of their development and, in some cases, construct improvements of collectors and arterials that will adequately address infrastructure concurrent with their proposed development. This would be negotiated as part of the Development Agreement.

Staff Response: New development in the City is required to pay applicable roadway impact fees and to construct any necessary roadway and project frontage improvements. Direct or fair-share costs for these roadway improvements are borne by the developer, and are detailed in required financial plans for new Specific Plans and Master Plans. Staff does not recommend any changes to this policy.

8. Impact Fees Policy: Payment of impact fees, which incorporate the public improvements necessary to implement the General Plan, will be required and will be part of the Development Agreement. These fees will be estimates and final payment will be based on a formally adopted impact fee study approved by the City Council. In addition to the park impact fee, the Quimby Act will also apply.

Staff Response: New residential development is required to post a fee that applies to the City's Capital Improvement Plan line-item for the General Plan Update. Park fees are also collected at time of residential building permit issuance. Staff does not recommend any changes to this policy.

9. Levee Fee Policy: Payment of a fee to address levee improvements and potential flood issues will be required as part of the Development Agreement.

Staff Response: Project Development Agreements include consideration of fee payments, including flood projection. With the near completion of the West Feather River Levee Project, the need for this fee payment may be changing.

Staff recommends that the City Council further discuss this policy to determine if changes should be considered.

10. Community Facilities District Policy: All developments will enter into a Community Facilities District (CFD) to assist in funding police, fire and park maintenance.

Staff Response: The City has applied CFD formation or participation requirements for new development projects, which includes funding for police, fire, parks and street maintenance. Staff does not recommend any changes to this policy.

11. Community Design Policy: All developments will address the community design policies in the General Plan including walkable, livable concepts and address the village concept as provided for in the General Plan.

Staff Response: All new major residential subdivisions are reviewed to address design issues related to walkability, bicycle access and connectivity to neighborhood shopping and parks. Staff does not recommend changes to this policy.

12. City Services and Annexation Policy: It will continue to remain the policy of the City that City services will not be extended to unincorporated areas of the Sphere of Influence without first annexing to the City. As in the past, exceptions can be granted for serious health and safety related problems.

Staff Response: Council provided additional policy direction on this item at their March 19, 2019 meeting. Staff does not recommend any changes to this policy.

The City Council also adopted the attached “Exhibit A” outlining the Specific Plan and Master Plan areas covered by the 2005 Growth Policies. Three major projects have been approved by the City since adoption of the 2005 Growth Policies – the Sutter Heritage Master Plan (2006), the Walnut Park West Master Plan (2008), and the Lincoln East Specific Plan (2010). The Lincoln East Specific Plan project has not yet been developed, though a development application (subdivision map) has been submitted for a portion of the Specific Plan area. Also noted is that the El Margarita Master Plan and the Monticello/Talavera Master Plan were prepared, though neither was adopted by the City.

Further Council consideration is requested regarding the processing of the Lincoln East Specific Plan and the El Margarita Master Plan, particularly as individual development projects (subdivisions) are being filed on lands within these Plan areas.

Specific Plans and Master Plans can be helpful tools to guide future development, particularly in the absence of specific development goals, policies and development standards for large areas of land. However, staff is seeking Council guidance on the need for projects to have Master Plans or Specific Plans in general, noting that the City updated and then implemented its General Plan (with a new update to commence in 2020); has a Housing Element update commencing in 2020; as the City has developed Water and Wastewater Master Plans; and has updated its Urban Water Management Plan.

Fiscal Impact:

There will be no fiscal impact to the General Fund to complete the discussion on the 12 Policies. There is minor staff time associated with conducting the workshop.

Alternatives:

Do not direct staff to consider changes to the adopted 12 Growth Policies; staff would continue to apply the Policies as new projects are submitted for processing.

Recommendations:

Review the 12 Growth Policies and provide direction to staff if changes to the Policies are to be considered.

Attachments:

1. Resolution 05-049 (12 Growth Policies)
2. Map: Specific Plans and Master Plans Approved or Proposed (since 2005)

Prepared by:

/s/ Brian Millar

Brian Millar
Interim Development Services Director

Submitted by:

/s/ Michael Rock

Michael Rock
City Manager

Reviewed by:

Finance

City Attorney

RB

SLC by email

ATTACHMENT 1

RESOLUTION NO. 05-049

**A RESOLUTION OF THE CITY OF YUBA CITY CITY COUNCIL
ADOPTING GROWTH POLICIES FOR THE CITY'S SPHERE OF INFLUENCE
INCLUDING THE DEVELOPMENT OF SPECIFIC PLANS AND MASTER PLANS
PRIOR TO ANNEXING TO THE CITY**

WHEREAS, the City Council and Planning Commission conducted public Study Sessions on January 25 and February 15, 2005 regarding City growth policies as they relate to future development of the City's Sphere of Influence; and

WHEREAS, the City Council established boundaries for the development of Specific Plans and Master Plans (attached map Exhibit "A"); and

WHEREAS, the City Council recognizes the importance of development paying its own way and that the policies and goals of the 2004 General Plan be fully implemented as the City expands into the Sphere of Influence; and

WHEREAS, the City Council expects development to pay the full cost, including staff time to develop Specific Plans and Master Plans; and

WHEREAS, the Specific Plans and Master Plans would be required to comply with and implement the 2004 General Plan policies; and

WHEREAS, the City is in the process of developing implementation policies for the City's General Plan including impact fees, zoning ordinances, drainage studies, etc. and that these policies will not be fully adopted until 2006; and

WHEREAS, in order to allow development to proceed in an orderly manner within the City's Sphere of Influence the City Council proposes the attached policies including the requirement for a Development Agreement prior to property annexing to the City.

NOW THEREFORE, BE IT RESOLVED, that it is the intent of the City Council of the City of Yuba City to ensure the future growth in the City is developed in a manner consistent with the adopted General Plan and implementation measures.

That growth policies in the Yuba City General Plan recognize that growth is caused by a wide variety of factors: state of the economy, interest rates, and availability of infrastructure outside of the City's jurisdiction. While most of these factors are out of the control of the City, the City should control the planning of land use and the financing of all new infrastructure including new roads, public improvements, and public safety services. To this end the City can influence the rate of growth, the location of growth, the timing of growth, level of service, and the provision of municipal services including sewer and water and public safety services.

Within the areas identified as "Specific Plan Area," no preannexation zoning shall be accepted until completion of the specific plan.

Within the areas identified as "Master Plan Areas," preannexation zoning requests may be processed pending approval of a Development Agreement that addresses the 12 policies presented below. The six preannexation zoning requests received prior to February 15, 2005 shall be given priority over subsequent preannexation zoning applications for sewer, water and preparation of Development Agreements.

Projects within the City prior to these preannexation zonings shall be given priority for available City services.

Prior to the City processing a preannexation zoning application, the following policies shall be implemented:

1. Prior to the City finalizing a development agreement, the developer will have a letter from the affected school district stating that the developer has satisfied their requirements for school infrastructure. This would generally apply to any developments over 4 residential units. The School District would expect, at a minimum, that all residential developments enter into a Mello Roos District and that depending on the size of development, land dedication and school development may be an alternative, subject to negotiation with the District.
2. All residential subdivisions will include an affordable housing component that meets the minimum production standard of affordable housing outlined in the regional compact with SACOG adopted by the City of Yuba City in November 2004. There are a variety of options of how best to meet the affordable housing requirement. These options would be subject to negotiations between the City and developer.
3. Drainage Plans shall be provided for all subdivisions of land and shall comply with the City and County's master drainage plans.
4. All developments proposing preannexation zoning to the City will enter into a Development Agreement with the City. At a minimum, the Development Agreement will address the financing of roads, parks, public facilities, sewer, water, drainage, and surrounding infrastructure as established in the General Plan.
5. All residential subdivisions shall meet the minimum standards for residential design as established by the City Council.
6. Sewer and water fees, including connection fees and the installation of major trunk lines from both plants, shall be incorporated into the cost of development and shall be part of the Development Agreement.
7. Development will be required to pay their fair share of major roadwork as part of their development and, in some cases, construct improvements of collectors and arterials that will adequately address infrastructure concurrent with their proposed development. This would be negotiated as part of the Development Agreement.
8. Payment of impact fees, which incorporate the public improvements necessary to implement the General Plan, will be required and will be part of the Development Agreement. These fees will be estimates and final payment will be based on a

formally adopted impact fee study approved by the City Council. In addition to the park impact fee, the Quimby Act will also apply.

9. Payment of a fee to address levee improvements and potential flood issues will be required as part of the Development Agreement.
10. All developments will enter into a Community Facilities District to assist in funding police, fire and park maintenance.
11. All developments will address the community design policies in the General Plan including walkable, livable concepts and address the village concept as provided for in the General Plan.
12. It will continue to remain the policy of the City that City services will not be extended to unincorporated areas of the Sphere of Influence without first annexing to the City. As in the past, exceptions can be granted for serious health and safety related problems.

Once the above policies have been completed and checked off by the Community Development Department and approved by the City Manager, a hearing for preannexation will be scheduled before the Planning Commission and City Council for consideration. All of these policies are subject to adequate sewer and water capacity and will be processed on a case-by-case basis. Developments completing the process and receiving preannexation zoning and annexation to the City will be issued building permits based on the City's ability to provide sewer and water at that time.


These policies will be reviewed following the adoption of the implementation legislation, i.e., zoning ordinance, impact fees, etc. for the General Plan sometime in early 2006.

BE IT FURTHER RESOLVED, that the City Council adopts these policies and attached "Exhibit A" outlining the Specific Plan boundaries and Master Plan.

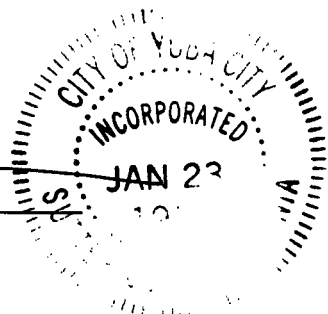
The foregoing resolution was duly and regularly introduced, passed, and adopted by the City Council of the City of Yuba City at a regular meeting thereof held on the 15th day of March, 2005.

AYES: Councilmembers Doolittle, Hellberg, Miller, Ramirez and Mayor Cartoscelli
NOES: None
ABSENT: None

Attest:



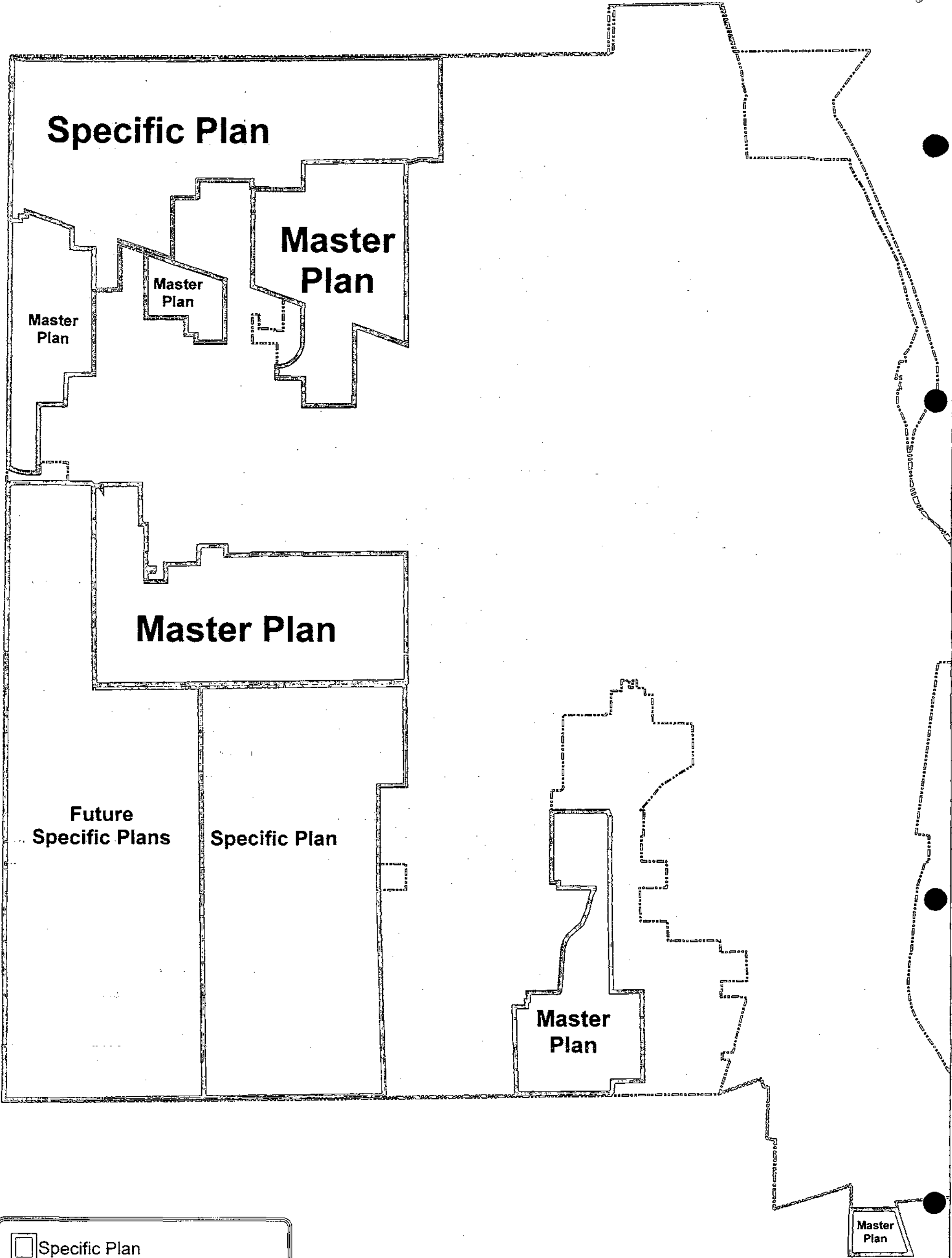
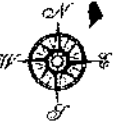
City Clerk





Karen Cartoscelli, Mayor

Yuba City Master Plan & Specific Plan Areas







	Specific Plan
	Master Plan
	City Limits
	Yuba City Sphere of Influence

Exhibit A
3-15-05

ATTACHMENT 2

Specific or Master Plans Approved or Proposed (since 2005)

ATTACHMENT B

N TOWNSHIP RD



Legend

- Sphere of Influence
- City Limits
- Lincoln East Specific Plan (2010)
- Sutter Heritage (2006)
- Bogue-Stewart Master Plan (proposed)
- Walnut Park West Master Plan (2008)

