3  
Land Use

This element of the General Plan constitutes the framework for land use planning in Yuba City to the year 2025. To provide a context, the evolution of the City is described and existing land use in the City is summarized. The guiding principles of the land use framework, the General Plan Diagram, the land use classification system, and the buildout of this Plan to the year 2025 are then presented. The heart of the chapter is on guiding and implementing policies, which are intended to set the land use framework into motion and shape development for the next 20 years. Further guidance on physical form is provided in Chapter 4: Community Design.

This chapter focuses on both development in outlying, developed areas and on infill sites within the existing City, and builds upon Downtown Yuba City as the historical and future “heart” of the City.

3.1 BACKGROUND AND CONTEXT

HISTORICAL LAND USE DEVELOPMENT

Much of Yuba City’s land use pattern can be traced to its evolution as a primary service center within a large agricultural area focused on downtown Yuba City and the intersection of Highway 20 (Colusa Avenue) and Highway 99 as employment cores. Much of the residential development in the City is low density single family housing and much of the commercial development is retail-related. Chapter 1 includes a brief historical a description of the growth of Yuba City.

2002 LAND USE PATTERN

Lands within the Urban Growth Boundary (UGB) for this General Plan, are described in Chapter 1, and include 12,954 acres, of which about half had been developed by 2002. Most of the developed land is within the existing City limits. Approximately 918 acres of land in the UGB were vacant in 2002. About 7,079 acres are located in unincorporated Sutter County. Table 3-1 lists existing land uses within the UGB.

2002 RECENT DEVELOPMENT

As of 2002, a sizeable inventory of new residential projects was in the pipeline or under construction within the UGB. Twenty four new residential development projects were planned to add some 1851 new units, or approximately 8 years worth of units using the yearly average of 235 units/year.

Also in the pipeline, 25 non-residential development projects were likely to add over 1 million square feet of new floor area. Non-residential development included additional office, storage and warehousing, retail, restaurant, motel, hospital,
church, and school space. The majority of the proposed development projects were located within the 2002 City limits.

### Table 3-1: 2002 Land Use in the Urban Growth Boundary

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Incorporated Acreage</th>
<th>Percentage</th>
<th>Unincorporated Acreage</th>
<th>Percentage</th>
<th>Total UGB Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family Residential</td>
<td>2,266</td>
<td>38.6</td>
<td>1,271</td>
<td>18.0</td>
<td>3,538</td>
<td>27.3</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>371</td>
<td>6.3</td>
<td>51</td>
<td>0.7</td>
<td>421</td>
<td>3.3</td>
</tr>
<tr>
<td>Mobile Home Park</td>
<td>66</td>
<td>1.1</td>
<td>72</td>
<td>1.0</td>
<td>138</td>
<td>1.1</td>
</tr>
<tr>
<td>Commercial Retail</td>
<td>311</td>
<td>5.3</td>
<td>34</td>
<td>0.5</td>
<td>345</td>
<td>2.7</td>
</tr>
<tr>
<td>Shopping Center</td>
<td>95</td>
<td>1.6</td>
<td>--</td>
<td>--</td>
<td>95</td>
<td>0.7</td>
</tr>
<tr>
<td>Office</td>
<td>104</td>
<td>1.8</td>
<td>8</td>
<td>0.1</td>
<td>111</td>
<td>0.9</td>
</tr>
<tr>
<td>Other Commercial</td>
<td>18</td>
<td>0.3</td>
<td>2</td>
<td>0.03</td>
<td>20</td>
<td>0.2</td>
</tr>
<tr>
<td>Auto Services</td>
<td>5</td>
<td>0.1</td>
<td>1</td>
<td>0.01</td>
<td>6</td>
<td>0.05</td>
</tr>
<tr>
<td>Visitor Services - Hotel/Motel</td>
<td>11</td>
<td>0.2</td>
<td>--</td>
<td>--</td>
<td>11</td>
<td>0.1</td>
</tr>
<tr>
<td>General Industrial</td>
<td>380</td>
<td>6.5</td>
<td>159</td>
<td>2.2</td>
<td>539</td>
<td>4.2</td>
</tr>
<tr>
<td>Public and Semi-Public</td>
<td>601</td>
<td>10.2</td>
<td>499</td>
<td>7.1</td>
<td>1,100</td>
<td>8.5</td>
</tr>
<tr>
<td>School</td>
<td>122</td>
<td>2.1</td>
<td>17</td>
<td>0.2</td>
<td>140</td>
<td>1.1</td>
</tr>
<tr>
<td>Park and Recreation</td>
<td>84</td>
<td>1.4</td>
<td>1</td>
<td>0.01</td>
<td>84</td>
<td>0.7</td>
</tr>
<tr>
<td>Agricultural Land</td>
<td>630</td>
<td>10.7</td>
<td>4,821</td>
<td>68.1</td>
<td>5,451</td>
<td>42.1</td>
</tr>
<tr>
<td>Transportation, Communications and Utilities</td>
<td>25</td>
<td>0.4</td>
<td>12</td>
<td>0.2</td>
<td>38</td>
<td>0.3</td>
</tr>
<tr>
<td>Vacant</td>
<td>787</td>
<td>13.4</td>
<td>130</td>
<td>1.8</td>
<td>918</td>
<td>7.1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>5,875</strong></td>
<td><strong>100.0</strong></td>
<td><strong>7,079</strong></td>
<td><strong>100.0</strong></td>
<td><strong>12,954</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: City of Yuba City, 2002.

### 3.2 GENERAL PLAN DIAGRAM AND LAND USE CLASSIFICATIONS

#### LAND USE FRAMEWORK

*General Plan Diagram*

The land use framework of the General Plan is illustrated in the General Plan Diagram, Figure 3-1. The diagram is a graphic representation of the themes and policies in the Plan. The General Plan Diagram designates the proposed general location, distribution, and extent of land uses through buildout, which is expected by about 2025. As required by State law, land use classifications, shown as color/graphic patterns, letter designations, or labels on the Diagram, specify a range for housing density and building intensity for each type of designated land use. These density/intensity standards allow circulation and public facility needs to be determined.
Low Density Residential
Medium/Low Density Residential
Medium/High Density Residential
Parks, Recreation & Open Space
Agricultural/Rural
Greenway/Bikeway/Pedestrian Link
Public & Semi Public — HS-High School; EMS-Elementary/Middle School
Regional Commercial
Community Commercial
Neighborhood Commercial
Office & Office Park
Business, Technology & Light Industry
Manufacturing, Processing & Warehousing
Agricultural/Resource-based
Industrial Opportunity Area

Planning Area
1/2 Mile Radius
Potential Interchange

Figure 3-1
General Plan Diagram
The Diagram is to be used and interpreted only in conjunction with the text and other figures contained in the General Plan. The legend of the General Plan Diagram includes the land use classifications described below, which represent an adopted part of the General Plan. The General Plan is not parcel-specific, and uses on sites less than one acre in size are generally not depicted on the Diagram.

The General Plan Diagram is the framework of this General Plan document and is designed to reflect, through the arrangements of land use, the planning objectives and key initiatives presented in Chapter 1. An overview of how the Diagram relates to these initiatives is as follows:

- **Clearly Defined Urban Edges.** As depicted on the General Plan Diagram, all areas, with some exceptions, that are beyond the Urban Growth Boundary roughly defined by Pease, Township, Bogue Roads, and the Feather River, are identified as “Agricultural/Rural.”

- **Economic Development & Jobs.** A significant amount of land is planned for uses that provide jobs. Areas designated “Office & Office Park”, “Business, Technology, and Light Industry”, and “Manufacturing, Processing, and Warehousing” accommodate uses that will provide employment opportunities for existing and future residents.

- **A Range of Commercial & Retail Opportunities.** The General Plan provides for the full range of commercial and retail uses needed for the future population and business community, consistent with the Economic Development Strategy described in Chapter 2. Regionally-oriented establishments are placed on major roadway corridors; community- and neighborhood-oriented uses are placed within planned communities and neighborhoods.

- **Large Parks.** Two new, large City parks are depicted on the General Plan Diagram. Low-Medium and Medium-High residential uses are often situated adjacent to these parks, which provide a valuable amenity to nearby residents as well as the overall City population. A further discussion of these parks is presented in Chapter 6 of the General Plan.

- **A Network of Open Space.** All of the Parks and Open Space uses are linked by a system of parkways, bikeways, and roadways. A further discussion of parks is presented in Chapter 6 of the General Plan.

- **A Complete Roadway System.** The land uses presented on the diagram are structured around the proposed roadway network, and the two components are interactive and interrelated. The character and design of roadways is presented in Chapter 4: Community Design. The types, location, capacity, and use of these roadways is presented in Chapter 5: Transportation.

- **Integrated Neighborhoods & Neighborhood Centers.** The General Plan Diagram depicts a network of neighborhoods. Neighborhoods are defined as areas including a mix of land uses that interrelate and serve one another. Neighborhoods work as part of an overall system of the city, are internally accessible by non-motorized means, include community facilities such as parks and schools, and have a central focal point. The arrangements of land uses on the Diagram show how these neighborhoods are related to each other and to neighborhood center and shopping areas.

- **Enhanced Community Character & Aesthetics.** Although Community Character is described in full detail in Chapter 4: Community Design, the arrangements of land uses on the General Plan Diagram create a framework within which quality community design is possible.

- **A Mix of Housing Types.** Three types of residential density ranges are depicted on the Diagram. These will accommodate a full range of housing types and prices to provide housing choice.
• **Adequate, Flexible School Sites.** School sites depicted on the General Plan Diagram are recommended by the school districts; they relate well to adjacent uses, such as neighborhood focal areas and park sites. A further discussion of schools is presented in Chapter 6 of the General Plan.

**DENSITY/INTENSITY STANDARDS**

The General Plan establishes density/intensity standards for each land use classification. In the residential designations, residential density is expressed as housing units per gross acre.

For non-residential uses, a maximum permitted ratio of gross floor area to net site area (FAR) is specified. FAR is a broad measure of building bulk that controls both visual prominence and traffic generation, and is calculated inclusive of area devoted to parking and landscaping. It can be clearly translated to a limit on building bulk in the Zoning Ordinance and is independent of the use occupying the building. No averaging is permitted such that the maximum FAR would be exceeded on any individual site. The Zoning Ordinance can provide specific exceptions to the FAR limitations for uses with low employment densities. In addition to density/intensity standards, some land use classifications also stipulate allowable building types, such as single-family residential.

The density/intensity standards do not imply that development projects will be approved at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges.

**LAND USE CLASSIFICATIONS**

Total acreages for each Land Use Category are presented in Table 3-2. The categories are as follows:

**Residential**

*Low Density Residential (Single Family).* This category applies to residential development of 2-8 units per gross acre. The majority of planned land has this designation. This density range is typical of newer single-family residential subdivisions in Yuba City. In addition to single-family houses, this category also provides for parks, day care, civic and institutional uses, such as churches and places for religious assembly appropriate in a residential environment. An average density of 4.25 units per acre is used for buildout projections.

*Low – Medium Density Residential (Traditional Neighborhoods with Mix of Housing Types).* Residential development of 6-14 units per gross acre. This density range provides for a mix of single-family housing on lots ranging in size from 2,500 square feet to 6,000 square feet, with duplexes, single-family homes with second units over a garage, attached single family homes, mobile home parks, parks, civic and institutional uses appropriate for a residential environment. Existing single-family homes on smaller lots that exist in Yuba City are examples of the low end of this density range; existing duplex development is an example of the middle of the density range. An average density of 9 units per acre is used for buildout projections.

*Medium – High Density Residential.* Residential development at densities ranging from 12 to 36 units per gross acre. This density range will accommodate attached homes, two- to four-plexes, apartment buildings, parks, civic and institutional uses appropriate for a residential environment. Developments with apartment buildings - such as those in small, highly landscaped apartment complexes - are at the
higher end of the density range. An average density of 24 units per acre is used for buildout projections.

**Commercial/Office/Industrial**

*Neighborhood Commercial.* Small shopping centers, small retail plazas, and village centers on 1-5 acre sites, with up to 10 acres in special circumstances where mixed use development is envisioned. Mixed use development could include residential development (at a density of 12-36 units per gross acre), such as apartments or offices above ground-floor retail. The development intensity for buildout projections is assumed at 0.35 FAR; the maximum FAR is 0.5, excluding any housing.¹

*Community Commercial.* Shopping centers (typically anchored by a supermarket), retail plazas, etc. The Feather Downs shopping center on Stabler Lane is an example of this scale of development. Retail shopping areas could contain a wide variety of businesses, including retail stores, eating and drinking establishments, as well as medical or professional offices in a retail-type setting. Mixed use development could include residential development (at a density of 12-36 units per gross acre) that is secondary to commercial uses. Site sizes are typically 15-20 acres (although this size is not a minimum requirement), depending on uses. Development intensity for buildout projections is assumed at 0.25 FAR. The maximum FAR is 0.5, excluding housing.

*Regional Commercial.* Shopping centers typically anchored by retail outlets with a regional draw, including “big box” retail establishments, department stores, and regional shopping malls. Commercial development along Route 20, including Sam’s Club, Home Depot, and the Yuba City Mall are examples of this type of development. Sites are typically 25 to 50 acres (although this size is not a minimum requirement). This category also includes auto-and visitor-oriented commercial uses such as hotels, motels, service stations, restaurants, housing, etc. and sites for automotive sales and services and other commercial uses not described in other categories. Development intensity for buildout projections is assumed at 0.25 FAR. The maximum FAR is 0.5, excluding housing.

*Office & Office Park.* Development containing professional and medical offices. This classification includes neighborhood, community, and downtown offices as well as office development in a low-intensity, campus-like setting. Neighborhood & community office sites could include a mix of uses, such as small-scale support services and residential uses that are secondary to the office development. An example is housing units or live/work units above office uses. Development intensity for buildout projections is assumed at 0.30 FAR. The maximum FAR is 1.0.

*Business, Technology, and Light Industry.* This classification provides for freestanding sites and campus/complex development accommodating flexible uses of space. Uses include research and development activities, light industrial uses, office uses, high-tech uses, and small-scale distribution uses. For build-out calculations, it is assumed that one job exists for every 750 square feet of net building area. Development intensity for buildout projections is assumed at 0.25 FAR. The maximum FAR is 0.75.

---

¹ The FAR assumed for buildout projections reflects the average intensity of development expected during the planning period based on design standards, zoning development standards, and anticipated real estate market conditions.
Manufacturing, Processing, and Warehousing. This category includes manufacturing and industrial processing, general service, warehouse and distribution uses, agricultural product processing and warehousing; large equipment & supply and sales. For build-out calculations, it is assumed that one job exists for every 750 square feet of net building area. Site development is assumed at 0.25 FAR. The maximum FAR is 1.0.

Public & Open Space

Public & Semipublic. This designation includes schools, government offices, corporation yards, hospitals, city, and public facilities. Average site development is assumed at 0.15 FAR. The maximum FAR is 1.0.

Parks, Recreation & Open Space. This classification is for improved and unimproved park facilities, including neighborhood, community, and regional parks; golf courses; and private recreational facilities.

Greenway/Bikeway/Pedestrian Link. This classification covers those areas provided as part of a larger use, in between uses, or along transportation routes that serve to connect parks, recreation, and open space into a unified network of facilities.

Agricultural/Rural. This classification refers to a range of agricultural, rural and open space uses, including field and row crops, orchards, and agricultural support services. Residential units do exist, typically as a secondary use. The category applies to rural areas outside the urban growth boundary; it is intended to be consistent with the Sutter County General Plan and the City’s policy of maintaining rural and agricultural land as open space beyond the UGB.

3.3 GENERAL PLAN BUILDOUT

This section describes the implications of General Plan buildout in terms of future new population, housing units, and jobs. Adequate land is provided by this General Plan to accommodate anticipated housing and job needs in Yuba City through 2025.

Table 3-2 shows the buildout acreage of undeveloped lands in the General Plan Diagram. A total of 7,200 gross acres would be developed within the Urban Growth Boundary, including infill sites. Most areas that are planned for new development are residential in use, totaling about 4,655 acres.
Table 3-2: Land Use Acreages at Plan Buildout

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acres</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential Land</td>
<td>4,655</td>
<td>65%</td>
</tr>
<tr>
<td>Single Family Low Density</td>
<td>3,801</td>
<td>53%</td>
</tr>
<tr>
<td>Single Family Low/Medium Density</td>
<td>619</td>
<td>9%</td>
</tr>
<tr>
<td>Medium/High Density Residential</td>
<td>235</td>
<td>3%</td>
</tr>
<tr>
<td>Commercial Land</td>
<td>640</td>
<td>9%</td>
</tr>
<tr>
<td>Neighborhood Commercial</td>
<td>40</td>
<td>1%</td>
</tr>
<tr>
<td>Community Commercial</td>
<td>123</td>
<td>2%</td>
</tr>
<tr>
<td>Regional Commercial</td>
<td>241</td>
<td>3%</td>
</tr>
<tr>
<td>Office &amp; Office Park</td>
<td>236</td>
<td>3%</td>
</tr>
<tr>
<td>Industrial Land</td>
<td>521</td>
<td>7%</td>
</tr>
<tr>
<td>Business, Technology, and Light Industry</td>
<td>433</td>
<td>6%</td>
</tr>
<tr>
<td>Manufacturing, Processing, and Warehousing</td>
<td>88</td>
<td>1%</td>
</tr>
<tr>
<td>Community Land</td>
<td>1,384</td>
<td>19%</td>
</tr>
<tr>
<td>Public &amp; Semipublic</td>
<td>248</td>
<td>3%</td>
</tr>
<tr>
<td>Parks, Recreation &amp; Open Space</td>
<td>1,136</td>
<td>16%</td>
</tr>
<tr>
<td><strong>Total Uses</strong></td>
<td>7,200</td>
<td>100%</td>
</tr>
</tbody>
</table>

* Acreages include vacant and infill lands within the UGB, and exclude developed lands, as of 2002.

Population Growth and Housing

The Yuba City SOI, including the City of Yuba City and surrounding unincorporated areas, contained 57,030 people according to the 2000 census. Using a 2.5 percent annual population growth rate (the rate projected by SACOG) the total SOI population would be 105,730 in 2025. Using a higher 3 percent population growth (which is below the historic rate of 3.4 percent based on Census data), the total population in the SOI may grow as large as 119,400 by 2025. The mid-point of these two 2025 projections is 112,570.

The Land Use plan accommodates a higher population than the SACOG projection to provide for planning flexibility. Based on average build out densities for new residential land uses, the Plan accommodates 19,220 new housing units, which would house 51,310 new residents at an average household size of 2.67 people (Table 3-3). The resultant population would be 108,340. The housing mix for units added during the planning period is presented in Table 3-4.

Table 3-3: Housing Units and Population at Plan Buildout

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use Plan</td>
<td>57,030</td>
<td>19,220</td>
<td>51,310</td>
<td>108,340</td>
</tr>
</tbody>
</table>

3-8
Table 3-4: Additional Housing Units by Type

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Additional Units</th>
<th>Percentage of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family Low Density</td>
<td>11,750</td>
<td>61%</td>
</tr>
<tr>
<td>Single Family Low/Medium Density</td>
<td>4,050</td>
<td>21%</td>
</tr>
<tr>
<td>Medium/High Density Residential</td>
<td>3,420</td>
<td>18%</td>
</tr>
<tr>
<td><strong>Total Units</strong></td>
<td><strong>19,220</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Employment

In order to determine the total additional employment accommodated in the Plan, a detailed set of assumptions was developed. These assumptions, presented in Table 3-5, include FARs for each of the job producing land uses, the likely mix in percentages of retail and non-retail employees, and the employment density, explained as the amount of space in square feet needed per employee.

Table 3-5: Employment Assumptions

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Developable Land Assumed Ratio of Net to Gross Area</th>
<th>Assumed probable FAR</th>
<th>Percent Retail</th>
<th>Percent Non-Retail</th>
<th>Sq Ft per Retail Employee</th>
<th>Sq Ft per Non-Retail Employee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Commercial</td>
<td>0.85</td>
<td>0.35</td>
<td>70%</td>
<td>30%</td>
<td>500</td>
<td>400</td>
</tr>
<tr>
<td>Community Commercial</td>
<td>0.85</td>
<td>0.25</td>
<td>75%</td>
<td>25%</td>
<td>500</td>
<td>400</td>
</tr>
<tr>
<td>Regional Commercial</td>
<td>0.75</td>
<td>0.25</td>
<td>80%</td>
<td>20%</td>
<td>600</td>
<td>400</td>
</tr>
<tr>
<td>Office &amp; Office Park</td>
<td>0.80</td>
<td>0.30</td>
<td>5%</td>
<td>95%</td>
<td>400</td>
<td>300</td>
</tr>
<tr>
<td>Business, Technology and Light Industry</td>
<td>0.75</td>
<td>0.25</td>
<td>0%</td>
<td>100%</td>
<td>0</td>
<td>750</td>
</tr>
<tr>
<td>Manufacturing, Processing &amp; Warehousing</td>
<td>0.75</td>
<td>0.25</td>
<td>0%</td>
<td>100%</td>
<td>0</td>
<td>1000</td>
</tr>
</tbody>
</table>

The resulting estimates of additional employment for each land use category are presented in Table 3-6. Jobs from commercial and retail development compose 35 percent of additional employment for the plan. Office uses account for 40 percent of employment; light industry, processing, and related uses account for the remaining 25 percent.

Table 3-6: Additional Public and Private Sector Employment

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Additional Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Commercial</td>
<td>1,105</td>
</tr>
<tr>
<td>Community Commercial</td>
<td>2,415</td>
</tr>
<tr>
<td>Regional Commercial</td>
<td>3,609</td>
</tr>
<tr>
<td>Office &amp; Office Park</td>
<td>8,120</td>
</tr>
<tr>
<td>Business, Technology and Light Industry</td>
<td>4,715</td>
</tr>
<tr>
<td>Manufacturing, Processing &amp; Warehousing</td>
<td>720</td>
</tr>
<tr>
<td>Public (Government and Education)</td>
<td>1,466</td>
</tr>
<tr>
<td><strong>Total Jobs</strong></td>
<td><strong>22,150</strong></td>
</tr>
</tbody>
</table>
Jobs and Housing Balance

As shown in Table 3-7, the jobs/housing ratio expected at Plan buildout of undeveloped areas will be 1.26 jobs for each housing unit. Many local residents commute to the Sacramento area while jobs in Yuba City are often filled by residents of outlying communities.

Table 3-7: Jobs / Housing Ratio at Plan Buildout*

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Jobs</td>
<td>22,150</td>
</tr>
<tr>
<td>Total Housing Units</td>
<td>19,220</td>
</tr>
<tr>
<td>Employed Resident Ratio</td>
<td>.96 minus .05 = .91</td>
</tr>
<tr>
<td>Vacant Units</td>
<td></td>
</tr>
<tr>
<td>Job Producing Households</td>
<td>17,488</td>
</tr>
<tr>
<td><strong>Ratio: Jobs/Households</strong></td>
<td><strong>1.26</strong></td>
</tr>
</tbody>
</table>

Applies only to new development.

3.4 PATTERN OF DEVELOPMENT, GROWTH & EXPANSION

One of the key initiatives in this plan is the idea that Yuba City retain a compact form, protecting the surrounding rural areas with a clearly defined Urban Growth Boundary (UGB). The policies presented in this section are intended to contain development within the UGB and achieve two purposes – maintain Yuba City’s small town feel and preserve the surrounding agricultural rural landscape.

The policies in this section focus on how these goals can be achieved through the location and nature of land uses. A discussion of the character of urban edges and other initiatives to achieve these goals through design are discussed in Chapter 4: Community Design.

GUIDING POLICIES

3.4-G-1 Maintain a well-defined compact urban form, with a defined urban growth boundary and urban development intensities on land designated for urban uses.

3.4-G-2 Promote a balanced land use program that increases the ability of people to live and work in the city.

3.4-G-3 Promote development patterns that maximize residents’ accessibility to parks, open space, and shopping areas.

IMPLEMENTING POLICIES

3.4-I-1 Establish zone districts, development standards, and performance standards in the Zoning Ordinance consistent with the General Plan, and amend the Zoning Map to be consistent with the General Plan Land Use Diagram.

3.4-I-2 Establish standards for urban edges and ensure that designated intensities and uses provide an appropriate transition to rural land at these edges.
3.4-I-3 Require preparation of City initiated Specific Plans or developer master plans for strategic new growth areas with complex land use programs.

3.4-I-4 Support the County’s efforts to maintain viable agricultural uses surrounding the City in areas outside the proposed Urban Growth Boundary.

3.4-I-5 Provide a variety of housing in all neighborhoods and reserve sites, where appropriate, for housing types that ensures that Yuba City remains an inclusive, affordable community.

3.4-I-6 Develop downtown Yuba City as a mixed-use activity center with a range of commercial, office, residential, and civic uses.

3.4-I-7 Promote infill development that maintains the scale and character of established neighborhoods.

3.4-I-8 Provide for concentrations of activity and mixed-use and pedestrian-oriented development in selected areas.

3.5 RESIDENTIAL AREAS

The General Plan promotes residential densities that provide for more efficient use of available land resources and maintains a compact form that is less intrusive on the surrounding countryside. Guiding principles behind residential development and neighborhood organizing principles depicted on the General Plan Diagram include:

- **Mix of Housing Types.** The General Plan promotes a mix of housing types in all neighborhoods and ensures that no one area is unduly burdened by higher-density residences. As discussed in Section 3.2, three types of residential uses are planned: Low Density Residential, Low-Medium Density Residential, and Medium-High Density Residential. Some residential development may also occur as part of a larger mixed-use project in office or commercial areas.

- **Medium-High Density Residential Development in Strategic Locations.** The Diagram locates Medium-High Density residences in transportation corridors, next to parks, community facilities, and schools, and in mixed-use neighborhood centers. Higher density development is also proposed on vacant and underutilized infill sites as well as on suitable sites likely to undergo long-term redevelopment.

- **Promotion of Low-Medium Density Small-lot Single-Family Dwellings.** Low-Medium Density small-lot development is encouraged in neighborhoods, where appropriate. These are likely to provide opportunities for many families to participate in the home-ownership market.
BUILDING BETTER NEIGHBORHOODS

To foster community identity, the General Plan directs residential expansion in the new growth areas into neighborhoods. These neighborhoods are planned to contain a mix of uses and housing types and to provide convenient access to retail and commercial services used on a frequent basis. Policies in the General Plan strive to promote the integration of new neighborhoods with existing urban development, and to preserve and enhance neighborhood connectivity with a continuous street network.

A neighborhood focal point would be a well-defined mixed-use center with neighborhood commercial uses and publicly-oriented uses and open spaces. On the General Plan Diagram, several of these centers are represented. Within these neighborhoods, the Plan designates sites for a range of housing types in close proximity to a neighborhood centerpiece, which may be a commercial development, a park, a school, or a mix of uses. The idea is that a larger number of residents can be brought closer to the neighborhood focal point, so they can bike or walk to these areas without having to rely exclusively on automobiles for local trips. Further discussion of these neighborhood centers is contained in Chapter 4: Community Design.

GUIDING POLICIES

3.5-G-1 Encourage new residential growth to be in the form of neighborhoods.

A neighborhood is defined as an area of over forty acres that includes a variety of complementary uses in which non-residential uses serve local residential uses.

3.5-G-2 Encourage development of mixed-use (residential, retail, and office) neighborhood centers, in both new neighborhoods and in established neighborhoods that lack them.

Centers are concentrations of activity and uses that serve a neighborhood function. They are located within close proximity and easy walking distance from adjacent residences.

3.5-G-3 Allow and encourage low-medium density small-lot single-family housing development in new and existing neighborhoods that enable compact development and efficient infill.

In addition to the benefit of affordability, small-lot housing increases opportunities to conserve land and can provide a positive aesthetic quality as characterized by Yuba City’s older neighborhoods.

3.5-G-4 Improve the “community orientation” of new residential developments.

A “community orientation” calls for greater attention to the relationship between residences, streets and shared spaces, such as parks and community areas, and does not require sacrifice of privacy or amenities.

3.5-G-5 Provide for a transition between higher density and lower density residential areas, and require buffers of varying size between residential uses and non-residential uses without restricting foot and bicycle access.
Land Use

3.5-G-6 Encourage and provide incentives for infill development, including affordable housing for low and very low income residents, within existing residential areas at a density not less than surrounding development, subject to appropriate standards to ensure compatibility with adjacent uses.

IMPLEMENTING POLICIES

3.5-I-1 Update that the Zoning Ordinance to include:

- Lot sizes consistent with the Plan’s land use classifications;
- Development standards that permit town houses and zero-lot line attached or detached single-family dwellings on sites designated for low-medium or medium-high densities; and
- Development standards that do not result in disincentives for providing more local streets and alleys.

Allowing density credit for dedications for alleys is one possible incentive. Minimizing alley setbacks would also encourage more alleys.

3.5-I-2 Require a mix of uses in neighborhood centers.

In areas with a mix of land-use designations—a neighborhood center—planning for neighborhood commercial, civic and institutional uses, parks and open space, and plazas and squares will be required as a condition of subdivision approval, unless any of these uses are found infeasible, and alternative locations are available and are developed in order to carry out these mixed-use policies.

3.5-I-3 As part of the Zoning Ordinance update, establish the following density bonuses for residential projects:

- 25 percent bonus for projects meeting State-criteria for affordable housing.
- 10 percent bonus, upon Planning Commission approval only, and only for projects undertaking elective off-site improvements (such as streetscape improvements) that further the City’s community design and/or open space objectives. This bonus can not be combined with the affordable housing bonus. Off-site improvements directly resulting from a project’s impacts, as specified in the Zoning Ordinance, may still be required; the bonus is intended for improvements that go beyond the required minimum.

3.5-I-4 Require residential development that employs creative site design and architectural quality that blends with the characteristics of each location and its surroundings.
3.6 COMMUNITY FACILITIES

Community facilities that are appropriate for a residential environment, including residential care, day care, elderly care, and alcoholism or drug abuse recovery or treatment facilities, will be allowed within neighborhoods, consistent with state and federal law, because they are considered "protected" facilities and local zoning can not exclude them as long as specified standards and licensing requirements are met.

In contrast, large scale community facilities are appropriate in mixed-use neighborhood cores, on community commercial sites, and in Downtown.

Houses of worship and other places for religious assembly as well as private schools and colleges will be permitted in residential and commercial areas, subject to appropriate location and development standards and use-permit requirements to ensure neighborhood compatibility. Public schools and public colleges are exempt from zoning.

For policies related to community facilities, see Chapter 6, and for law enforcement and fire services, see Chapter 9.

3.7 PARKS & OPEN SPACE

Parks and open space are a fundamental building block of the General Plan Diagram and the organization of land uses in a growing Yuba City, as most directly evidenced by the two planned large park facilities.

Policies pertaining to parkland, public open space, and the greenway network are in Chapter 6: Parks, Schools, and Community Facilities. Policies pertaining to non-public open space are in Chapter 8: Environmental Conservation.

Community facilities, including parks and schools, are a key component of the Land Use plan.

3.8 RETAIL AND COMMERCIAL AREAS

Shopping and use of services are activities that provide for social contact as well as business transactions. Since Yuba City attracts shoppers from a large region, and stores in one part of the City are often frequented by residents from other neighborhoods, retail districts are also critical in shaping the identity and image of the City and the neighborhoods.

To ensure that a diverse range of shopping opportunities are available and easily accessible, the Plan provides for new neighborhood centers, located closer to where people live and designed with the pedestrian in mind, and for increased convenience-good opportunities in existing neighborhoods where suitable sites are available. The plan also builds on the regional accessibility of Routes 20 and
99 in order to plan for regional, auto-oriented commercial development and attempts to capture out-of-town retail tax revenue.

Guiding concepts behind retail and commercial development areas depicted on the General Plan Diagram include:

- **Provision of more neighborhood-oriented shopping facilities.** The General Plan provides sites for several neighborhood-oriented shopping and commercial uses in both new and existing neighborhoods. Implementation of the Plan would bring a substantially increased population within a convenient distance of a neighborhood center.

- **Site for a new regional-retail center.** While land is available in proximity to the existing commercial areas in the Route 20 corridor, there is also an opportunity for another regional-retail center. The General Plan provides a site for this on the west side of Route 99 north of Bogue Road.

- **Land supply in proportion to anticipated needs.** To ensure the viability of the proposed retail and commercial centers, as well as Downtown, land designated for commercial uses corresponds closely to the anticipated need over the planning period.

**GUIDING POLICIES**

3.8-G-1 Maintain Yuba City's prominence as the center of retail activity in Sutter County.

3.8-G-2 Promote neighborhood identity and encourage use of alternative modes of transportation by providing neighborhood shopping centers that many residents can reach on foot or bicycle.

3.8-G-3 Provide specific sites for regionally oriented commercial centers and community-sized shopping facilities and allow residential above retail in these areas.

**IMPLEMENTING POLICIES**

3.8-I-1 Establish use regulations, development standards, and minimum performance requirements in the Zoning Ordinance, consistent with the General Plan, and amend the Zoning Map to be consistent with the Land Use Diagram.

3.8-I-2 Evenly distribute neighborhood and community shopping centers in new development areas to offer both choice and convenience for shoppers and residents

The total acreage provided is intended to be sufficient to meet the need for retail space and commercial services that can be supported by local residents, businesses and workers.

3.8-I-3 Require pedestrian-oriented design in new shopping areas that are part of neighborhood centers.

3.8-I-4 Ensure that neighborhood retail centers and commercial service buildings are compatible with the surrounding neighborhood and with adjacent travel corridors.

3.8-I-5 Allow office uses in commercial areas.
3.8-I-6 Establish site development and locational standards for neighborhood corner stores in residential areas.

_These will be limited in size and only allow at an intersection of a local street and an arterial or collector._

3.8-I-7 Encourage the development of community commercial facilities that are accessible to both vehicles and pedestrians, and include amenities for both.

3.8-I-8 Establish design standards for mixed use development that will result in a high quality pedestrian-scaled environment, with one-to-four story buildings, side or rear parking areas, streetfront windows and entries, and public and private open space.

3.8-I-9 As part of larger commercial developments, require amenities for public benefit, such as pedestrian-oriented facilities (outdoor seating, plazas, weather protection, transit waiting areas), historic preservation, cultural facilities, and public spaces.

### 3.9 EMPLOYMENT CENTERS

Policies discussed in this section relate to three land uses depicted on the General Plan Diagram:

- Office & Office Parks;
- Business, Technology, & Light Industry; and
- Manufacturing, Processing, and Warehousing.

**OFFICE & OFFICE PARK**

There will be an increasing need for new office development, both in free-standing office buildings within existing commercial areas, along arterial streets and in new office parks. Sites that can accommodate flexible office space facilities will be in demand as the local economy matures and the City implements the Economic Development strategy described in Chapter 2.

The General Plan Diagram provides acreage for both larger site office parks and smaller, integrated office uses. Smaller sites are typically expected to be local-serving professional and administrative office environments, such as medical, real estate, or financial services. Larger sites are envisioned as office parks that draw employees from a wider area and provide more jobs. Offices are also permitted in Regional Community and Neighborhood Commercial areas. This can be a very effective use of land where new office uses are located above the first floor or as a secondary use in multi-tenant buildings in order to promote retail continuity at the street level.

The recommendations put forth as part of the Central City Specific Plan are also depicted on the land use diagram, most specifically with respect to the continued development of office uses in the Town Center area.
INDUSTRY & LIGHT INDUSTRY

Two land uses are depicted on the General Plan Diagram that have been historically described as “Industrial” or “Research and Development” or “Business Park.” The two new categories – “Business, Technology, and Light Industry” and “Manufacturing, Processing, and Warehousing” – attempt to combine uses with similar development characteristics, while at the same time offering flexibility of use and encouraging the creation of jobs in Yuba City.

Because employment intensity (building space per employee) and site configuration, access and other requirements for these uses vary dramatically, the General Plan provides significant acreage for these developments in a variety of settings and locations. Business, Technology, and Light Industry (BT&I) areas are provided along major transportation corridors and adjacent to existing facilities of the same type. The most significant of these areas is located on the large undeveloped areas to the northwest of the intersection of Bogue Road and Route 99 and is envisioned as a master-planned, regionally oriented development also including an office park and a regional shopping area. BT&I uses are also planned adjacent to the Sutter County Airport and Harter property.

Manufacturing, Processing, and Warehousing (MP&W) areas are presumed to be more “industrial” in character and are often presumed to be resource-based processing facilities. These areas are not as landscaped an environment as the BT&I areas.

Plan policies also seek to increase the supply of prezoned, "ready-to-go" job producing land this will improve Yuba City’s competitiveness in the regional economy by decreasing start-up time for new development.

GUIDING POLICIES

3.9-G-1 Provide appropriately located areas for a broad range of employment generating uses to strengthen the City’s economic base and provide employment opportunities for residents.

3.9-G-2 Encourage employment generating uses to locate along major transportation facilities.

3.9-G-3 Encourage local serving professional and administrative offices to locate as part of locally-oriented office uses and in mixed-use community activity centers.

3.9-G-4 Encourage office development in the Town Center development adjacent to downtown Yuba City.

3.9-G-5 Protect the supply of land suitable for employment center uses by not allowing incompatible uses to locate in these areas.
Provide sites for commercial services that complement employment center development or that require an industrial environment.

Achieve compatibility between employment center development and surrounding neighborhoods through buffering requirements and performance standards intended to minimize harmful effects of excessive noise, light, glare, and other adverse environmental impacts.

IMPLEMENTING POLICIES

3.9-I-1 Establish use regulations, development standards, and minimum performance requirements for Office & Office Park development, Business, Technology, and Light Industrial development, and Manufacturing, Processing, and Warehousing development in the Zoning Ordinance consistent with the General Plan, and amend the Zoning Map to be consistent with the General Plan Diagram.

3.9-I-2 Allow supporting retail and business services and other complementary uses in Office & Office Park areas.

3.9-I-3 Allow small office development as a buffering or transitional use between residential areas and industrial areas or major roadway corridors.

3.9-I-4 Allow advanced educational uses, such as commuter colleges and technology teaching institutes, in Office & Office Park areas.

3.9-I-5 Permit offices as a primary use within Business, Technology, and Light Industrial areas and as a secondary use in Manufacturing, Processing, and Warehousing areas, upon finding that such a use is compatible with the primary use and will not adversely affect the traffic-carrying capacity of adjacent streets.

Secondary uses (offices) could occupy up to 40% of the floor area.

3.9-I-6 Conditionally allow commercial recreation uses within warehouse space, provided these uses do not conflict with adjacent uses.

3.9-I-7 Establish setback, landscaping, and screening requirements for employment center development to provide adequate buffering adjacent to residential neighborhoods.

3.9-I-8 In new employment center areas, require master plans and infrastructure financing programs as a condition of subdivision approval, so haphazard development, without a coordinated plan for land use, circulation, infrastructure, and public services, does not occur.

3.9-I-9 Seek cooperative agreements with Sutter County towards the development of agricultural- and resource-based employment centers in areas outside the Yuba City Sphere of Influence, adjacent to the urban area, and along key transportation corridors.