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## 2.0 LAND USE

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### 2.1 INTRODUCTION

The Land Use Element establishes the framework for community development through a Land Use Map accompanied by goals, policies, and implementing actions that will guide the City's physical form and growth over the next 20 years. The Land Use Map is an illustrative expression of the City's land use policies and development priorities.

In addition to addressing the types and distribution of land uses, this chapter defines the densities and intensities of development throughout the City for all land uses. This Land Use Element will serve to inform elected and appointed officials, City staff, and the public in guiding, managing, and coordinating land use decisions that will affect the future physical development and quality of life in the City of Colusa.

### 2.2 SETTING

For the most part, Colusa has not experienced the level of outward urban expansion that has occurred in many small California communities and, as a result, the City has largely retained its compact 19<sup>th</sup> century urban form. This compact urban form results in the City having a wide range of land uses, including a mixture of low- and medium-density residential development; residential and commercial development in the historic downtown area; newer commercial uses up and down Bridge Street; community parks and open space; and a variety of public uses within the urban core. Professional offices, industrial uses, and agricultural-supporting businesses are also located throughout the City.



Vacant lands in and around the City present opportunities for new commercial and residential development. The downtown and Riverfront District provide excellent redevelopment opportunities for a mix of uses.

The physical characteristics of the City of Colusa and the surrounding areas offer a variety of contrasting and complimentary landscapes. These include extensive agricultural lands at the perimeter of the City; riparian habitat along the Sacramento River; tree-lined streetscapes that help define the City's urban core and key entries to the City along SR 20 and SR 20/45; and Colusa National Wildlife Refuge, which serves as a winter refuge for migrating waterfowl. This diversity of landscape in the built and natural environments helps to shape the unique character of Colusa.

### PLANNING BOUNDARIES

#### City Limits

As shown in **Figure 2.1**, the City of Colusa is approximately 1,174 acres in size. During the planning period of the last General Plan, the City experienced slow to moderate growth and grew by approximately 88 acres due in part to seven annexation actions that occurred between 1997 and 2001. These annexations accounted for an overall increase to the City's size of approximately eight percent.

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Generally Speaking, the City of Colusa has land use and development authority over all property within its boundaries. Exceptions to this include the Colusa County Fairgrounds, owned by the State of California; rights-of-way for State Highways (SR) 20 and 45, which are under the jurisdiction of the California Department of Transportation (Caltrans); and lands along the banks of the Sacramento River, which are controlled by the State Lands Commission. While state agencies generally have land use authority on state-owned lands, opportunities for City input and involvement on State of California projects is expected and generally provided.

### Sphere of Influence

The Cortese-Knox (CKH) Act (commencing with Government Code §56000) establishes a Local Agency Formation Commission (LAFCO) within each county of California. Each LAFCO is made up of elected officials of the county, cities, and, in some cases, special districts in each county. LAFCOs establish the spheres of influence (SOI) for all the cities and special districts within the county. These decision-making government entities are charged with the responsibility of land use decisions within a city's SOI, such as annexation, special district formation, and the incorporation of new cities.

The city of Colusa's current sphere of influence (SOI), shown in **Figure 2.1**, totals approximately 2,842 acres. This includes all land within the City limits and an additional 1,668 acres outside the City limits. Unincorporated land represents approximately 59 percent of the City's total SOI area.

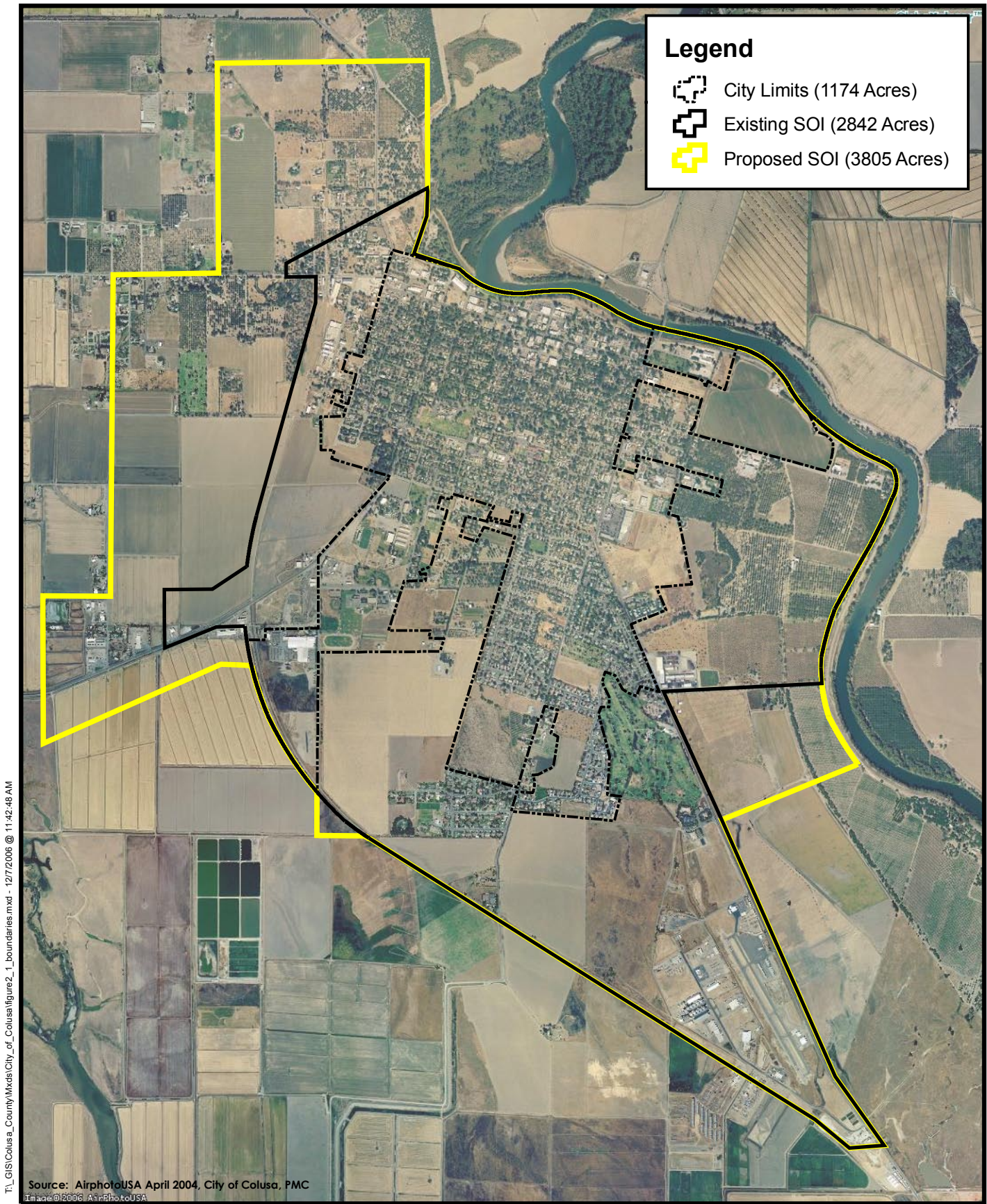
This SOI was adopted by the City and approved by LAFCO as part of its General Plan Land Use Map on November 8, 1984. At the time the SOI was adopted, the City anticipated there would be an ultimate need to provide development within the SOI with public facilities and services over a 20-year timeframe. Since then, the City has concluded that urban development could reasonably be expected to extend beyond its current SOI. As part of the proposed update to the General Plan land use map, the City will make application to LAFCO to request an update of the SOI in accordance with the CKH Reorganization Act of 2000.

While the City does not have direct jurisdiction over land use decisions made within the unincorporated SOI, state law requires that Colusa County consult with the City on all discretionary development proposals that occur within this planning boundary.

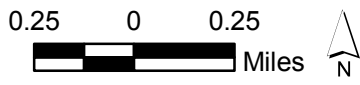
### Planning Area

The effective Planning Area boundary for the General Plan is coterminous with the City's Proposed Sphere of Influence. Policy documents from the County of Colusa that address areas beyond the Sphere of Influence were considered in preparing this General Plan. As shown in **Figure 2.3**, the Colusa County General Plan Land Use Element designates lands beyond the City of Colusa's Sphere of Influence as Agriculture-General (A-G), Agriculture-Transition (A-T), and Industrial (I). The Colusa County General Plan also designates land that is within the City's proposed SOI as Agriculture-Transition (A-T), Agriculture-General (A-G), Rural Residential (RR), Urban Residential (UR), and Industrial (I). These designations generally permit rural or very low-density residential development.

The City of Colusa has no existing adopted area plans. Special Planning Areas (SPAs) that are proposed with this General Plan update, which may be developed under Specific Plans or as part of a planned development adopted by the City, are discussed in Section 2.3 Outlook.



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**FIGURE 2.1**  
**PLANNING BOUNDARY**

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### EXISTING LAND USES

#### Residential



Approximately 2,000 housing units are located within the City of Colusa (2004 Housing Element). Approximately 79 percent are single-family homes and 21 percent are multi-family units and mobile homes. This percentage is similar to many rural cities and towns in northern California where single-family housing is the predominant residential land use. The current inventory of vacant residential land zoned for single-family units indicates that there are approximately 21 lots consisting of approximately 130 acres with a build-out capacity of a projected 645 housing units within the existing City limits.

Colusa has grown radially outward from its historic commercial and residential core, centered generally around Market and 5<sup>th</sup> Streets. As Colusa grew during and after the 1880s and 1890s, additional homes were constructed in new, undeveloped neighborhoods and as infill on vacant lots within the developed core of the city, creating a mix of home sizes and types in central neighborhoods.

Residential development in the southern area of the City, which generally extends south from the downtown core and Fremont Street, is contiguous and similar in land use composition to the historic residential neighborhoods of the City. This area generally extends south and east to the City limits along Wescott Road and SR 20/45. In this area, neighborhoods have developed in a pattern that is different from the historic area of the City, which is based on a grid pattern of lots and blocks with alleys. Newer development in the southern area consists of small subdivisions with curvilinear streets, cul-de-sacs, and rolled curbs. These subdivisions, including Country Club Estates, Cornerstone, Traditions, Colusa Meadows, and Colusa Meadows West, comprise approximately 165 single-family homes. In this general area, the Hoblit subdivision has also been approved for 12 units with one home built to date; and Tennant Estates was recently approved for development of 101 residential units on 37.9 acres.

Residential development outside the unincorporated boundaries, but within the City's SOI, is limited primarily to single-family rural residences. Walnut Ranch Estates, consisting of a 101-unit large-lot residential subdivision, is situated south of the City and borders the southern portion of the Tennant Estates projects. Much of the unincorporated land west of 13<sup>th</sup> Street and north of Lurline Avenue are also developed with small-, medium-, and large-lot single-family residences.

#### Commercial

Commercial development in Colusa occurs primarily along the Bridge Street (SR 20/45) corridor and along Market and Main Streets in the core downtown area. The City's commerce has traditionally been conducted in the historic central business district (CBD) and has been focused primarily on local services and agriculture-supporting businesses. While newer commercial land uses are being developed outside of this area, downtown Colusa remains the hub of commercial activity in the community.

Bridge Street from Sioc Street to the east end of Market Street has developed with a mix of residential and commercial uses over the past decades. Fast food restaurants, gasoline stations, a shopping center, and convenience retail are interspersed with medium-density residential development along this segment of Bridge Street.

The 137.5-acre Colusa Industrial Park (CIP) is located outside the City limits, but within the SOI. Within this industrial park complex, commercial office sites are located on the north end, adjacent to the Colusa Golf Club on Highway 20. Office buildings in this area generally range from 2,000 square feet to 15,000 square feet with additional development proposed that includes the potential for a hotel, restaurant, and other highway commercial services. Current tenants within the CIP complex range from county government and business offices to medical and dental facilities.

Over the past 20 years, overall commercial growth inside the City limits has been slow, averaging 3,400 square feet of new commercial construction per year. That trend shifted with the construction of the Town and Country Shopping Center, which created 55,000 square feet of new commercial space at the corner of Carson and Bridge Streets. While the Town and Country Shopping Center contains significant commercial square footage, underutilized commercial space remains around the shopping center, as well as along J Street and parcels north of Market Street extending to the Sacramento River.

To address concerns regarding the potential deterioration of the historic downtown area and to preserve valuable historical assets, the City commissioned a Downtown Improvement and Preservation Plan prepared by Zephyr Urban Management Associates in 1988. The Preservation Plan made various recommendations with one option recommending the establishment of a Redevelopment Agency (RDA) to assist in City efforts to revitalize and strengthen the historic downtown area. To date, no RDA has been established in the City. However, the formation of such an agency and preparation and implementation of a redevelopment plan is discussed in the Outlook and Policy/Implementation sections of this element.

### **Industrial**

Twenty acres of land within Colusa city limits are designated Industrial (I), with this type of use constituting the second largest land use in the City (after single-family residential). Industrial uses include a trailer manufacturer near the Colusa-Sacramento River State Recreation Area (SRA) and the City corporation yards between Main and Market Streets. Additional underutilized industrial land includes the Pirelli site south of the Fairgrounds.

Adjacent to, but outside of, the City limits, are a variety of industrial uses that include agriculture-support businesses, farm equipment rental and sales businesses, a petroleum supplier located along 14<sup>th</sup> Street, historic warehouses along the west end of Main Street, a rice mill at Main and Bridge Streets, and the Sunsweet fruit drying plant on SR 20/45 north of Moonbend Drive.

The vast majority of industrial property in Colusa's planning area, however, is situated on unincorporated lands located south of the City around the Colusa County Airport and along the SR 20/45 corridor southwest of the City. Approximately 1,049 acres of land are owned by Colusa Industrial Properties (CIP). This expansive area is comprised of an industrial park, which houses light and heavy industrial uses, grain and food processing facilities, building material facilities, and a wastewater treatment facility. CIP has submitted a development proposal to rezone an additional 575 acres for industrial uses, which is currently being processed by the County of Colusa.

### **Airport**

The Colusa County Airport, located adjacent to and west of SR 20/45, is the only airport within the Planning Area and the only public airport in Colusa County. It is located on approximately 81 acres about one-half mile southeast of the City of Colusa. The airport is located within the

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jurisdiction of and is managed by the County of Colusa. The airport was established in 1961 and received a permit from the State's Division of Aeronautics the same year.

The Federal Aviation Administration (FAA) classifies Colusa County Airport as a Basic Utility Stage II airport. This airport can serve single-engine airplanes used for agricultural, personal, and business purposes, as well as high-performance single-engine aircraft and light twin-engine aircraft typically used for business and air-taxi purposes. It has one paved runway 3,000 feet long and 60 feet wide and is laid out in a northwest-southeast orientation parallel with the adjacent SR 20/45. The approved traffic pattern for the runway keeps all arriving and departing aircraft to the east of the airport, where primarily agricultural land exists. There are 22 airport-owned T-hangars, five privately-owned hangars, 42 open tie-downs, one large hangar, two agricultural operation hangars, and a caretaker's residence. Services available at the airport include transit and taxi service, fuel sales, and crop dusting service.

### **Recreation**

Colusa has approximately 15.5 acres of parkland and recreational areas within the City boundaries. This does not include acreage at the high school or the Colusa County Fairgrounds, a combined area of more than 75 acres, much of which could be defined as recreational in nature. The city's recreational facilities include ten City parks that offer a community pool, softball fields, grassy play areas, picnic tables, barbecue facilities, playground equipment, restrooms, a rock-climbing wall, tennis and volleyball courts, and horseshoe pits. A privately-owned nine-hole golf course (open to the public) is located outside the city limits but is within the SOI/Planning Area.

The Colusa-Sacramento River State Recreation Area (SRA) provides a passive recreation and boat launch facility. However, siltation problems often make the boat launch unusable for most of the year and available only during high water periods. The City is exploring an alternative site for a more reliable boat launch facility and is currently pursuing grant funding for the project through the Department of Boats and Waterways.

### **Open Space**

There is no land currently designated as open space within the City or the city SOI. Any open space in the City is limited to parks and recreational areas described above.

### **Public Facilities**

Public facility uses include City Hall, Colusa County offices (the City of Colusa is the County seat), public safety offices, the library, a post office, and other public offices currently located in and around the historic downtown area. The County Sheriff's office is located outside of the historic downtown core at the corner of Bridge and Carson Streets on the SR 20/45 corridor. Additional public facility uses in and around the City of Colusa include various school facilities, the hospital, Holy Cross Cemetery, and the City of Colusa Waste Water Treatment Plant.

## **HISTORICAL GROWTH TRENDS**

### **Population**

The population of the City of Colusa in 2005 was 5,582, according to the State of California Department of Finance (DOF) population estimates. The growth rate since 1990 has averaged 0.95 percent per year with a high of 2.56 percent between 1996 and 1997 and a low of negative 1.84 percent for reporting year 1999 to 2000.

## **Employment**

Data from the Bureau of Labor Statistics and the 2000 Census indicated that the total labor force in the City of Colusa increased by 18.2 percent between 1990 and 2000, growing from 2,200 to 2,600 workers during that period. This compares with an 8.2 percent increase in the County as a whole over the same period. The City has seen a 5.0 percent increase in total employment during this time as compared with a 3.7 percent increase in the County.

Colusa residents are employed in a variety of job sectors, ranging from agriculture to public administration. According to the 2000 Census, the category of agriculture, forestry, fishing, and hunting accounts for the largest employment sector in the City (18 percent of total employment). Other major sources of employment include educational, health, and social services (15.3 percent), retail trade (12.5 percent), public administration (7.8 percent), arts, entertainment, recreation, accommodations, and food services (7.7 percent), and waste management services (7.5 percent). Information constitutes the smallest employment sector (0.3 percent).

Major employers of City residents in the area include the County of Colusa, City of Colusa, Colusa Casino Resort, Colusa Unified School District, Colusa Regional Medical Center, Colusa Industrial Properties, and Sunsweet Dryers. While many residents work locally, others commute to Yuba City, Williams, and the Yolo-Sacramento area for work.

## **Jobs/Housing Balance**

According to Census 2000, the current jobs-to-resident ratio in the City is 0.59. However, the ratio of jobs within the City filled by City residents is 0.42. This means that while there are enough jobs to employ 59 percent of Colusa workers only 42 percent are actually working in the City. The remaining workers are commuting outside the City to their places of employment.

## **BUILDOUT UNDER THE 1994 GENERAL PLAN**

Buildout under the existing 1994 General Plan, combined with land that has been annexed since 1994, could yield a total of 3,725 potential dwelling units and result in a buildout population of slightly less than 10,500 residents. If full buildout were to occur during the 20-year timeframe of the existing General Plan, this would represent an annual growth rate of approximately 3.5 percent, a figure considerably higher than the actual growth rate, which has averaged 0.95 percent since 1990.

The 1994 General Plan and its associated amendments allow for a variety of dwelling types and residential densities. The current Land Use Map, shown in **Figure 2.2**, provides for land uses that include rural residential, low-, medium- and high-density residential, commercial-professional, heavy commercial, industrial, and parks/recreation and public facilities.

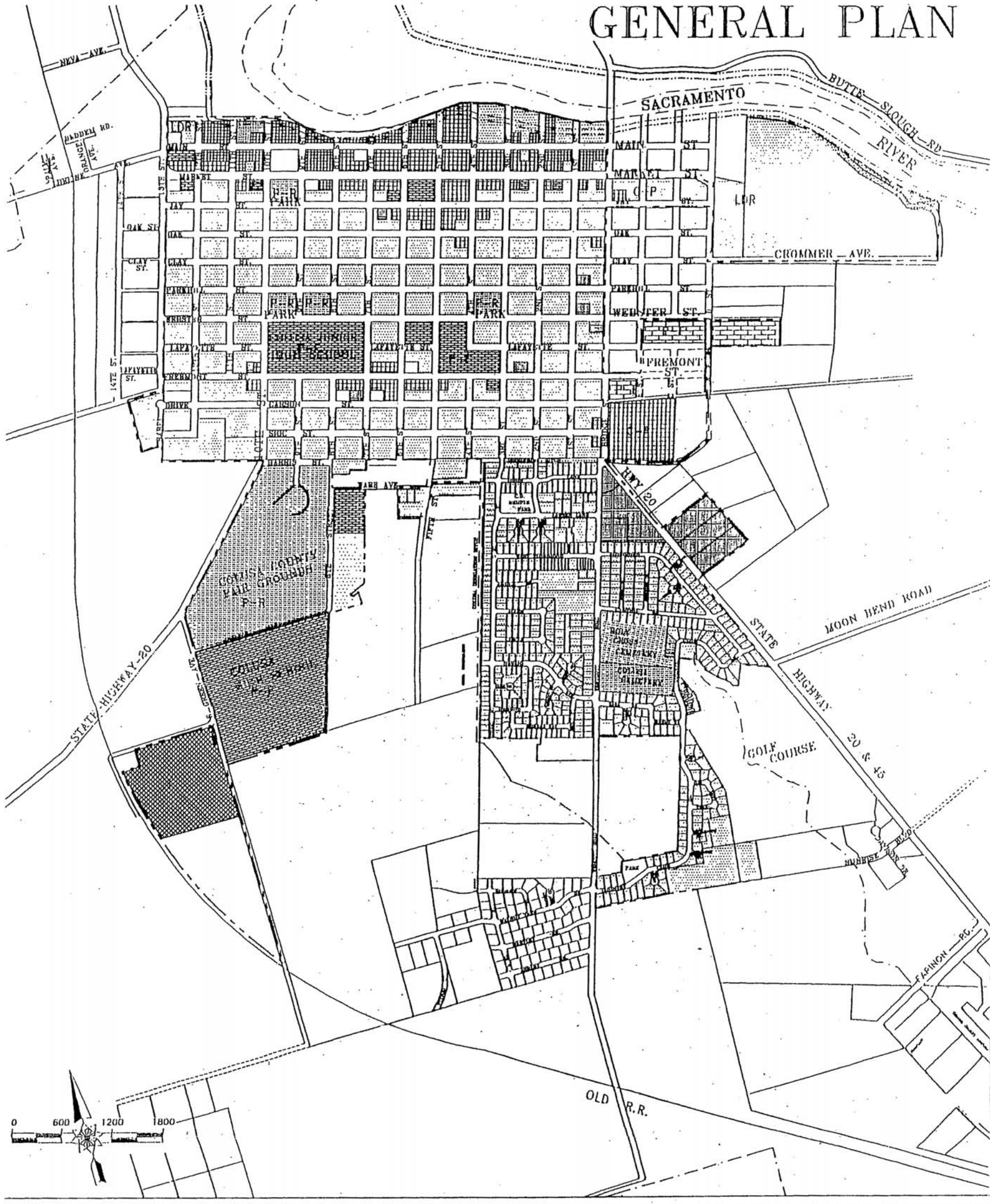
The 1994 General Plan also designated large unincorporated tracts of land in the vicinity of Colusa as areas appropriate for future annexation and development. By doing so, the City stated its intention to grow, with the SOI representing the City's urban limit line.

Subsequently, the City approved seven General Plan amendments (GPAs) between 1997 and 2001, resulting in the annexation and change in land use designations/zoning of approximately 88 acres. These annexations added the potential for construction of 282 housing units based on 4 units per acre after a 20 percent deduction for roadway infrastructure. These annexations also



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# CITY OF COLUSA GENERAL PLAN



## LEGEND EXISTING LAND USE










|   |                           |     |
|---|---------------------------|-----|
|  | RURAL RESIDENTIAL         | RR  |
|  | LOW DENSITY RESIDENTIAL   | LDR |
|  | MEDIUM RESIDENTIAL        | MDR |
|  | HIGH DENSITY RESIDENTIAL  | HDR |
|  | COMMERCIAL - PROFESSIONAL | C-P |
|  | COMMERCIAL - HEAVY        | C-H |
|  | PARKS/RECREATION          | P-R |
|  | INDUSTRIAL                | I   |
|  | PUBLIC FACILITY           | P-F |

FIGURE 2.2  
EXISTING LAND USE MAP

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allowed for construction of 1.56 acres of general commercial development. The majority of housing units approved as part of the GPAs were in the low-density category – 84 acres at low density (approximately 336 single-family homes); and 2.2 acres at high density (estimated 30-40 apartment units), for a total of up to 376 dwelling units.

### **2.3 OUTLOOK**

The land use districts in this element identify the types of land uses proposed for the City's planning area and the level of density or intensity to which they can be developed. These designations, in conjunction with the Land Use Map, serve as a guide for the City's development pattern.

The Land Use Element is intended to go a step beyond the identification of land uses. Goals, policies and implementing actions address how the city is to develop and be defined. The success in enacting a form and pattern of development that embraces the concepts articulated in this element and in the Community Character and Design element depends on implementation. The identified implementing actions include future specific plans/planned developments, community design guidelines, and development review.

### **PATTERNS OF DEVELOPMENT**

#### **Growth and Agricultural Lands**

In addition to the direct economic benefits contributed by agriculture to the City, a variety of indirect, yet equally important benefits generated by agricultural land may affect the future growth and development of Colusa. Factors such as location, intensity, and type of new growth can be guided by the management of agricultural land and land adjacent to agricultural land. Establishing policies regarding the transition of agricultural lands and the handling of the interface between agricultural lands and non-agricultural lands will allow the City to carefully and thoughtfully evaluate land use proposals. In addition, such policies may lead to the creation of enhanced land use alternatives and can help to ensure that valuable agricultural resources are not converted to urban uses unnecessarily or prematurely.

Because large expanses of agricultural land are located adjacent to the City limits, as are various areas proposed for annexation and/or development, consideration will be given to the need for agricultural buffers as new development extends outward from the existing urban edge. In cases where an agricultural buffer may be required to mitigate impacts created by the agriculture-urban interface, the General Plan supports the use of various techniques to give the City and project proponents flexibility in project design through the use of the Urban Reserve land use designations, density transfers, agricultural easements, land transfers to non-profit farmland trusts, and private agreements between developers and agricultural land owners. The City's continuing support of agricultural activity on farmlands adjacent to or inside of the Sphere of Influence will discourage the speculative acquisition and conversion of agricultural land and serve as an effective tool in controlling and directing urban expansion.

#### **Conversion of Vacant Land**

With the proposals for annexation and development of Brookins Ranch, the Vann property, and parcels between SR 20/45 and the Sacramento River, land is expected to convert at a fairly rapid rate from vacant or agricultural use to residential and commercial uses. The City's Land Use Element allows for development of these properties at urban densities out to the edge of the proposed SOI, thereby avoiding or minimizing development that by-passes available sites closer

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to the City. When land at the urban edge is developed, the City may require infrastructure improvements such as the over-sizing of utility lines and street rights-of-way, as well as applying appropriate Design Guidelines acknowledging that growth may occur beyond the project site.

Large tracts of land that comprise Brookins Ranch, the Vann property, and properties east of Highway 20/45 are likely to be multi-phased developments. The City will encourage that successive project phases tie into existing development closer to or adjacent to the developed portions of the City. This pattern is preferred over any development proposal beginning at the edges of individual projects or the edge of the sphere of influence.

### **Effects of Regional Growth Management Policies**

The State Office of Planning and Research *General Plan Guidelines* discuss the need for a community to look beyond its jurisdictional boundaries toward areas in the region that could significantly affect the community's quality of life. The enactment of local growth management policies in many jurisdictions has tended to shift the direction of growth toward jurisdictions whose growth management policies are limited or nonexistent. By pushing growth toward the path of least resistance, local controls often have failed to produce the desired objectives of reducing impacts from growth, and the impacts simply shift from one area or region to another.

Therefore, the City intends to monitor and actively comment on the land use decisions of Colusa County, as well as monitor neighboring Yolo and Sutter counties to ensure that development patterns and intensities do not shift in a manner that will adversely affect the citizens of Colusa and preclude the City from achieving its community goals. Specifically, the areas of concern in this General Plan include the areas of unincorporated Colusa County to the south and west of the City limits.

## **GROWTH PROJECTIONS**

### **Residential**

Due to the flexibility within the proposed land use types and range of densities within the mixed use districts, the Land Use Element cannot quantitatively compare buildout scenarios under the 1994 General Plan with the proposed 2025 General Plan. With the future development anticipated under the 2025 General Plan, the City will, however, experience a substantial increase in the ratio of developed residential to non-residential land. The buildout of this General Plan (as compared to actual population projections) is based on buildout of the planning area (SOI) assuming a mid-range density for all residential land use types.

When combined with existing development, buildout under a mid-range density over the 20-year timeframe of the proposed General Plan could yield as many as 9,089 total dwelling units and a total population of approximately 25,000 persons. If the entire plan area were to build out under the 20-year timeframe of this General Plan, this would represent an average annual growth rate of 6.45 percent.

While this General Plan anticipates that residential growth will occur at a higher annual rate over the next 20 years than has been experienced during the last 20 years, it is unlikely that the annual growth rate will approach half of this 6.45 percent. However, for planning purposes, the General Plan assumes that, based on economic conditions and land proposed for annexation and development, growth rates between 2005 and 2025 will be substantially greater than the 0.95 rate experienced during the last 20 years. A three to four percent growth rate is expected

over the next 20 years but could exceed that rate initially as areas are annexed to the city and development occurs.

### **Non-Residential/Employment**

A total of 600 acres of non-residential land uses are proposed for the planning area included in this General Plan; these land uses include Commercial/Professional, Office Professional/Light Industrial, Industrial, Mixed Use, and Urban Reserve – County Industrial. Each type of land use can be expected to generate a specific number of square-feet of developed space, and a specific number of employees for that space. Over the 20-year planning period, job growth in the Planning Area is anticipated to increase by an estimated 3,000 to 8,300 new jobs (based on additional square feet that will be available for a variety of non-residential uses). Coupled with the square-footage that could be constructed under buildout of the 1994 General Plan, which could generate up to 2,900 jobs, at build-out, the non-residential land uses identified in this plan could generate between approximately 5,900 and 11,200 new jobs

### **Jobs/Housing Balance**

Jobs/housing balance refers to the ratio of jobs to dwelling units within a given community. For the purpose of reducing commute times, it is generally accepted that a balanced ratio between jobs and housing is optimal. However, instances could exist in which a community may prefer to have a ratio that is skewed in favor of one side or the other. The City of Colusa has historically maintained a relatively balanced jobs/housing ratio, with most residents employed within the City or the immediate surrounding area. While the future jobs/housing balance will depend in large part on the economic trends of the region and state, it is anticipated that the amount of land allocated to residential development, mixed use, commercial, and industrial will likely maintain a ratio consistent with or better than current trends. The amount of non-residential land within the City's proposed SOI, in combination with industrial land in close proximity to the City's planning boundary, is anticipated to be sufficient to maintain a reasonable jobs/housing balance.

The jobs/housing ratio will ultimately depend on commute behavior, local employment opportunities by occupation and wage, housing and income needs, and the rate of both jobs and housing growth within the City's planning area. The policies and implementing programs in this Land Use element are intended to promote a reasonable jobs/housing balance with the understanding that this relationship will also be affected by regional housing and employment center development, as well as personal preferences that determine where workers and households choose to locate.

### **AREAS OF LAND USE CHANGE**

This General Plan update includes a proposed expansion of the existing Sphere of Influence from approximately 2,842 acres to approximately 3,805 acres (**Figure 2.3**). The majority of land included in the updated sphere of influence is designated for residential development or has been designated as Urban Reserve.

As indicated by the various development proposals presented to the City, substantial interest has been shown by property owners and development interests to develop land adjacent to the current City limits. The City's policies reflect the belief that the proposed urban level of development would be more appropriately served by the City than by the County, if municipal services are available to do so. By expanding Colusa's SOI, the City can plan for this level of development and work with property owners and Colusa County toward providing efficient

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municipal services and preventing duplication of services by the County or private service providers.

Due to the heightened level of interest in developing portions of the Planning Area, the lack of an annexation strategy could lead to a pattern of land use conversion that may result in leap-frog development, infrastructure financing problems, and an increased need for vehicle trips. These conditions could potentially result in adverse impacts to the existing quality of life and fragmentation of the community. To help ensure that annexations do not occur in a disjointed fashion, the City intends to prepare and adopt an Annexation Phasing Plan that will create a logical phasing of land annexation and development to ensure that future projects maintain a balance of land uses with proper timing, adequate financing, and provision of infrastructure.

### DENSITY/INTENSITY DEFINED

#### **Dwelling Units per Acre (du/ac)**

The term 'dwelling units per acre' is used in the General Plan to describe the number of homes, apartments, condominium units, or other types of dwelling units to be built on an acre of land. The General Plan considers gross density, or the number of units on all residential land area within the land use district to include streets, parks, and other open space. Related terms such as net density, base density, and site density involve calculations derived from gross density – typically applied to specific projects – but are not terms used in this planning document.

Proposed densities range from a low of 1-3 du/ac in the Estate Residential district to a high of 12-20 du/ac in the High Density Residential district. The lower density ranges are intended to accommodate single-family residential uses, while the higher density ranges will accommodate multi-family development such as apartments, condominiums, and town homes. Urban Reserve lands remain at the densities/intensities allowed under the current Colusa County General Plan.

#### **Floor Area Ratio (FAR)**

The term 'floor area ratio' which is expressed in a percentage or decimal, is used in the General Plan to indicate non-residential land use intensity—the gross floor area of all buildings permitted on a lot divided by the area of the lot. A higher FAR will allow for a greater range of activities in one place, increasing the likelihood that multiple shopping tasks will be accomplished with one auto trip.

A typical single-story suburban shopping center has a FAR of 0.2-0.25, or 20-25 percent of the total site. For example, a 10-acre parcel (435,600 square feet) would yield approximately 80,000-100,000 square feet of commercial space.

A small downtown shopping district may have FARs on individual parcels as high as 2.0 or 200 percent of the site area, since parking is often in public lots or on the street, and most of the parcel is covered by two or more stories of building. FARs for land use designations will range from 0.25 for commercial/professional uses to 2.00 in mixed-use districts that also contain medium-to-high density residential.

Related terms such as net base and site intensity involve calculations derived from gross FARs—typically applied to specific projects—but are not terms used in this planning document.



***Land Use Designations***

The General Plan assigns eleven (11) land use designations to land within the City's Planning Area, including four designated subcategories within the general Mixed Use designation. The specific locations of these land use designations or "districts" are shown on the General Plan Land Use Map, **Figure 2.3**. The General Plan land use designations define the type, density, intensity, distribution, and general location of each land use category proposed.

*(Note: These land use designations should not be confused with "zoning districts" that regulate and provide standards for specific uses. Land use designations have the purpose of providing general guidance for future land use, rather than specific detailed development standards and regulations found in the Zoning Ordinance.)*

The following descriptions generally define the land use designations that collectively constitute the Land Use Map. Descriptions, land use densities/intensities, and design characteristics have been developed to ensure compatibility between land uses as projects are developed. Definitions include the general intent and focus of each land use district; they suggest what complementary or supporting uses would be appropriate. The allowable uses incorporate any existing entitlements that may already be in place within these districts.

**Estate Residential (ER)**

The Estate Residential (ER) land use district accommodates very low density residential development—lands generally to northwest, south, and southeast of the City core area. Very low to low-density housing developments are intended for these areas. The ER designation can provide for large-lot residential development that permits small-scale agricultural uses. Development within these areas is limited to single-family homes, including second residential units, and related accessory uses that have rural residential characteristics. The density range is established as 1-3 dwelling units per acre, although a lower density would be acceptable.

**Low Density Residential (LDR)**

The Low Density Residential (LDR) land use district is generally distributed throughout the City and most unincorporated areas within the SOI. LDR development is intended to allow for single-family homes and accessory residential uses, including second residential units. The density is intended to fall within the range of 3-8 dwelling units per acre, although a lower density would be allowed. Additionally, schools, day-care centers, places of religious assembly, and nursing homes may be considered as permitted by the Zoning Ordinance.

**Medium Density Residential (MDR)**

The Medium Density Residential (MDR) land use district is generally found in the eastern portion of the City, east of the Bridge Street corridor, and in the western region north of the SR 20 corridor. The MDR designation is intended for a variety of housing product types, including detached townhouses, duplexes, and triplexes. This designation emphasizes residential development that promotes home ownership of affordable housing. Factors for consideration of development in this designation include density, scale, mass, buffering, and provision of open space. The density range for this land use is designated as 8-12 dwelling units per acre, although a lower density would be allowed. Additionally, schools, day care centers, places of religious assembly, and nursing homes may be considered as permitted by the Zoning Ordinance.



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### **High Density Residential (HDR)**

The High Density Residential (HDR) land use district is generally located along the SR 20/45 corridor and in the western Planning Area north of the SR 20 corridor. The HDR designation provides for apartments, condominiums, and townhomes that can provide affordable housing for a range of income levels. Density, building character, scale, and massing complementary to surrounding land uses are important factors to consider in development within the HDR areas. It is the intent to concentrate multi-family residential development in close proximity to transit lines, commercial businesses, and public services where transit, pedestrian, and bicycle trips will be convenient. The density is intended to fall within a range of 12-20 dwelling units per acre, although a lower density would be acceptable. Additionally, schools, day care centers, places of religious assembly, and nursing homes may be considered as permitted by the Zoning Ordinance.

### **Urban Reserve (UR)**

The Urban Reserve (UR) land use district is generally located in three areas of the City: 1) on the east side of the City, south of Moon Bend Road, 2) in the southern portion of the City south Walnut Ranch on both side of Wescott Road, and 3) west of the 14<sup>th</sup> Street, north of Wilson Avenue.

The UR designation identifies areas outside of the urban service area in the unincorporated County area, but within the Sphere of Influence (SOI) of the City, in which future development and extension of municipal services are contemplated but not imminent. By identifying land within the SOI suitable for future development, the UR district also serves as a “special interest area” in which it is the City’s policy and intention that all development proposals within the district are subject to joint review by both the County and City.

Until such time that this UR land is pre-zoned and annexed by the City, UR land is intended to develop with land uses at the densities/intensities specified in Colusa County’s General Plan and Zoning Ordinance.

### **Commercial Professional (CP)**

The Commercial Professional (CP) land use district focuses on parcels in the southern portion of the City of Colusa along the SR 20/45 corridor, as well as the western Planning Area north of SR 20. The CP designation allows for, but is not limited to, uses such as retail sales, automotive services, hotels/motels, and professional offices. Land designated CP is generally within or contiguous to developed areas that are served by the circulation network and are situated in close proximity to areas where future residential growth is anticipated. The FAR within the Commercial Professional land use designation is expected to range from .25 to .5, as development will likely be service-based and will need to accommodate automobile parking on site.

### **Mixed Use (MU)**

The Mixed Use (MU) district is applied to four specific areas within the City, with each area intended to emphasize a mix of land uses. Development within each MU area would be tailored to each respective locale, generally providing for a pedestrian-oriented live/work/play environment, where the business community, residents, and visitors mingle in a dynamic setting, walking from offices to restaurants to shops to home. Within areas identified as MU on the Land Use Map, Specific Plans may be used as an appropriate planning tool to further define the land

use mix and to provide additional use guidelines. FARs within the MU districts provide for relatively high intensity development within these locations and may be two-story and occupy nearly 100 percent of the parcel. Mixed Use districts may permit parking to be located off site, thereby allowing more of the parcel to be used for the building. The MU locations and descriptions are as follows:

- 1) *Main Street Mixed Use District* – The Main Street Mixed Use District extends east to west between 13<sup>th</sup> Street and D Street, and north to south from the Sacramento River to Market Street. Preservation of historic features, building design, streetscape design, signage, and the use of creative parking strategies (with less restrictive parking requirements) would be integral components of development in this area along Main Street. This MU district is generally characterized by vertically and horizontally integrated retail, office-professional, and medium-to-high intensity commercial uses. Visitor-serving uses are encouraged in this district, including lodging, conference centers, arts and craft studios, wine tasting facilities, antique stores, newsstands, and fresh produce stands as permitted by the Zoning Ordinance. The FAR within the Main Street Mixed Use District will range from a minimum of .5 to a maximum of 2.0.
- 2) *Downtown Commercial Mixed Use District* –The Downtown Commercial Mixed Use District, located between Market and Oak Street and south of the Main Street District , is generally characterized by a vertically and horizontally integrated mix of retail, office, professional, and service uses that serve daily shopping needs. Retail uses will generally predominate. Permitted residential uses would include high-density residential apartments and condominiums (12-20 du/ac). The Downtown Commercial Mixed Use District will accommodate a FAR ranging from a minimum of .35 to a maximum of 2.0.
- 3) *Bridge Street Mixed Use District* – Located along the east side of town, south of Oak Street along the Bridge Street corridor, the Bridge Street Mixed Use District is intended for transit-oriented development that provides a horizontally integrated mix of retail, professional, and service uses directed toward area residents and travelers along Bridge Street. Permitted residential uses would include medium- to high-density residential uses (8-20 du/ac). Other uses could include those pertaining to family-oriented services, markets, and professional offices as permitted by the Zoning Ordinance. As the Bridge Street Mixed Use District allows horizontally integrated commercial uses along with medium to high-density residential, the FAR will range from a minimum of .35 to maximum of 1.0.
- 4) *Residential Mixed Use District* – Generally located south of Oak Street and along Fremont Street between 10<sup>th</sup> and Bridge Streets, a horizontally integrated mix of residential, retail, professional and service uses is intended for the Residential Mixed Use District. Residential uses will predominate and be built at low-to-medium densities (3-12 du/ac). Other uses would complement residential developments, including parks, childcare facilities, and other neighborhood conveniences to serve residents. The Residential Mixed Use District would be the least intensive of all of the mixed-use districts. Low- to medium-density residential development, horizontally integrated with commercial and neighborhood conveniences to serve residents, would be accommodated with a FAR ranging from a minimum of .25 to a maximum of .75.

### **Office Professional/Light Industrial (OP/LI)**

The Office Professional/Light Industrial designation is generally located south of SR 20 on the west side of the City and west of SR 20/45 north of Moon Bend Road. Additional land designated for Office Professional/Light Industrial use is situated along 14<sup>th</sup> Street between Wilson and Lurline

## **2.0 LAND USE**

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Avenues. This designation includes an integrated mix of professional offices with light industrial uses.

Office Professional uses include medical, legal, financial, and other professional and administrative offices and services. Other uses could include small, accessory-level commercial uses that support the principal office uses such as day care facilities, small eateries, and coffee shops as permitted by the Zoning Ordinance. Light Industrial uses include research and development facilities, warehousing, manufacturing, fabrication, assembly and distribution of consumer goods, or other uses which do not create excessive noise, smoke, odors, or other objectionable nuisances to adjacent non-industrial zoned areas. Commercial uses in the office professional/light industrial area shall be incidental to the primary use. Uses within this designation can vary widely as they relate to the amount of parking required. For example, medical or other offices might require more onsite parking than uses such as warehousing or research and development facilities. As such, FARs are expected to range in size from a minimum of .25 to a maximum of .75.

### **Parks/Recreation/Open Space (P/OS)**

Parks, Recreation, and Open Space land uses are designated throughout the City of Colusa, with the largest areas located in the southern portion of the City Planning Area. Open space areas are also designated along the bank of the Sacramento River. This designation includes lands suitable for park development, bike paths, greenbelts, nature preserves, and uses which provide indoor and outdoor recreation opportunities for Colusa residents and visitors. This designation applies to open space lands, which includes lands not suited for development due to environmental conditions or location attributes, and to lands intended to remain in their undeveloped natural state. Upon completion of the City's Parks and Recreation Master Plan, specific park types will be evaluated and sites identified on a project-specific level.

### **Industrial (IND)**

The Industrial land use designation applies to properties generally located west of Will S. Green Avenue south of SR 20, and the west side of SR 20/45 south of Farinon Road. This designation is intended to accommodate more intense industrial uses than the Light Industrial areas. Uses in this designation could include manufacturing, warehousing, and processing applications. The Industrial land has been designated where necessary services such as transportation systems and utilities exist or can be efficiently provided, and where disruption of adjacent uses will be minimal. FARs would typically range from a minimum of .10 to a maximum of .75.

### **Public Facilities (PF)**

The Public Facilities land use designation applies to land uses serving the public benefit. This designation provides for a full-range of public and private facilities distributed throughout the City of Colusa. Public Facility uses include schools, City and County offices, parks, municipal utility locations, and the County hospital.

### **GENERAL PLAN AND ZONING CONSISTENCY**

The zoning code serves as the primary tool for implementing the City's General Plan land use policies. State planning law requires the zoning code to be consistent with the General Plan. Each General Plan land use designation will have one or more corresponding zoning districts. While the General Plan is intended to be broad in its discussion of permitted land uses and development intensities, zoning provisions must identify specific regulations so that property

owners and developers can determine how particular properties can be used and developed. **Table 2.1** identifies the relationships between the land use categories and zoning districts currently established in the City of Colusa Zoning Ordinance.

**TABLE 2.1  
GENERAL PLAN / ZONING CONSISTENCY**

| General Plan Land Use Designation    | Zoning Districts  |
|--------------------------------------|---|
| Estate Residential (ER)              | R-1   |
| Low Density Residential (LDR)        | R-1   |
| Medium Density Residential (MDR)     | R-2, R-3  |
| High Density Residential (HDR)       | R-1, R-2, R-3, R-4  |
| Urban Reserve (UR)                   | NA  |
| Commercial Professional (CP)         | R-1 <sup>4</sup> , R-2 <sup>4</sup> , R-3 <sup>4</sup> , R-4 <sup>4</sup> , C-N, C-G, C-H, P-D <sup>4</sup> |
| Mixed Use (MU)                       | R-1 <sup>1</sup> , R-2 <sup>1</sup> , R-3 <sup>1,2</sup> , R-4 <sup>2,3</sup> , C-N, P-D <sup>4</sup> , C-G |
| Office Professional/Light Industrial | C-G, M-1, M-L, P-D <sup>4</sup>   |
| Industrial                           | M-1, M-2, M-L, P-D <sup>4</sup>   |
| Public Facilities                    | P-F, O-S, F-W   |

*Notes:*

1. Allowed in "Residential Mixed Use" located generally located south of Oak Street and along Fremont Street between 10<sup>th</sup> and Bridge Streets.
2. Allowed in "Bridge Street Mixed Use" located along the east side of town (south of Oak Street).
3. Allowed in "Downtown Commercial Mixed Use" located between Market and Oak Street south of the Main Street Mixed Use District.
4. Allowed upon issuance of a Use Permit.

## SPECIAL PLANNING AREAS

The following areas are designated as Special Planning Areas (SPA) of the City. The boundaries of these SPAs are shown in **Figure 2.4**. SPAs 1-5, as described below, are recognized as unique planning areas that will provide substantial new growth and redevelopment opportunities for the City. At the same time, these areas, along with SPA 6, present challenges that will require a comprehensive planning approach in conjunction with the City's efforts to improve infrastructure and services citywide. It is the intent of this General Plan that these SPAs will be planned, annexed, and ultimately developed through the use of specific plans or planned developments, as specified in the Zoning Ordinance, which will be updated upon adoption of this General Plan.

## 2.0 LAND USE

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### Riverfront District

SPA 1: *Colusa Riverfront District* - Colusa's Riverfront District is bounded by the Sacramento River to the north, 13th Street to the west, Oak Street to the south, and Bridge Street to the east. This SPA will be given special attention with regard to architectural design, orientation, and land uses. All new development and redevelopment projects proposed within this district will be subject to development standards and design guidelines that will constitute the Riverfront Plan. The Riverfront Plan will be prepared by the City and will be incorporated by reference into the City's Zoning Ordinance.

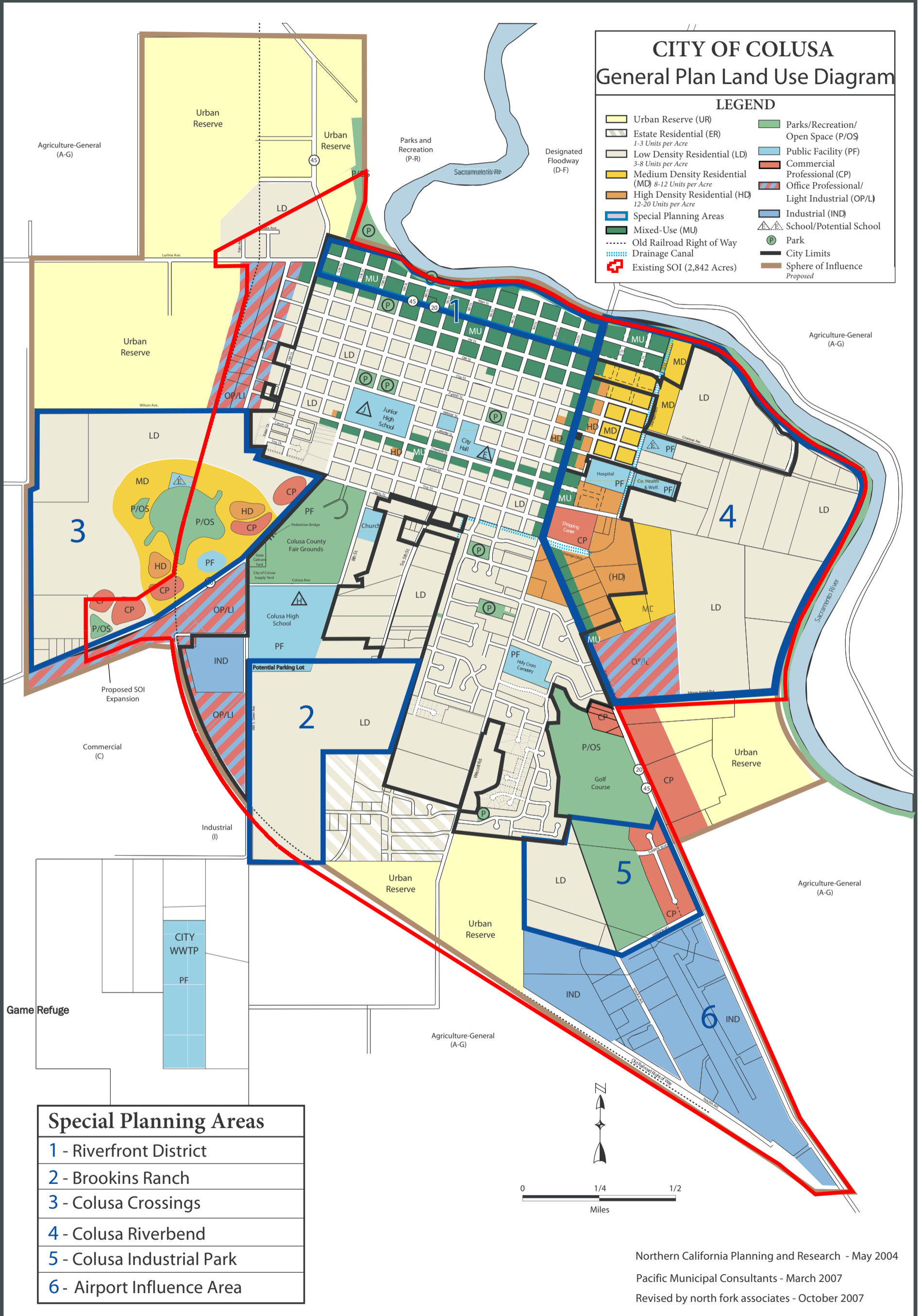
The area surrounding the Riverfront District effectively serves as the principal City center. It achieves this in part through the many historic buildings that occupy the historic downtown/riverfront area (a reminder of the City's origins) and in its varied retail and service establishments. Riverfront Plan development standards and design guidelines demonstrate the City's commitment to enhancing the area and promoting local and visitor-serving businesses.

Future development of the Riverfront District will largely occur as new infill projects and redevelopment. Projects will be expected to improve the aesthetic character and economic health of this historic district. Expansion of existing uses will be encouraged to include high-density residential units. Vertical expansion will be expected to maximize the use of and scenic views from this premium land, while increasing commercial vitality and creating affordable live-work housing opportunities.

### New Growth Areas

Adjacent to the city limits and within the Planning Area are significant acreages of vacant land that present new growth opportunities for the City. Each of these areas is being actively planned for urban development, consistent with the Land Use Map (**Figure 2.3**), and is considered appropriate for annexation into the City. Concurrent with this comprehensive General Plan update, work has been ongoing with property owners and developers of SPAs 2-5 (described below) to create development proposals that will be consistent with the General Plan. The results of these efforts have been incorporated into the SPA descriptions for their respective areas. While the General Plan designates a range of land uses and assumes development to occur at the mid-range of allowable densities, project-specific information was submitted for use by the City and incorporated into this General Plan. This process has aided in the formulation of policies and implementing actions that will allow new urban development to occur without compromising the quality of life for existing Colusa residents. New growth SPAs include:

# Special Planning Areas



**FIGURE 2.4  
SPECIAL PLANNING AREAS**

SPA 2: Brookins Ranch Estates – The Brookins Ranch Estates property consists of a 161.4-acre vacant site located on unincorporated land adjacent to the southwest boundary of Colusa. It is bounded on the west by Will S. Green Avenue, on the north by Colusa High School, on the east by Tennant Estates subdivision (approximately one-quarter mile west of Wescott Road), and on the south by the old railroad right-of-way. The site, which is designated Agriculture Transition (A-T) in the Colusa County General Plan, has not been farmed recently but contains farm buildings along with a single-family residence.

The City’s intent for this planning area is that it be annexed to the City with a land use designation of low-density residential LDR. Based on a mid-range density of six dwelling units per acre, the General Plan would allow for maximum development of approximately 600 units. Brookins Ranch would be developed as a planned development to provide flexibility in site design and density distribution.

*Brookins Ranch Development Proposal* The current proposal for Brookins Ranch Estates is annexation of the 161.4 acres to be developed as a single-family residential neighborhood. This would extend the city limits south to the old railroad right-of-way, with an additional small triangle of land south of this boundary reserved for onsite stormwater detention. The land use plan proposes 600 single-family lots ranging from 4,000 to 9,600 square feet. The existing Brookins residence would remain on a 4.3-acre parcel. A fire station, two parks, and a parking lot to jointly serve the high school and one of the two parks would be constructed. Colusa Unified School District’s facilities plan will determine whether the site may need to accommodate additional school facilities. City storm drainage, water, and sewer facilities would be upgraded as needed prior to development in order for the City to serve the new residents. The proposed subdivision is laid out on a modified grid street system, which would provide two access points at the north by extending 5<sup>th</sup> and 8<sup>th</sup> Streets, three connections to Will S. Green Avenue on the west side, and connection to Tennant Drive on the east side of the subdivision. Proposed land uses for this site are shown in **Table 2.2** below.

**TABLE 2.2  
BROOKINS RANCH AS PROPOSED**

| <b>Proposed Land Use</b>   | <b>Acres<sup>1</sup></b> |
|--|--------------------------|
| 600 Single-family Detached Homes                                       | 127.5                    |
| Public Parking ( <i>joint use for onsite parks &amp; high school</i> ) | 2.4                      |
| Parks  | 11.6                     |
| Park/Detention   | 3.6                      |
| Greenways ( <i>pedestrian and bicycle pathways</i> )                   | 5.0                      |
| Open Space   | 5.5                      |
| Fire Station   | 1.5                      |
| Existing Brookins Residence  | 4.3                      |
| <b>TOTAL</b>   | <b>161.4</b>             |

<sup>1</sup>Includes roadway infrastructure

## 2.0 LAND USE

SPA 3: *Colusa Crossings (Vann Property)* – This 310-acre site is located adjacent to the western boundary of the city. The site is bounded by State Route 20 to the east and south and agricultural land to the west and north. The site is currently designated Agricultural-Transition (A-T) and a small amount of Commercial (C) in the *Colusa County General Plan*.

Colusa Crossings is well-suited for a master-planned community that could offer a variety of uses to serve the entire community, and the site has been designated with a range of densities. This will allow development of a variety of housing types for a range of income groups. In addition, Colusa Crossing’s strategic location on SR 20 will allow for viable commercial services for not only the development, but for all City residents and travelers along the highway. While this SPA is considered a possible location for the City’s community park, the size and location for this type of park will not be determined until the City’s Parks and Recreation Master Plan has been completed.

The City’s intent for this planning area is that it be annexed to the City with a mix of land uses including low-, medium-, and high-density residential (LDR, MDR, and HDR); commercial professional (CP); public facilities (PF); and Parks, Recreation, and Open Space (P/OS). Based on a mid-range density assumption of six (6) dwelling units per acre for LDR, 10 dwelling units per acre for MDR, and 16 dwelling units per acre of HDR, the General Plan would allow for a development of a range of uses with a maximum 1,550 residential units and up to 402,930 square feet of commercial space. The Vann Property area would be developed under a specific plan or as a planned development to provide flexibility in site design and density distribution.

*Colusa Crossings Development Proposal* Colusa Crossings proposes a mix of uses for this area to include low-, medium, and high-density residential units; an elementary school site; a neighborhood or community park and other open space to serve the residents; and a mix of commercial uses to serve local residents and travelers along SR 20. City storm drainage, water, and sewer facilities would be upgraded as needed prior to development in order for the City to serve the new residents. The specific land uses that have been proposed for development on this site are shown in **Table 2.3** below.

**TABLE 2.3  
COLUSA CROSSINGS AS PROPOSED**

| Proposed Land Use   | Acres     |
|---|-----------|
| 900 (1,050) Low Density Residential, 5 du/ac                              | 180 (210) |
| 130 Medium Density Residential units, 10 du/ac.                           | 13        |
| 200 High Density Residential, 20 du/ac.                                   | 10        |
| Commercial  | 25        |
| Parks<br><i>(would be developed as either a 51-acre community park or</i> | 51 / 21   |



| Proposed Land Use   | Acres      |
|---|------------|
| <i>21-acre neighborhood park according to need to be determined in the City's Parks and Recreation Master Plan)</i> |            |
| Open Space  | 21         |
| Elementary School   | 10         |
| <b>TOTAL</b>  | <b>310</b> |

( ) Denotes conditions pertaining to 21 acre neighborhood park instead of 51 acre community park.

SPA 4: *Colusa Riverbend* – Colusa Riverbend encompasses approximately 442 acres in the northeast and eastern portion of Colusa’s Planning Area. The aggregate of land is roughly bounded by the Sacramento River to the north and east, Highway 20/45 to the west, and Moon Bend Road to the south. This SPA is comprised mostly of unincorporated land with multiple owners; the exception is the northern 80-acre parcel (formerly known as Riverbend), which is located within the City limits and presently designated Residential in the *City of Colusa General Plan*. The remaining unincorporated land is designated Rural Residential (RR) and a small portion of Industrial (to the south) in the *Colusa County General Plan*.

The City’s intent for this planning area is that the entire area be annexed to the City to be master-planned and developed with low- and medium-density residential (LDR and MDR) development. Based on a mid-range density of six (6) dwelling units per acre for LDR and 10 dwelling units per acre for MDR development, the General Plan would allow for development of up to 2,530 units. Colusa Riverbend would be developed under a Specific Plan or as a planned development to provide flexibility in site design and density distribution.

*Colusa Riverbend Development Proposal* The 76-acre parcel presently in the City limits would be developed as a planned development during the first phase of development of this plan area. A Colusa Riverbend Specific Plan will be prepared to serve as the City’s long-range plan for development of the portion of Colusa Riverbend area outside the existing City limits. The Specific Plan would be the planning and regulatory document for the purpose of implementing the City’s General Plan, providing a bridge between the broad policies contained in this General Plan and any detailed project-specific development plan proposal(s). In accordance with California Government Code §65450-65457, which provides guidelines for specific plan preparation and implementation, the plan would include landscaping and design guidelines, development standards, and a financing plan that identifies funding for new infrastructure and public services. This specific plan would be adopted by the City of Colusa, consistent with the General Plan, and serve as the policy document to accomplish buildout within the Colusa Riverbend area.

Another component of the proposed Colusa Riverbend project is a Land Use Plan, which provides for a range of residential housing types at a density ranging from six (6)-10 dwelling units per acre. Under the specific plan’s buildout scenario, this would result in approximately 2,530 single-family, detached units. It also proposes an elementary school, parks, and open space land uses for the 442-

## 2.0 LAND USE

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acre area. City storm drainage, water, and sewer facilities would be upgraded as needed prior to development in order for the City to serve the new residents.

The conceptual land use plan shows a macro grid street system, consistent with the City's Circulation Map (see Chapter 4). This would include: 1) a North-South Collector extending east from Market Street into the middle of Colusa Riverbend, then heading south to Moon Bend Road; 2) the extension of Darling Lane from Bridge Street (at the intersection with Carson Street) to the North-South Collector; 3) extension of D Street from Darling Lane to the North-South Collector.

Prior to annexation and development of the unincorporated areas, the 80-acre Cribari property—a portion of Colusa Riverbend that is already within the City limits—will be proposed for development under a separate planning application. The project will propose subdivision and development of this land under a planned development— 360 residential units with eight acres of parks, open space, an enhanced drainage corridor, and river access. The development would be consistent with, and eventually be integrated into, the ultimate Colusa-Riverbend Specific Plan area.

SPA 5: *Colusa Industrial Park* – Colusa Industrial Park, located adjacent to the south of Colusa's city limits, comprises approximately 137.5 acres of the 1,049-acre Colusa Industrial Properties (CIP) complex. The site is roughly bounded by State Route 20/45 to the east, Colusa Golf Club to the north, Wescott Road to the west, and CIP's agricultural lands to the south. Existing businesses and an agricultural service complex are located on the northern portion of the site, while approximately 127 acres are presently vacant. The site is currently designated as Industrial (I) in the *Colusa County General Plan*.

The City's intent for this planning area is that it be annexed to the City with a mix of land uses including low-density residential (LDR) on the western portion of the site; commercial professional (CP) along the SR 20/45 corridor; and Parks, Recreation and Open Space (P/OS). Portions of this SPA are situated within the Colusa County Airport Comprehensive Land Use Plan (CLUP) safety zones—the clear zone, approach/depart zone and overflight zone, as shown in **Figure 2.5**. At a mid-range density of six (6) dwelling units per acre and commercial intensity of between .25 and .5 FAR, the General Plan would allow for development of 253 residential units and up to 827,640 square feet of commercial space. Colusa Industrial Park would be developed as a planned development to provide flexibility in site design.

*Colusa Industrial Park Proposal* A proposal to develop the site with a mix of residential, commercial, and recreation uses is currently being processed through the County of Colusa Planning Department. The project, if approved, would result in an urbanized development outside of the city limits, consisting of approximately 50 acres of residential land to be developed with 200 single-family homes; a high-density residential complex; approximately 28 acres of commercial uses (e.g., motel, restaurant, and other highway commercial services); approximately 56 acres of open space to be developed as a nine-hole golf course facility, and a separate wastewater treatment plant.

The City of Colusa is currently unable to provide domestic wastewater treatment capacity for the CIP proposal. Thus, CIP has proposed two alternatives: The first is

to develop and offer for dedication to the City a separate 100,000 gallon-per-day (gpd) wastewater treatment plant to be built on approximately 34 acres of CIP property now permitted by the County for industrial process wastewater disposal. The second alternative calls for building a larger 800,000 gpd treatment plant (expandable to 1.2 million gpd) in the same location, dedicating the property to the City, reserving a larger portion (150-350 acres) of CIP's permitted land application wastewater discharge, abandoning the City existing treatment facility, and converting that facility to a transfer pumping station to transport current flow to the new facility.

These new growth areas comprise significantly more land than what is currently forecast to meet future City needs. However, recent growth trends and market pressures in the region suggest an increased demand for housing and related commercial services is present. With this General Plan update and subsequent implementing Master Plans, urban development can be directed to within the city limits, and it is anticipated that Colusa will be prepared to accommodate this new growth.

### **Airport Influence Area**

SPA 6: The Colusa County Airport and a portion of the Colusa Industrial Park site (SPA 5), are situated within the Airport Influence Area—specifically, the Airport Safety Zones, which include the clear zone, approach/depart zone and overflight zone, as delineated in the CLUP (see **Figure 2.5**). Most of the land in the airport overflight zone that is within the Planning Area is either the airport facility or land that is designated as Parks/Recreation/Open Space (P/OS).

Of the three airport safety zones designated by the CLUP, the clear zone is the most restrictive, the approach/depart zone is somewhat restrictive, and the overflight zone is the least restrictive of the three airport safety zones. The overflight zone generally coincides with the area overflowed by aircraft during normal traffic pattern procedures. This zone allows for residential development of up to one dwelling unit per five (5) acres. Whether proposed for annexation or not, the City will review all project proposals within the CLUP Airport Overflight Zone to ensure compliance with the CLUP.

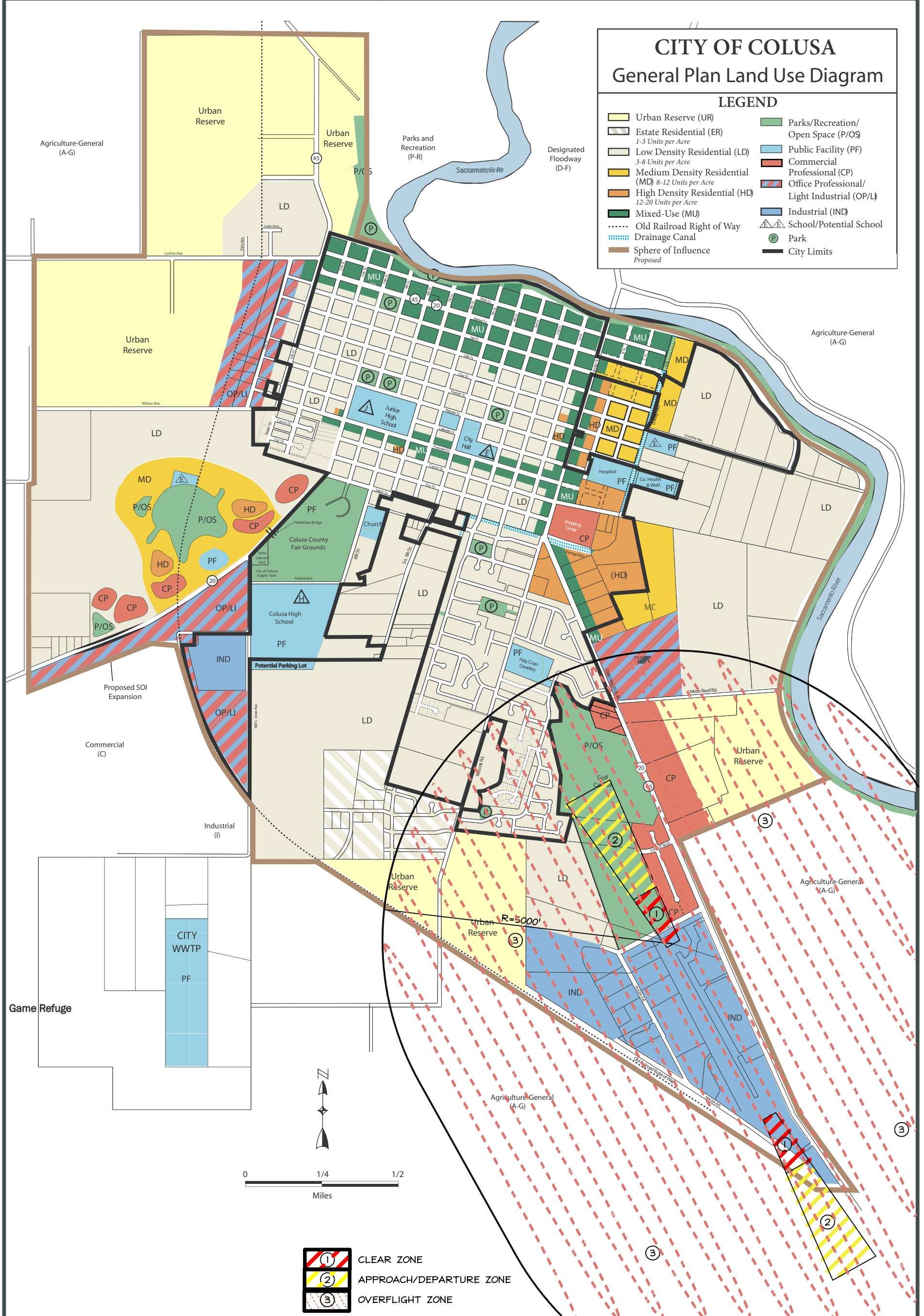
### **INFILL AREAS**

The General Plan encourages infill development that will help create a more compact downtown center with a diverse mix of land uses, increase connectivity between neighborhoods and uses, and provide a greater range of community amenities. The City will promote infill projects on lands contiguous to existing development and infrastructure to prevent the premature conversion of agricultural lands to urban uses and minimize the cost of infrastructure and services to non-infill developments.

Infill development will continue on vacant land within the City limits – primarily to include parcels surrounded by existing development with available infrastructure. This would include parcels in the downtown core area, residential land along Wescott Road, and parcels in the vicinity of the commercial center at the intersection of Bridge and Carson Streets. Infill development could include rehabilitation of existing structures, demolition, and new construction. Redevelopment of aging residential complexes in areas designated for medium-to-high residential development are acceptable in infill areas if the project results in the retention or increase off the number of rental units, consistent with the Housing Element.

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# Colusa General Plan Land Use Diagram Colusa County Airport Safety Zone Overlay



Sources: Lux Engineering & Surveying Inc. May 2007  
Colusa County Airport Comprehensive Land Use Plan (CLUP)  
Revised by north fork associates October 2007

Figure 2.5  
GENERAL PLAN LAND USE DIAGRAM

## **SPECIAL PLANNING TOOLS**

### **Specific Plans**

Government Code §63450 authorizes cities to adopt specific plans to implement the General Plan in designated areas. The specific plan will be used as a planning tool to guide and encourage comprehensive planning and provide for urban design flexibility in localized development areas that propose a mix of residential and non-residential land uses. While the General Plan is the primary guide for growth and development in Colusa, specific plans will focus on the unique characteristics of a special planning area by customizing the vision, land uses, design guidelines, and development standards for that area.

A specific plan will designate all land uses and the geographic boundaries of each use allowed in the specific plan area. A high level of detail on the types of uses to be permitted, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements will be included in the plan. An implementation plan, including infrastructure, phasing, and financing will be required with each plan.

A specific plan may be adopted by resolution (as a document of policies and standards) or as an ordinance. The City will revise the Zoning Ordinance to identify specific plan requirements for special planning areas.

### **Planned Developments**

A Planned Development (PD) may accomplish objectives similar to those of a specific plan within special planning areas. The purpose of a planned development is to allow diversification in the development of one or more land uses and ensure complementary uses, building types, complementary structures (e.g., club houses, community facilities, neighborhood commercial, etc.), and open spaces. Planned developments may require flexibility in zoning standards such as setbacks, height requirements, and density distribution, where appropriate, to achieve the City's vision for that area. Planned development applications will be accompanied by a general development plan that identifies the zoning, development standards, design guidelines, and implementation program for development within the project area. This approach will help ensure not only substantial compliance with the city's General Plan and the provisions of the Colusa Municipal Code, but will provide a means for comprehensive, rather than incremental, planning for large parcels, particularly the Special Planning Areas described above.

Planned developments are intended for both large-scale developments and on smaller parcels, such as infill sites, where special characteristics of the site merit and would benefit from flexible zoning considerations.

## **ECONOMIC DEVELOPMENT**

Colusa's location, at the intersection of two state highways, provides an advantage for its retail economy. Colusa has three highway ingresses, all of which funnel traffic through the downtown. The highway layouts, combined with the historic small town commercial sites, provide a distinct advantage to the City's opportunity for economic development. Colusa's retail sector is the predominant influence on its economy, as well as the major generator of tax revenues to the City.

While commercial growth in Colusa during the years 1981-2001 was slow, it has shown some modest growth in recent years. The average annual growth rate in taxable sales in the City over

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the last twenty years has been approximately 5.3 percent per year. Average new construction of commercial uses averaged 3,400 square feet a year. In 1988, this pattern of slow growth changed when the Town and Country Shopping Center was built, creating 55,000 square feet of new commercial space at the corner of Carson and Bridge Streets. As business leveled off during the 1990s, the development created concern about the future vitality of commercial sales in the historic downtown area.

In the past 20 years, Colusa has experienced fluctuations in its total taxable sales, with the highest average annual increase of 26.4 percent between 1983 and 1984 and, more recently, an 18.4 percent increase between 1998 and 1999. Although these increases in taxable sales are encouraging, the City has also historically seen an average annual decrease of between 9.2 and 14.7 percent in the consecutive years of 1990 to 1991 and 1991 to 1992. Data from the California State Board of Equalization suggests that between 1996 and 2001 (the most complete recent data set), the City experienced an average annual increase of 8.1 percent in total taxable sales. The increased taxable sales represent growth in the economic base in Colusa, as well as increased commercial growth. Tax revenues are expected to increase with anticipated future commercial expansion and redevelopment.

As with many cities in the State of California, the City of Colusa currently faces serious economic challenges. In recent years, State government has increasingly shifted and utilized local government tax revenue to balance the state budget. This trend has hurt local government economies, adversely impacting local jobs, services, and infrastructure improvements. In Colusa, very limited fiscal resources are available to fund and maintain vital community services.

The City has experienced minimal development over recent years and, consequently, there are few employment opportunities for local residents. While it is not likely the City can create jobs for every Colusa resident, it can take steps in this General Plan to address employment by creating more job opportunities through General Plan land use policies, economic strategies, and programs that will enable Colusa's local economy to improve.

Economic development creates revenues for the City to use to provide public services. Industrial, commercial, and professional office development affects the community's fiscal health in various ways.

### **Cost**

Generally, providing necessary public services for non-residential development is substantially less costly than for residential development because schools and most emergency service needs are directly related to 24-hour residents. In addition, low- to medium-density housing typically takes up three to 10 times more land area than required for non-residential which translates into fewer tax dollars for the City.

### **Revenues**

Commercial, office, and manufacturing facilities generate the following revenues to local government.

- **Property Tax:** Property taxes for commercial, office, and manufacturing uses usually are higher than those for residential development because of the greater expense, size, and complexity of commercial and industrial buildings.

- **Sales Tax:** Taxable sales are associated with both retail and manufacturing businesses. Industrial sales tax may depend on whether the sale is actually recorded in the City of Colusa or whether the company’s offices are elsewhere.

**Indirect Revenues and Business Attraction**

Industrial jobs pay wages and salaries that are spent, at least in part, in the local economy. Manufacturing (industrial and light industrial) supports and attracts other businesses **that are** needed for support goods and services. **These businesses**, in turn, create new jobs and make purchases from other local businesses. This “multiplier” effect results in several times the purchasing **power** of the first dollar spent on wages **when** that dollar is eventually spent on other taxable goods and services within the City.

The use of state and federal grant funds by the City, non-profit organizations, and qualifying private developers can also be used to stimulate development and redevelopment within the Planning Area. These grant monies can provide incentives for private investment in the area, with funds targeting specific improvements that will contribute positively to the project as a whole.

**2.4 GOALS, POLICIES AND IMPLEMENTING ACTIONS**

**NEW DEVELOPMENT GROWTH PATTERNS**

**Goal LU-1:**

**To maintain well-defined boundaries at the edge of urban development.**

**Policy LU-1.1:**

The Planning Area for 2025 shall coincide with the sphere of influence as shown on the General Plan 2025 Land Use Map.

Implementing Action LU-1.1.a: Land Use Map

The proposed Land Use Map is shown as **Figure 2.3**. This map will serve as the basis for determining appropriate uses of land within the planning area.

Implementing Action LU-1.1.b: Ordinance and Regulations Review and Update

The Zoning Ordinance and other implementing ordinances will be made consistent with this adopted Land Use Map.



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### Goal LU-2:

To ensure public health and safety by maintaining adequate buffers between agricultural land and urbanized areas.

### Policy LU-2.1:

Development projects shall be reviewed on a case-by-case basis to ensure that adequate buffers are maintained between urban and agricultural lands, while giving developers flexibility in design at the urban edge.

#### Implementing Action LU-2.1.a: Development Review

Impacts of proposed new development will be evaluated with each proposal. Mitigation of significant impacts to the agriculture/urban interface will be required as conditions of approval of site plans and subdivision maps.

Agricultural buffers will be determined on a case-by-case basis, depending on adjacent agricultural uses. Potential mitigation measures may include disclosure to potential buyers of properties adjacent to agricultural uses, agreements between developers and adjacent agricultural landowners, agricultural easements, and/or land transfers.

#### Implementing Action LU-2.1.b: Development Agreements

As appropriate, the City will use the development agreement process established under State law and the Zoning Ordinance. This process provides for specific requirements of the developers of major projects to ensure compliance with the policies of this General Plan and provides for other benefits to the City in exchange for land use entitlement certainty for developers and property owners.

#### Implementing Action LU-2.1.c: Interagency Coordination

The City's efforts to achieve managed growth that preserves agriculture at the edge of the City's urban growth boundary while allowing development to occur will require intergovernmental coordination. The City will work with State and local agencies, including LAFCO, Colusa County, the Airport Land Use Commission, Colusa Unified School District, Caltrans, and other affected agencies, particularly during planning and development review of proposed development projects. As part of the General Plan adoption process, the City will inform affected agencies of the City's change in its planning area boundary (SOI), the newly adopted land use districts, and City policies regarding land use in proximity to agricultural areas.

### Goal LU-3:

To maintain land as Urban Reserve for consideration for future development.

### Policy LU-3.1:

The City shall actively discourage development in all areas identified as Urban Reserve unless accompanied by a request for annexation and a General Plan Amendment. Absent any

request for annexation and General Plan Amendment, development shall occur as allowed under the Colusa County General Plan.

Implementing Action LU-3.1.a: General Plan Amendments

The City will consider a General Plan Amendment for annexation and development of land within the Urban Reserve district using the following information:

- a. Market Absorption Study
- b. Fiscal Impact Analysis
- c. Municipal Services Capacity Analysis

**Goal LU-4:**

**To protect agricultural operations as new development occurs.**

**Policy LU-4.1:**

The City shall require an evaluation of the potential for adverse impacts on agricultural production and economic value from exposure to urban development for all new projects adjacent to rural lands. It is the intent of this policy to minimize the creation of conditions that will impair any present farm operations to a degree that threatens the long-term viability of the use of that land for continued agricultural purposes.

Implementing ActionLU-4.1.a: Development Review

Through the development review process, projects will be evaluated to ensure that impacts to existing farming or other agricultural operations will not be adversely affected or restricted by adjacent urban uses. The City will require that developers of residential projects, which are within general proximity to agricultural operations in the County, provide notification to new homeowners within their deeds, of the County's right-to-farm ordinance. In addition, projects requiring and/or proposing the use of agricultural buffers will be reviewed for adequacy of mitigation by the Agricultural Commission, Farm Bureau, and any other recognized authority.

**Policy LU-4.2:**

The City shall require a 200-500 foot residential buffer, based on the type of agricultural use (e.g., field crops, orchards, grazing, etc.) and method of pesticide application (aerial, ground application), as appropriate.

Implementing Action LU-4.2.a: Development Review (see Implementing Action LU-4.1.a above).

**Policy LU-4.3:**

The City shall require a combination of a residential buffer, masonry fencing, tree plantings at the urban edge to mitigate agricultural impacts of noise, dust, trespass, and pesticide/herbicide overspray.

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Implementing Action LU-4.3.a: Development Review (see Implementing Action LU-4.1.a above).

### Goal LU-5:

To ensure growth occurs in an orderly, compact, and efficient manner, so that municipal services and infrastructure can be extended at the least possible cost.

### Policy LU-5.1:

Development patterns shall tier off of existing development and avoid leap-frogging, including areas intended for annexation that are presently outside the city limits.

Implementing Action LU-5.1.a: Land Use Map (see Implementing Action LU-1.1a above).

Implementing Action LU-5.1.b: Development Review (see Implementing Action LU-2.1a above).

### Policy LU-5.2:

Development patterns shall extend primarily from Highways 20 and 45. To the extent feasible, initial phases of new developments shall begin as close as possible to existing urban areas.

Implementing Action LU-5.2.a: Land Use Map (see Implementing Action LU-1.1a above).

Implementing Action LU-5.2.b: Development Review (see Implementing Action LU-2.1a above).

### Policy LU-5.3:

The City shall limit annexations and future urban development to land within the sphere of influence for this General Plan through the year 2025.

Implementing Action LU-5.3.a: Land Use Map (see Implementing Action LU-1.1a above).

### Policy LU-5.4:

The financing for and ability to guarantee construction of infrastructure and public services shall be established before annexation can occur.

Implementing Action LU-5.4.a: Annexation Phasing Plan

The City will prepare and adopt an Annexation Phasing Plan to ensure a logical progression of annexations that meet the City's economic and planning needs and do not strain City services, resources, and infrastructure. This plan is a statement and analysis of the City's growth plans, focusing in particular on the timing of growth and the annexations needed to support that growth. The purpose of the plan is to give the Colusa County Local Agency Formation Commission (LAFCO) a context for evaluating

the likelihood of significant growth. Within this context, LAFCO can compare a proposed annexation to projected demand for growth and the existing supply of vacant land within the City.

The plan will include criteria, consistent with the Cortese-Knox-Hertzberg Reorganization Act of 2000, that promote the preservation of open space and agricultural lands; benefit the local economy; ensure a development pattern that is complementary and contiguous to existing development; and include adequate infrastructure and services.

Implementing Action LU-5.4.b: Development Review (see Implementing Action LU-2.1a above).

In addition, during the development review process of annexation proposals, the City will review the projects to ensure that:

- The project site can feasibly be served by the City within the General Plan time frame.
- The project site meets LAFCO criteria for annexation as required under the Cortese-Knox-Hertzberg Reorganization Act of 2000.
- The proposed annexation and development are consistent with General Plan goals and policies.
- There are sufficient assurances that the timing of infrastructure and public services are achieved through the LAFCO Municipal Services Review process, Environmental Review, Project-Specific Conditions of Approval, 5-year Capital Improvement Program, and Development Agreements
- The proposed use would fulfill a market need and would create public benefits that could not reasonably be accomplished without the annexation.

Implementing Action LU-5.4.c: Interagency Coordination (see Implementing Action LU-2.1.c above).

## COMPREHENSIVE PLANNING

### **Goal LU-6:**

**To provide a comprehensive, logical land use planning process rather than an incremental, piecemeal approach.**

### **Policy LU-6.1:**

Growth shall provide a strong diversified economic base and a reasonable balance between employment and housing for all income groups.

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### Implementing Action LU-6.1.a: Specific Plans/Planned Developments

All properties within Special Planning Areas will carry a SP/PD designation and will require preparation of a specific plan or will be processed as a planned development. Properties within these designated areas must conform to all requirements of the specific plan or planned development. The City will ensure that specific plans and planned developments are consistent with the goals and policies of the General Plan, and with California Government Code §65451 (Specific Plans). Specific plans will incorporate development standards and Design Guidelines, a phasing plan for public facilities and services, and financing measures.

Permit requirements will be as specified in the City's Zoning Ordinance, which will be amended upon adoption of this General Plan update. Proposed developments within the specific plan areas will be required to adhere to Zoning Ordinance process for discretionary review, such as those for conditional use permits, variances, architectural and site plan approval, and subdivisions. The Zoning Ordinance will be amended to establish development application and review procedures. Discretionary review and approval of all specific plans and planned developments will be conducted through a public hearing before the Colusa Planning Commission. The City will use development agreements to secure implementation and financing provisions for these specific plans and planned developments.

### Implementing Action LU-6.1.b: Public Participation

The City will continue its public participation process, actively solicit public input through public hearings as part of the development review process, and provide opportunities for early consultation for major development proposals. In addition, the City will expand public involvement and information programs, such as providing information to affected residents and other stakeholders when public improvements are being planned.

### Implementing Action LU-6.1.c: Interagency Coordination (see Implementing Action LU-2.1.c above).

## **Policy LU-6.2:**

Growth shall occur on the basis that projected revenues should be sufficient to meet public costs.

### Implementing Action LU-6.2.a: Specific Plans/Planned Developments (see Implementing Action LU-5.1.a above).

### Implementing Action LU-6.2.b: Public Participation (see Implementing Action LU-5.1.b above).

### Implementing Action LU-6.2.c: Interagency Coordination (see Implementing Action LU-2.1.c above).

## **Policy LU-6.3:**

Growth shall be managed to ensure that adequate public facilities and services are planned for and provided in a manner that protects the public's health, safety, and welfare.

Implementing Action LU-6.3.a: Specific Plans/Planned Developments (see Implementing Action LU-5.1.a above).

Implementing Action LU-6.3.b: Public Participation (see Implementing Action LU-5.1.b above).

Implementing Action LU-6.3.c: Interagency Coordination (see Implementing Action LU-2.1.c above).

Implementing Action LU-6.3.d: Civic Facilities Master Plan

The City will adopt and implement a Civic Facilities Master Plan. Development projects will be evaluated for consistency with this plan. The plan will assess the central staffing and facility needs for administrative and community functions; facilitate coordination of operations between departments; and emphasize efficiency through centralization and “one-stop shop” service for public activities wherever possible. Financing mechanisms will be outlined in the plan’s implementation program. Civic facilities are discussed in detail in the Municipal Facilities and Services Element.

Implementing Action LU-6.3.e: Water Master Plan

The City will adopt and implement a Water Master Plan. Development projects will be evaluated for consistency with this plan. The plan will provide a framework for timed capital improvements and facility expansion projects and will aid the City in identifying and establishing funding sources beyond monthly service charges to finance improvements related to water quality, supply, recycling, distribution, and water conservation. Municipal water is discussed in detail in the Municipal Facilities and Services Element.

Implementing Action LU-6.3.f: Wastewater Master Plan

The City will adopt and implement a Wastewater Master Plan. Development projects will be evaluated for consistency with this plan. The plan will provide the framework for timed capital improvements and facility expansion projects and will identify funding sources beyond monthly service charges to finance improvements related to expansion and upgrades to wastewater capacity, flow, treatment, and reclamation. The City will refer to this plan when constructing improvements and upgrades to the Wastewater Treatment Plant as needed to accommodate existing customers and any approved development. Wastewater is discussed in detail in the Municipal Facilities and Services Element.

Implementing Action LU-6.3.g: Storm Drainage Master Plan

The City will adopt and implement a Storm Drainage Master Plan. Development projects will be evaluated for consistency with this plan. The plan will identify drainage facilities that will be constructed to eliminate drainage problems in the City and will describe the means for financing the improvements. The Storm Drainage Master Plan will address Regional Water Quality Control Board water quality standards, including Best Management Practices for storm drainage management. Storm drainage is discussed in detail in the Municipal Facilities and Services Element.

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### Implementing Action LU-6.3.h: Safety Master Plan

The City will adopt and implement a Safety Master Plan. Development projects will be evaluated for consistency with this plan. The plan will identify facilities, equipment, and staffing needed to maintain adequate levels of service for fire protection, police, and emergency services. Fire protection, police, and emergency services are discussed in detail in the Safety Element.

### Implementing Action LU-6.3.i: Streets and Roadways Master Plan

The City will adopt and implement a Streets and Roadways Master Plan. Development projects will be evaluated for consistency with this plan. The plan will provide detailed information with respect to the improvements required to the transportation system as defined in the Circulation Element. Quantities and cost estimates will also be provided with the master plan. The City's street system and Streets and Roadways Master Plan are discussed further in the Circulation Element.

### Implementing Action LU-6.3.j: Parks and Recreation Master Plan

The City will develop a Parks and Recreation Master Plan that addresses the current and long-term parks and recreation needs for Colusa residents. Development projects will be evaluated for consistency with this plan. The Master Plan will examine the full range of recreation needs including open space, pedestrian and bicycle trails, as well as activities typically offered by the Parks and Community Services Department. The Master Plan will identify broad categories of programs to be developed and existing program areas to be maintained. Funding sources will be identified to implement the plan. Parks, recreation and open space are discussed in detail in the Parks, Recreation and Resource Conservation Element.

## **Policy LU-6.4:**

The City shall accommodate projected population and employment growth in areas where the appropriate level of public infrastructure is planned or will be made available concurrent with development.

Implementing Action LU-6.4.a: Specific Plans/Planned Developments (see Implementing Action LU-5.1.a above).

Implementing Action LU-6.4.b: Development Review (see Implementing Action LU-2.1.a above).

Implementing Action LU-6.4.c: Streets and Roadways Master Plan (see Implementing Action LU-6.3.i above).

Implementing Action LU-6.4.d: Water Master Plan (see Implementing Action LU-6.3.e above).

Implementing Action LU-6.4.e: Wastewater Master Plan (see Implementing Action LU-6.3.f above).

Implementing Action LU-6.4.f: Storm Drainage Master Plan (see Implementing Action LU-6.3.g above).

Implementing Action LU-6.4.g: Parks and Recreation Master Plan (see Implementing Action LU-6.3.j above).

**Policy LU-6.5:**

The City shall actively encourage employment-intensive industrial, service, research and development, and manufacturing uses from previously prepared materials (assembly or value-added industry) in the Industrial and Office Professional/Light Industrial land use districts.

Implementing Action LU-6.5.a: Development Review (see Implementing Action LU-2.1.a above).

Implementing Action LU-6.5.b: Development Agreements (see Implementing Action LU-2.1.b above).

**HISTORIC RIVERFRONT DISTRICT**

**Goal LU-7:**

**To create an economically vibrant Riverfront District that reflects the cultural and historical significance of the area.**

**Policy LU-7.1:**

The City shall strive to preserve and strengthen the Riverfront District and ensure that this historic area remains the community's civic and commercial focus.

Implementing Action LU-7.1.a: Riverfront Plan

The City will work with developers to undertake a major planning effort for the Riverfront District as delineated on the Land Use Map. The result will be a *Riverfront Plan* that will establish land uses, development standards, and design guidelines for private development in the area bounded by the Sacramento River to the north, 13<sup>th</sup> Street to the west, Oak Street to the south, and Bridge Street to the east. Redevelopment and new construction in the Riverfront District will adhere to the standards and guidelines of the Riverfront Plan, to be incorporated by reference into the Zoning Ordinance. They may include, but are not limited to, the following objectives:

- 1) Preserve and enhance views of the Sacramento River.
- 2) Reinforce the significance of historic architecture around the Riverfront District.
- 3) Create opportunities for mixed retail, service, professional, and residential land uses around the Riverfront District, including the development of affordable housing.
- 4) Provide uses that will enhance the Riverfront District's ability to attract City residents and visitors.
- 5) Develop Design Guidelines for the Riverfront District to maintain the diverse architectural styles found in the area and to enhance the appearance of new development and the rehabilitation of existing structures.



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- 6) Develop a signage program and provide gateway elements consistent with the Community Character and Design Element.
- 7) Underground the utility lines.

### Implementing Action LU-7.1.b: Design Guidelines (see Implementing Action CCD-1.1.b of the Community Character and Design Element)

The City will adopt and implement Design Guidelines as described in of the Community Character & Design element of this General Plan. Collectively these will serve as evaluation criteria during the design review of proposed development projects. The Design Guidelines will be considered the minimum standards to achieve the City's overall community design goals in the areas of aesthetics, signage, circulation and mobility, and enhancement of environmental resources. Modifications to these Design Guidelines may be made by the Planning Commission and City Council during the course of development application review and adopted as conditions of project approval, provided such conditions are found to be consistent with the policies that the Design Guidelines were intended to implement.

### Implementing Action LU-7.1.c: Development Review (see Implementing Action LU-2.1.a above).

### Implementing Action LU-7.1.d: Retail Market Analysis

If it is unclear whether a proposed retail project is in keeping with the overall goals for the Riverfront District, the City will require supplemental and project-specific retail market analysis for projects larger than 10,000 square feet of building space.

### Implementing Action LU-7.1.e: Ordinance and Regulations Review and Update

The City's ordinances and regulations will be reviewed and updated to bring them into conformance with the General Plan, including the policies of this element. The current ordinances and regulations that will be subject to this effort include, but are not limited to, the following:

- Zoning Ordinance (comprehensive update)
- Subdivision Ordinance
- Environmental Ordinance (CEQA regulations and thresholds of significance)
- Sign Ordinance
- Development Review Procedures

The City's current regulatory framework does not provide for the mixed-use land use districts established by this element. The first priority of the ordinance and regulations review is the creation of new mixed-use zoning districts that are consistent with the policies and intent of the proposed mixed-use land use districts.

#### Implementing Action LU-7.1.f: Redevelopment Plan

The City will form a Redevelopment Agency and adopt and implement a Redevelopment Plan. Redevelopment can eliminate blight in the older sections of the City through revitalization of the historic downtown, the waterfront, and underutilized sites along the State highways. This revitalization is expected to increase employment opportunities, increase the City's tax base, and create an economic environment that would encourage new private development and investment.

The Redevelopment Plan will contain specific goals and objectives. The City will use its redevelopment authority to establish redevelopment areas in order to improve the appearance, upgrade infrastructure, and screen unsightly, but necessary, uses from view.

Redevelopment of the targeted areas will include relocating housing in instances where land use incompatibility cannot be resolved. Rehabilitation of housing and implementation of other housing assistance programs, such as the Community Development Block Grant (CDBG) program, will also occur. The Housing Element contains a detailed description of the City's housing programs and policies for affordable housing. Once the redevelopment areas have been established, housing objectives can be met through the Redevelopment Agency.

#### Implementing Action LU-7.1.g: State Historical Building Code

The State Historical Building Code is Part 8 of Title 24 (State Building Standards Code) and applies to all qualified historic structures, districts, and sites designated under federal, state, and local authority. The code provides alternative building regulations for the rehabilitation, preservation, restoration, or relocation of structures designated as qualified historic buildings. Enforcement of this code will help to maintain the historic character of downtown Colusa and avoid incompatible design and construction.

#### Implementing Action LU-7.1.h: Article 30—Landmark and Historic Preservation

The City will continue to implement Article 30 of the Municipal Code – Landmark and Historic Preservation Ordinance. Projects in the historic downtown core will be reviewed by the Heritage Preservation Committee to ensure that structures, sites, and landmarks of special character or special historical, architectural, or aesthetic interest or value will continue to be preserved, protected, and enhanced.

#### Implementing Action LU-7.1.i: Permit Streamlining Act

The City will continue to implement the development review process in accordance with the statutory requirements contained in such documents as the Zoning Ordinance, Sign Ordinance, Subdivision Standards, and the Subdivision Map Act; the California Environmental Quality Act (CEQA); the Permit Streamlining Act; and other statutes.

The City will take all reasonable steps to ensure a seamless, user-friendly development application and review process that clearly informs development applicants of what the City's expectations are with respect to new developments. To promote efficiency and ongoing improvement in the development review process, the City will develop and implement a "customer satisfaction" survey for the public. As with the General Plan, City

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staff will prepare an annual status report on the development review process, which will be reviewed and approved by the City Council and Planning Commission.

### RESIDENTIAL DEVELOPMENT

#### Goal LU-8:

**To provide a variety of high quality residential developments and neighborhoods for all income groups.**

#### Policy LU-8.1:

The City shall retain the predominance of historic single-family homes in the historic residential core while allowing mixed dwelling types that reflect historical building practices, including multi-family structures, accessory apartments, and flexible setbacks.

Implementing Action LU-8.1.a: Development Review (see Implementing Action LU-2.1.a above).

Implementing Action LU-8.1.b: Community Design Guidelines (see Implementing Action LU-7.1.b above).

Implementing Action LU-8.1.c: Ordinance and Regulations Review and Update (see Implementing Action LU-7.1.e above).

Implementing Action LU-8.1.d: State Historical Building Code (see Implementing Action LU-7.1.g above).

Implementing Action LU-8.1.e: Article 30—Landmark and Historic Preservation (see Implementing Action LU-7.1.h above).

#### Policy LU-8.2:

The City shall ensure that development proposals accommodate low- to medium-density residential neighborhoods within walking or biking distance of Commercial, Office-Professional/Light Industrial, and Mixed Use Development districts.

Implementing Action LU-8.2.a: Specific Plans/Planned Developments (see Implementing Action LU-5.1.a above).

Implementing Action LU-8.2.b: Development Review (see Implementing Action LU-2.1.a above).

Implementing Action LU-8.2.c: Community Design Guidelines (see Implementing Action LU 7.1.b above).

Implementing Action LU-8.2.d: Ordinance and Regulations Review and Update (see Implementing Action LU-7.1.e above).

#### Policy LU-8.3:

The City shall preserve the inventory of historic homes to the greatest extent feasible.

Implementing Action LU-8.3.a: State Historical Building Code (see Implementing Action LU-7.1.g above).

Implementing Action LU-8.3.b: Article 30—Landmark and Historic Preservation (see Implementing Action LU-7.1.h above).

## INFILL DEVELOPMENT

### Goal LU-9:

To encourage infill development that will achieve a more livable, sustainable community.

### Policy LU-9.1:

The City shall maximize infill development in the Historic Downtown and Riverfront District as generally defined by the area between 12th Street and Bridge Street, and Main Street and Sioc Street.

Implementing Action LU-9.1.a: Specific Plans/Planned Developments (see Implementing Action LU-5.1.a above).

Implementing Action LU-9.1.b: Development Review (see Implementing Action LU-2.1a above).

Implementing Action LU-9.1.c: Ordinance and Regulations Review and Update (see LU-7.1.e above).

### Policy LU-9.2:

Development proposals shall meet the City's infill objectives.

Implementing Action LU-9.2.a: Development Review (see Implementing Action LU-2.1a above).

Infill development projects will be reviewed for consistency with the following Infill Objectives:

- Create new jobs.
- Construct medium-to- high-density residential units to meet the City's affordable housing objectives.
- Provide convenient access to transportation facilities and public transit, as well as schools, shopping, and other local destinations.
- Encourage walking and minimize automobile use.
- Utilize existing infrastructure systems.
- Provide an aesthetically desirable built environment to include amenities such as plazas, public art, and streetscape features (i.e., furniture, bicycle racks, planters), where appropriate.

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- Encourage community interaction through the use of outdoor gathering and seating areas and inclusion of pedestrian-oriented improvements.
- Incorporate environmentally sensitive design and construction principles into development projects.

Implementing Action LU-9.2.b: Ordinance and Regulations Review and Update (see Implementing Action LU-7.1.e above).

### ECONOMIC DEVELOPMENT

#### Goal LU-10:

**To promote an expanding and increasingly diversified local economy that will meet the employment needs of local residents and strengthen the local tax base.**

#### Policy LU-10.1:

The City shall make every effort to attract new jobs-producing businesses that will maximize economic benefits to current and new residents and businesses.

#### Implementing Action LU-10.1.a: Economic Development Strategic Plan

The City will prepare and adopt an Economic Development Strategy. The Plan will:

- Include policies, strategies, and priorities for business attraction, community promotion, and marketing; and identify appropriate, compatible, and cost-effective business sectors on which to concentrate marketing efforts and resources.
- Identify the types of industry and commercial retail, and professional services needed.
- Analyze the strengths, weaknesses and opportunities of the community for attracting business.
- Consider policies that would encourage home businesses within mixed use areas.
- Evaluate the following for appropriate location in Colusa: agribusiness and related sectors and services; technology and information; research and development; "back office" functions for various industries (accounting, billing, sales, and support services); medical and professional services; environmental products and services; and traditional manufacturing sectors.
- Evaluate and identify business attraction strengths, such as quality of life and location along the Sacramento River.
- Evaluate and identify business attraction weaknesses, such as isolation from interstate highways, infrastructure needs, and workforce.
- Review the lands currently designated for commercial, professional, and industrial activities to ensure that sufficient land capacity exists to accommodate potential opportunities.

The Economic Development Strategic Plan will recommend a marketing and development strategy that will prioritize business sectors for attraction and retention

efforts, and will identify critical steps to provide new infrastructure as well as correct deficiencies in the existing systems.

### Implementing Action LU-10.1.b: Interagency Coordination

The City will help existing and prospective new businesses with referrals to agencies that provide business assistance. Organizations and programs include the Small Business Development Center, the State Trade and Commerce Agency, and the State Department of Housing and Community Development. The City will obtain relevant public information from these agencies and make the information available to new businesses.

### Implementing Action LU-10.1.c: Public-Private Cooperation

The City will work with the Cachil Dehe Band of Wintuns, who own and operate the Colusa Casino Resort just north of the City on SR 45. This partnership can help promote tourism in the area by identifying mutually beneficial economic development opportunities. Possible endeavors include mutual promotion of tourist attractions.

Implementing Action LU-10.1.d: Ordinance and Regulations Review and Update (see Implementing Action LU-7.1.e above).

Implementing Action LU-10.1.e: Redevelopment Plan (see Implementing Action LU-7.1.f above).

### Implementing Action LU-10.1.f: Business Tax Revenues Review

The City will annually review tax revenues generated by Colusa businesses, by business type, to determine the kinds of businesses that are fiscally advantageous to the City. Expanding the transient occupancy tax base through the development of a hotel and conference center within the Commercial/Visitor designation may also be considered. The City will investigate tax-based strategies such as Mello-Roos Districts as means to provide additional tax revenues. Any revenue development strategy will also include the identification and aggressive pursuit of grant funds.

## **Policy LU-10.2:**

Where only one service center or function serves the community, such as the library, City Hall, or post office, such facilities shall be located in the core downtown area unless no land of adequate size is available for the facility.

Implementing Action LU-10.2.a: Ordinance and Regulations Review and Update (see Implementing Action 7.1.e above).

## **Policy LU-10.3:**

Cultural, civic, entertainment, specialty retail uses, and open-air markets shall be located in the downtown and adjacent areas.

## 2.0 LAND USE

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Implementing Action LU-10.3.a: Ordinance and Regulations Review and Update (see Implementing Action 7.1.e above).

### **Policy LU-10.4:**

Any highway commercial development along Market Street shall be limited and shall adhere to the City's policies, ordinances, and programs, including those in the Community Character & Design Element, intended to preserve the historic character of the downtown.

Implementing Action LU-10.4.a: Riverfront Plan (see Implementing Action 7.1.a above).

Implementing Action LU-10.4.b: Ordinance and Regulations Review and Update (see Implementing Action 7.1.e above).

Implementing Action LU-10.4.c: Community Design Guidelines (see Implementing Action 7.1.b above).

### **Policy LU-10.5:**

Industrial and light industrial uses shall be concentrated in two areas of the City: on the west side of Colusa along Fourteenth Street, the SR 20 corridor south of Vann property and the Colusa County Fairgrounds, and the Pirelli property; and on the southeast side of the City along the SR 20/45 corridor, between Country Club Estates/Golf Course and the airport.

Implementing Action LU-10.5.a: Land Use Map (see Implementing Action 1.1.a above).

Implementing Action LU-10.5.b: Ordinance and Regulations Review and Update (see Implementing Action 7.1.e above).

### **Policy LU-10.6:**

An east-west collector road connecting SR c20 to SR 20/45 at the southern end of the Planning Area shall serve as a primary truck route to facilitate access from one side of town to the other. This secondary transportation route shall serve two purposes: 1) to facilitate truck deliveries to businesses in the industrial and light industrial districts; and 2) to minimize large volumes of truck traffic through the Riverfront District.

Implementing Action LU-10.6.a: Circulation Map (see Figure 4.1 in Circulation Element).

Implementing Action LU-10.6.b: Development Review (see Implementing Action LU-2.1.a above).

Implementing Action LU-10.6.c: Interagency Coordination (see Implementing Action LU-2.1.c above).