



County of Yolo

PLANNING AND PUBLIC WORKS DEPARTMENT

John Bencomo
DIRECTOR

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YOLO COUNTY PLANNING COMMISSION

CHAIR: Leroy Bertolero
VICE-CHAIR: Don Winters
MEMBERS: Jeb Burton; Mary Kimball; Mary Liu; Jeff Merwin; Don Peart

AGENDA

THURSDAY MARCH 13, 2008

**Board of Supervisors Chambers
625 Court Street, Room 206
Woodland, CA. 95695**

Please refer to the last page of this agenda for notices regarding accommodations for persons with disabilities and for appeals of Planning Commission actions.

ADMINISTRATIVE AGENDA

8:30 a.m.

1. **CALL TO ORDER**
2. **PLEDGE OF ALLEGIANCE**
3. **APPROVAL OF MINUTES**
 - 3.1 Minutes of January 24, 2008.
4. **PUBLIC REQUESTS**

The opportunity for members of the public to address the Planning Commission on any subject relating to the Planning Commission, but not relative to items on the present agenda. The Planning Commission reserves the right to impose a reasonable limit on time afforded to any individual speaker.

5. CORRESPONDENCE

- 5.1 Rural Urban Connection Strategy, SACOG (January 2008)

CONSENT AGENDA

8:40 a.m.

6.1 None

TIME SET AGENDA

8:45 a.m.

7.1 **2008-003:** Establishment of three Williamson Act contracts and rezoning of properties from the Agricultural General (A-1) zone to the Agricultural Preserve (A-P) zone. The sites are located in the Cache Creek settling basin and Yolo Bypass, east of the City of Woodland (APNs: 057-150-01; 027-210-08; 027-210-09; 027-220-14; 027-220-15; and 057-170-09). A Categorical Exemption has been prepared for this project. Owner/Applicant: Dow (S.Berg)

9:00 a.m.

7.2 **2008-004:** Major Variance to reduce front yard setback requirements to allow for the reconstruction of a demolished home located at 38904 Aspen Street, near Kentucky Ave., and West Street, just north of the City of Woodland, in the Agricultural General (A-1) zone (APN: 027-081-13). A Categorical Exemption has been prepared for this project. Owner/Applicant: Medina (C. Baracco)

9:15 a.m.

7.3 **2007-078:** General Plan Amendment, Rezoning, Use Permit, and Development Agreement for a precast concrete panel manufacturing facility in the Agricultural General (A-1) zone. The site is located at 40600 County Road 18C, at the intersection of County Road 18C and County Road 100B, north of the City of Woodland (APNS: 027-250-05; 027-250-06; and 027-250-19). A Mitigated Negative Declaration has been prepared for this project. Owner/Applicant: Clark Pacific (D. Rust)

REGULAR AGENDA

8. DISCUSSION ITEMS

- 8.1 Brown Act Training (P. Pogledich)
- 8.2 Overview of Planning Commission By-laws
- 8.3 Conditional Uses in the Agricultural Districts (D. Morrison)

9. DIRECTOR'S REPORT

A report by the Assistant Director on the recent Board of Supervisor's meetings on items relevant to the Planning Commission and an update of the Planning and Public Works Department activities for the month. No discussion by other Commission members will occur except for clarifying questions. The Commission or an individual Commissioner can request that an item be placed on a future agenda for discussion.

10. COMMISSION REPORTS

Reports by commission members on information they have received and meetings they have attended which would be of interest to the commission or the public. No discussion by other commission members will occur except for clarifying questions.

11. FUTURE AGENDA ITEMS

The opportunity for commission members to request that an item be placed on a future agenda for discussion. No discussion by other commission members will occur except for clarifying questions.

12. ADJOURNMENT

The next scheduled meeting of the Yolo County Planning Commission is April 10, 2008.

Respectfully submitted by,

David Morrison, Assistant Director
Yolo County Planning and Public Works Department

***** NOTICE *****

If requested, this agenda can be made available in appropriate alternative formats to persons with a disability, as required by Section 202 of the Americans with Disabilities Act of 1990 and the Federal Rules and Regulations adopted in implementation thereof. Persons seeking an alternative format should contact David Morrison, Assistant Director for further information. In addition, a person with a disability who requires a modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting should telephone or otherwise contact David Morrison, Assistant Director as soon as possible and preferably at least 24 hours prior to the meeting. David Morrison, Assistant Director may be reached at 530-666-8041, or at e-mail david.morrison@yolocounty.org, or at the following address: Yolo County Planning and Public Works Department, 292 West Beamer Street, Woodland, CA 95695.

***** NOTICE *****

Any person who is dissatisfied with the decisions of this Planning Commission may appeal to the Board of Supervisors by filing with the Clerk of that Board within fifteen days from the date of the action. A written notice of appeal specifying the grounds and an appeal fee immediately payable to the Clerk of the Board must be submitted at the time of filing. The Board of Supervisors may sustain, modify or overrule this decision.



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PLANNING COMMISSION STAFF REPORT

March 13, 2008

FILE #2007-078: General Plan Amendment, Rezone, Conditional Use Permit, and Development Agreement for a proposed manufacturing facility, as shown on the site plan (**Attachment A**), to produce a range of pre-cast and pre-stress concrete products to be used in the construction of high rise residential, industrial, commercial, transportation, parking and other structures throughout California. The applicant proposes to redevelop the former Spreckels sugar beet processing and production facility and use the existing office buildings for maintenance, weld shop, carpenter shop, rebar fabrication, material storage and to add temporary office trailers, aggregate storage area, concrete batch plant, and product storage area.

APPLICANT: Donald Clark, President of Business Development
Clark Precast LLC (dba Clark Pacific)
1980 South River Road
West Sacramento, CA 95691

LOCATION: Bounded by the Best Ranch Road formerly known as County Road 18A to the north, a horse ranch and agricultural land to the east, County Road 18C to the south, and agricultural land, California Northern Railroad, and State Route 113 to the west. Assessor's Parcel Number: 027-250-05 and 027-250-06 (**Attachment B**).

ZONING: AGRICULTURAL GENERAL ZONE (A-1)

SOILS: Reiff very fine sandy loam (Ra) (Class I);
Tyndall very fine sandy loam, drained (Tc) (Class I)

FLOOD ZONE: AE (areas within the 100-YEAR flood, base flood elevation determined)

ENVIRONMENTAL DETERMINATION: Mitigated Negative Declaration

REPORT PREPARED BY:

REVIEWED BY:

Donald Rust, Principal Planner

David Morrison, Assistant Director

RECOMMENDED ACTIONS:

That the Planning Commission recommends the following actions to the Board of Supervisors:

1. **HOLD** a public hearing on the project;
2. **ADOPT** the Mitigated Negative Declaration (**Attachment C**) as the appropriate level of environmental review in accordance with the California Environmental Quality Act (CEQA) and Guidelines;

3. **ADOPT** the Mitigation Monitoring and Reporting Plan implementing and monitoring all mitigation measures in accordance with CEQA and the CEQA Guidelines (**Attachment D**);
4. **ADOPT** the recommended Findings (**Attachment E**);
5. **APPROVE** the General Plan Amendment from Agricultural to Industrial;
6. **APPROVE** the Rezone of the 90-acre project site from Agricultural General (A-1) to Heavy Industrial (M-2);
7. **APPROVE** the Conditions of Approval (**Attachment F**); and
8. **APPROVE** the draft Development Agreement (**Attachment G**).

FISCAL IMPACT:

The project as proposed would result in a substantial economic benefit to the County. Up to 250 jobs would be located at the facility, including both transfers from existing operations as well as newly created positions. In addition, provisions in the Development Agreement include changes in Clark-Pacific’s business practices that would allow a greater portion of the sales tax on materials purchased by the company to be charged at th project site. According to information provided by the applicant and reviewed by the CAO’s office, at full project build-out these provisions (along with the anticipated property tax receipts) would create a net increase to the County of \$428,000 annually.

There will be no impact to the county general fund, as all project and environmental review process fees will be paid in full by the applicant prior to consideration by the county. All additional improvements and other community benefits will be provided within the Development Agreement.

REASONS FOR RECOMMENDED ACTIONS:

The proposed project provides a unique opportunity for Yolo County to significantly advance many of the goals of the Yolo County Strategic Plan. The expansion of Clark-Pacific’s operations onto the former Spreckels site will create substantial new economic development and jobs, provide revenues that will contribute towards the fiscal stability of County government, and will redevelop a previous industrial site in a way that is respectfully of surrounding agriculture and habitat.

In particular, there are a number of specific benefits resulting from the proposed project, including:

- Redevelopment of a former agricultural industrial site.
- Allow for the expansion of a renowned and growing locally-owned company.
- Relocation and creation of up to 250 jobs.
- Net increase in County revenues of \$428,000 annually at build-out.
- Designated truck route for heavy traffic going to and from the facility.
- Substantial improvements to County Road 18C to accommodate truck traffic.
- Annual review and maintenance of truck route by the applicant.
- Protection for 18 acres of wildlife habitat.
- Preservation of approximately 15 acres of farm land.
- Coordination to work with County job-training programs.
- Protection and possible restoration of on-site historic buildings.

BACKGROUND:

The facility was formerly owned by Imperial Sugar Company and operated by Holly Sugar Corporation, doing business as Spreckels Sugar Company. The facility was used from 1937 through 2000 for the purpose of processing sugar beets. Sugar handling, packaging, and distribution operations continued from 2001 until September 2002, at which time the facility property was sold to Sugarland Farms, LLC. Sugarland Farms, LLC demolished some of the former buildings, structures, and site features in 2003 – 2004. Significant asbestos abatement and removal work was also performed during demolition activities. The demolition contractor was Dynamic Demolition Inc., and the asbestos abatement was completed by L&B Environmental, Inc. The asbestos abatement monitoring was performed by HBT Environmental, Inc. The demolition (building) permit was issued by the Yolo County Building Division in April 2004.

Vacant buildings and remnants of former structures and improvements associated with the former sugar factory remain scattered throughout the site. These include various buildings, miscellaneous pads and other industrial features, including the beet pulp storage warehouse, tare lab, fire pump house and associated 150,000 gallon water reservoir, a tower mounted water tank, administrative building, research laboratory, maintenance shop, plate shop/warehouse, eight bulk sugar silos, packaging/bagging warehouse, agricultural repair shop and truck washing area, 9,500 barrel (bbl) diesel above-ground storage tank (AST), 20,000-bbl molasses AST, agricultural well pump house, PG&E gas pipeline area (adjacent to and east of the 9,500 barrel diesel AST), railroad spurs, agricultural and industrial water supply wells, and septic system leach fields.

The portion of the site on the east side of Road 100B contains approximately 45 acres of waste ponds and sugar beet lime materials located at the north end of the lime piles. All but the northernmost edge of the lime piles is located off-site. Currently, as required by the Regional Water Quality Control Board (RWQCB), 70,000 tons of lime chalk is removed from the lime piles annually. The removal of this lime chalk is not a part of the proposed project. Removal is an ongoing activity; approximately 3,000 loads per year are to be removed regardless of the project. This lime chalk by-product is sold for agricultural uses as a soil additive.

Surrounding properties are primarily zoned Agriculture General (A-1) and Agricultural Preserve (A-P). The City of Woodland and a small property zoned M-2 (Heavy Industrial) are located at the southwest corner of the 246-acre property. Agricultural and rural residential land uses predominantly surround the subject site. The nearest residence is 1,400 feet from the proposed pre-cast concrete manufacturing facility. Other proximate land uses also include the California Northern Railroad and State Route 113 to the east, and a commercial horse stable and historic site to the west.

PROJECT DESCRIPTION:

The applicant owns a total of 246 acres, which is identified by the Yolo County Assessor as Assessor Parcel Numbers 027-250-05, 027-250-06, and 027-250-019 (40600 County Road 18C and 40979 Best Ranch Road) and is zoned Agriculture General (A-1). The proposed project is limited to the reuse of 90 acres of the 246-acre property. The remainder of the property will remain zoned and used for agricultural purposes and is not affected by this application.

On September 18, 2007, the Board of Supervisors unanimously approved Minute Order 07-213, which included 160 acres of the Spreckels property for industrial or agricultural industrial uses, as part of the Preferred Land Use Alternative for the Countywide General Plan update.

The applicant proposes to use the 90 acre site as a pre-cast concrete production facility. The facility will utilize existing site structures, with the addition of a limited number of new improvements, to produce a range of pre-cast and pre-stressed concrete products such as concrete columns, beams, bearing walls, spandrel panels, and floor systems of various designs. These products are used in a

variety of high rise residential, industrial, commercial, transportation, parking, and other structures. Production of these panels typically involves the use of steel forms, reinforcing steel, miscellaneous metal connectors, and concrete. The reinforcing steel and miscellaneous metal will be fabricated from stock material. To fabricate the pre-cast products, the reinforcing and miscellaneous metal are set in the steel forms, concrete is poured into the forms, the concrete is cured (hardens) overnight, the product is removed from the form the next morning, textured/finished to buyer specifications, and then placed in storage. The panels generally average from 60 to 62 feet in length and 12 feet in width, but occasionally may reach up to 95 feet in length. When the job site destination is ready, the applicant transports the panels by truck and installs them.

The project would ultimately employ up to 250 persons. The applicant has requested the hours of operation are between 5:00 am and 7:00 pm. During peak production, limited periods of 24-hour operation would be required. Clark Pacific plans to use the existing buildings for maintenance, weld shop, carpenter shop, rebar fabrication, material storage, etc. Clark Pacific will also evaluate upgrading the existing office buildings to a usable condition. Clark Pacific will add to the current facility the following: steel forms, an aggregate storage area, concrete batch plants, temporary office trailers, and a product storage area. Clark Pacific may not use all of the buildings on the site at the outset of its operations. Until the operation reaches its intended full scope of 250 employees, one or more buildings or portions of the site that are not being used by Clark Pacific may be leased (on a temporary basis) to other parties to continue unrelated agricultural storage uses that conform to the existing (agricultural) zoning and are compatible with the new land use designation and industrial zoning of the site.

The former sugar beet processing and sugar production facilities occupy approximately 45 acres on the southwest corner of Best Ranch Road and County Road 18C. As indicated on the site plan, these 45 acres will be used for the production and storage of pre-cast concrete products. The area on the southeast corner of Best Ranch Road and County Road 100B currently contained the waste (mud) ponds associated with the sugar processing and production facility, which encompasses approximately 45 acres. These 45 acres will be used as a storage area.

ANALYSIS

Zoning Code:

The property is zoned Agricultural General (A-1). The A-1 zoning district requires a minimum lot size of 20 acres with no height restriction for structures. The purpose for the A-1 zone is to allow uses on the land best suited for agriculture. The project site was previously used by Imperial Sugar Company, and formerly operated by Holly Sugar Corporation doing business as Spreckels Sugar Company, to process and produce sugar, creating an industrial site. Similar uses within Yolo County have been rezoned to the Heavy Industrial Zone (M-2), specifically, the Sugar Mill property in Clarksburg.

The applicant has proposed the Rezone from Agricultural General (A-1) to Heavy Industrial – (M-2). The proposed project represents the redevelopment (re-use) of the former Spreckels sugar factory as a pre-cast concrete production site, and supports the County's goals of redeveloping underutilized sites. The proposed Zoning and General Plan designations will establish the development parameters for the project site, according to the limitations specified in the Conditional Use Permit and Development Agreement. The proposed General Plan Amendment and Rezoning is only for the 90 acre portion of the previously disturbed area of the former (Spreckels) facility to allow the applicant to manufacture pre-cast concrete and natural stone products.

Air Quality Impacts:

Mitigation measures from the Mitigated Negative Declaration to reduce anticipated impacts to local and regional air quality have been included as conditions of approval for the project. These include standard PM₁₀ fugitive dust suppression requirements recommended by the Yolo-Solano Air Quality

Management District (YSAQMD). In addition, the applicant will be required to place an air quality monitoring system at the project site to be monitored by YSAQMD at no cost to YSAQMD or the Yolo County. If emission levels are exceeded by the applicant, the applicant will be required to install an indoor sandblasting facility for the life of the project.

The applicant will be required to submit a Dust Control Plan (DCP), consistent with YSAQMD guidelines, to County Planning, and a letter agreeing to include in any construction contracts and/or subcontracts a requirement that the contractors adhere to the requirements of the DCP. The DCP will include activities to reduce on-site and off-site dust production.

Agricultural Impacts:

The site is composed of Reiff very fine sandy loam (Ra) and Tyndall very fine sandy loam, drained (Tc), both considered Class I (prime) soils. However, the project site is shown on the Department of Conservation's 2004 Farmland Mapping and Monitoring Program map (**Attachment H**) as "urban and built up land." The majority of the project site was previously used as an industrial site for sugar beet processing and a sugar production facility. The site is covered by impervious surfaces with little vegetation. The project would be required to mitigate for the loss of agricultural land, according to Sec. 8-2.2416 of the Yolo County zoning ordinance (Agricultural Land Conversion). A portion of the proposed project site (approximately 15 acres total) generally located along the southern edge of the proposed site, would result in the non-agricultural development of lands currently designated as Prime Farmland and/or land that could feasibly be farmed. The applicant has proposed to dedicate a suitable conservation easement to mitigate for loss of agricultural land at a ratio of 1:1. The amount of agricultural land to be mitigated shall be determined by the County Agricultural Commissioner following a site inspection to evaluate soil condition and other factors relevant to the existing potential for agricultural use of portions of the site.

In addition, the Yolo County Agricultural Commissioner has indicated that the applicant must provide for a 100-foot buffer along the north and east edges of the project. If aerial spraying is necessary, the Commissioner and the applicant will work together to coordinate any pesticides to be applied by air.

Aesthetics/Visual:

The project site has historically been used for sugar beet processing and sugar production. The historic Nelson Ranch is east of the site and there are two rows of Mission olive trees along the north and south sides of Best Ranch Road that form an arbor, just east of State Route 113. Both the Nelson Ranch and the mission olive trees sites are listed as Historical Places.

The former Spreckels sugar processing facility and the above referenced historical sites have co-existed together for over 70 years. The proposed project will provide redevelopment of the former Spreckels facility and the applicant proposes to reuse the existing structures. As part of the project, the applicant will be conditioned to provide landscaping using native plants, and provide an irrigation system along the property boundaries to screen the concrete batch plant and other production equipment, and the storage areas from the surrounding property owners.

In addition, the project will be required to provide a lighting plan of the proposed use for approval by the Planning and Public Works Director's. All light fixtures must be designed, installed, and shielded in such a manner that no light rays are emitted from the fixture at angles above the horizontal plane. The lighting plan shall demonstrate that illumination levels at adjacent residences will not exceed one-foot candle.

Transportation and Circulation:

The project site is surrounded by Best Ranch Road (formerly known as County Road 18A), to the north, a horse ranch/stables and agricultural land to the east, County Road 18C to the south, and agricultural land, California Northern Railroad, and State Route 113 to the west.

As part of the Conditions of Approval, the applicant will be required to provide and operate within a dedicated truck route for all truck traffic traveling to and from the project site. The truck route traveling to the site will be via Interstate 5, to northbound State Route 113, then eastbound County Road 18C, and then northbound on County Road 100B. The truck route traveling from the site southbound will be via County Road 100B, then westbound on County Road 18C, southbound on State Route 113 to Interstate 5. The applicant shall place signage directing the trucks to follow the designated truck routes, and trucks should avoid traveling east on County Road 18C from County Road 100B. The project truck traffic would be minimal, if any, on County Road 102.

In addition, the applicant will be providing road improvements to County Road 18C and County Road 100B. The improvements will include new pavement, signage, striping and may include an acceleration lane for southbound traffic from County Road 100B to westbound on County Road 18C. Additional right-of-way will be dedicated by the applicant to the County to accommodate these improvements.

Utilities and Services:

The proposed project site includes four wells. The applicant proposes to use a well identified as Well #4 for potable uses and the other three wells for operational uses and fire flow. It is anticipated that operational demands will not exceed 20,000 gallons per day (14 gpm). Well #4 will provide adequate domestic water supply for the site. The well has been tested and has been found to have adequate water quality for potable uses and adequate capacity to serve the potable water demands.

The existing septic system can be used if the applicant provides certification from a qualified professional (i.e., Professional Engineer (P.E.), Registered Environmental Health Specialist (REHS), C42 contractor, Certified Engineering Geologist (C.E.G.), etc.) that the system functions properly, meets code, and has the capacity required for the proposed project.

The applicant has proposed a concrete batch plant to produce concrete for Clark Precast, LLC use only. As part of the Conditions of Approval, the applicant will be required to develop a Stormwater Pollution Prevention Plan and obtain a National Pollutant Discharge Elimination System General Industrial Stormwater Permit from the Central Valley Region Water Quality Control Board (CVRWQCB). Written clearance shall be obtained from the CVRWQCB and a copy forwarded to the County's Environmental Health Division. Storm discharges may require waste discharge requirements or commercial discharges to floor drains into septic or clarifier. The applicant shall complete a Water Quality Management Plan and submit the plan for review and approval by the Yolo County Planning and Public Works Department.

The project site drains to the southeast, to the drainage ditch along the former railroad track right-of-way. A detention basin has been proposed in the northeast corner of the project. The basin will provide storage capacity of 13.8 acre-feet shown on the Site Plan (**Attachment A**).

Biological Impacts:

According to a biological study prepared by the applicant (Wallace Kuhl & Associates, January, 2008), the California Natural Diversity Data Base identifies 17 species that may be found in the vicinity of the project site.

Mitigation measures identified in the Mitigated Negative Declaration would protect special status species that may occupy or use the site, are included as Conditions of Approval for the project. The County participates in the Yolo County Joint Powers Agency, which requires mitigation for every acre of habitat land that is developed. The applicant has agreed to provide a conservation easement of lands with Swainson's hawk habitat, to be accepted by the California Department of Fish and Game. The developer will also be required to conduct pre-construction surveys to

determine the absence of any breeding raptors or burrowing owls. If any raptors or owls are identified, the appropriate actions would be taken.

Development Agreement:

A Development Agreement (DA) is a binding, enforceable contract between an applicant and a local government. Items negotiated in a DA are not subject to any legal “nexus” (a roughly proportional connection between project impacts caused and mitigation required), as the agreement is entered into voluntarily by both parties. The applicant and County staff have agreed to a number of items to be included in the DA. The key “public benefit” features of the DA are summarized below:

- Road maintenance program for County Roads 18C and 100B, requiring annual inspection and repair of any road deficiencies.
- Designation of the site as a point of sale for sales tax on materials purchased, resulting in direct County revenues of \$210,000 annually.
- Air quality monitoring system at the project site will be installed and monitored by YSAQMD at no cost to YSAQMD or Yolo County. If specific levels are exceeded by the applicant, the applicant will be required to install an indoor sandblasting facility.
- Earth berm along the north and east property boundaries; wildlife improvements to habitat easement
- Job training working with Workforce Board
- Restoration of historic buildings

AGENCY RESPONSES

A Request for Comments was prepared and circulated for the proposed project from January 11, 2008, to January 25, 2008. An Initial Study/Mitigated Negative Declaration is being circulated between February 25, 2008 and March 25, 2008. Comments received during the review period will be incorporated into the project where feasible. A summary of comments received regarding the proposed project to date is attached (**Attachment I**)

A number of agencies and organizations have been involved with and/or commented on this project, including the Natural Resources Conservation Services, CVRWQCB, Caltrans – District 3, Yolo-Solano Air Quality Management District, Environmental Health Division, Public Works Division, County Counsel, Yolo County Farm Bureau, Woodland Chamber of Commerce, Woodland City Council and LAFCO.

ATTACHMENTS:

- A. Site Plan**
- B. Location Map**
- C. Initial Study/Mitigated Negative Declaration**
- D. Mitigation Monitoring and Reporting Plan**
- E. Findings**
- F. Conditions of Approval**
- G. Draft Development Agreement**
- H. 2004 Farmland Mapping and Monitoring Program map**
- I. Summary of Comments**