

County of Yolo

PLANNING, RESOURCES AND PUBLIC WORKS DEPARTMENT

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JOHN BENCOMO
DIRECTOR

TO: SUPERVISOR MARIKO YAMADA, Chair,
and Members of the Board of Supervisors

FROM: JOHN BENCOMO, Director
DAVID MORRISON, Assistant Director of Planning
HEIDI TSCHUDIN, General Plan Project Manager
Planning, Resources and Public Works Department

DATE: February 6, 2007

SUBJECT: Receive staff presentation, accept public testimony and deliberate a preferred land use alternative for the General Plan Update. (No general fund impact.)

RECOMMENDED ACTIONS

1. **RECEIVE** a staff presentation on the Planning Commission recommendation and supplemental staff recommendations (see Attachments A and B), four original land use alternatives, and related background materials.
2. **ACCEPT** public testimony organized by community area and other topics.
3. **DELIBERATE** reports, testimony, and recommendations regarding a preferred alternative.
4. **SCHEDULE** a future hearing date for adoption of a Preferred Land Use Alternative for the General Plan.

FISCAL IMPACTS

The cost for the General Plan Update is a general fund item. The staff and consultant team are operating under scopes of work and budgets approved by the Board of Supervisors in previous actions. At present the General Plan Update process has a total budget of \$1,065,223 of which about 63% has been expended. It should be noted that the county has previously been awarded a grant of \$221,000 from the Sacramento Area Council of Governments (SACOG) for preparation of the Circulation Element. In addition, the General Plan cost recovery fees collected on building permits has accrued \$396,288 to date. Thus, the actual cost to the General Fund for the General Plan Update is significantly less than the number shown in the above budget total.

The policies and land use decisions that are ultimately adopted as a part of the General Plan Update will have fiscal implications both within each community and countywide. The staff will continue to explore fiscal issues relevant to the General Plan as we progress through the update process.

REASON FOR RECOMMENDED ACTIONS

Almost three years of public workshops, joint hearings between the Board of Supervisors and Planning Commission, coordination with the four cities and SACOG, as well as extensive staff and consultant analysis have resulted in four distinct and comprehensive land use alternatives which illustrate various futures and their consequences. During two full days of public hearings, the Planning Commission did an outstanding job of understanding the issues, studying the reports, listening to the community, working with the staff, and reaching a reasoned recommendation for a preferred land use alternative. Their recommended preferred alternative provides new opportunities for the county to further its status as a leader in the protection and enhancement of agriculture, open space, and rural communities. It also establishes the foundation for greater business development within the county that will improve economic/fiscal diversification as well as improve our jobs/housing balance as part of the smart growth strategy.

This is a critical juncture in the county's General Plan update process. It is necessary to have the Board of Supervisors provide direction on a preferred land use alternative in order to move forward with the update in a manner that ensures timely completion and minimizes expense. Once adopted, the General Plan team will subsequently use the preferred alternative as the basis for proceeding with the preparation of the draft General Plan document and environmental review. The Planning Commission and Board of Supervisors will have the ability to make further refinements to the preferred plan throughout this process. Final adoption of the Yolo County 2030 General Plan is targeted to occur in early 2008.

BACKGROUND INFORMATION

In prior reports to the Board of Supervisors (September 19, 2006) and to the Planning Commission (December 19, 2006) General Plan background materials were provided and summarized. Key among the more recent documents are the following:

- Alternatives Overview and Analysis (September 19, 2006)
- Market and Fiscal Considerations (September 19, 2006)
- Agricultural Preservation Techniques (December 19, 2006)
- County Infrastructure Conditions (December 19, 2006)
- Alternatives Evaluation (December 19, 2006)

The Board of Supervisors and the public are encouraged to review these reports in preparation for the upcoming hearing. These reports are all available on the county's General Plan website (www.yolocountygeneralplan.org) and arrangements can be made to purchase printed copies through the Planning, Resources and Public Works Department (Contact: 530-666-8808).

SUMMARY OF ORIGINAL ALTERNATIVES

These alternatives represent different philosophical approaches to planning for the county's future. The alternatives are conceptual and the land use exhibits that accompany them (see Alternatives Overview and Analysis report on the website) are not parcel-specific.

Current Conditions

Based on State Department of Finance estimates (DOF 1/1/06, Tbl2:E-5 Estimate) and data compiled by the General Plan team (Alternatives Overview and Analysis, September 2006, Table 3, page 6; Alternatives Evaluation, November 2006, Appendix A, Table A-4, page A-6) the following information describes current conditions in the unincorporated area of the county:

1.0%	annual growth rate (20 year rate, DOF for 1987-2006)
618,155	acres total unincorporated county area (36,495 acres total incorporated acreage)
27,420	acres existing development
10,995	acres existing residential
7,876	existing housing units
27,593	existing population (adjusted for minor zone inconsistencies; see BAE report)
1.4	ac/du average residential density
16,425	acres existing commercial/ industrial/public
25,787	existing jobs
1.6	jobs/ac average job density
3.3	jobs/housing balance

Alternative 1, City Focused Growth

Consistent with existing and historic county policy, this alternative assumes that most of the future development (90%) that would occur in the county would occur within the incorporated cities. This alternative does not specify whether this growth would occur within existing city planning boundaries, or whether growth would occur in the unincorporated areas immediately adjoining the cities. The growth that does occur outside of the city boundaries (10% of the total) is generally assumed to be located on small home sites within larger agricultural parcels scattered throughout the unincorporated area. Unincorporated area growth by 2030 would consist of:

1.0%	annual growth rate (26 year rate, 2005-2030)
8,472	acres of new development
8,183	acres new residential
2,696	new housing units (as compared to current conditions above)
7,468	new population (using 2.77 persons per household)
3.0	ac/du average residential density
289	acres of new commercial/industrial/public
3,240	new jobs
11.2	jobs/ac average job density 1.2 jobs/housing balance

Alternative 2, Town Focused Growth

This alternative assumes that 85% of all future development would occur within the cities, and the remaining 15% would be directed primarily into Esparto, Knights Landing, Dunnigan, and Madison, with the goal of supporting economic development and improved infrastructure in those areas.

Additional density would be allowed in Monument Hills as well. Unincorporated area growth by 2030 would consist of:

2.1%	annual growth rate
9,459	acres of new development
8,981	acres new residential
5,525	new housing units
15,304	new population
1.6	ac/du average residential density
478	acres of new commercial/industrial/public
6,630	new jobs
13.9	jobs/ac average job density
1.2	jobs/housing balance

Alternative 3, New Town in Dunnigan

This alternative assumes that 75% of all future development would occur within the cities. Of the remaining 25% that would develop within the unincorporated area, 75% would be directed into a new town developed in and/or around the existing town of Dunnigan. Unincorporated area growth by 2030 would consist of:

3.7%	annual growth rate
9,925	acres of new development
9,208	acres new residential
9,523	new housing units
26,379	new population
1.0	ac/du average residential density
717	acres of new commercial/industrial/public
11,428	new jobs
15.9	jobs/ac average job density
1.2	jobs/housing balance

Alternative 4, Rural Sustainability

This alternative combines features of Alternatives 2 and 3. It assumes that 78% of all future development would occur within the cities, and the remaining 22% would be directed primarily into Esparto, Knights Landing, and Dunnigan, with the goal of increasing the level of economic development and further restricting housing in the rural agricultural areas. Additional density would be allowed in Monument Hills as well, however, it also assumes greater restrictions on the development of new homes on agricultural parcels. This alternative specifically emphasizes industrial development at the Yolo County airport, a conference center and business park in Elkhorn, a business park at the Spreckels plant, and an agricultural industrial project near Winters. Unincorporated area growth by 2030 would consist of:

2.6%	annual growth rate
4,675	acres of new development
3,624	acres new residential
6,978	new housing units
19,329	new population
0.5	ac/du average residential density
1,051	acres of new commercial/industrial/public
8,374	new jobs

8.0 jobs/ac average job density
 1.2 jobs/housing balance

SUMMARY OF PLANNING COMMISSION RECOMMENDATION

This alternative falls generally between Alternatives 1 and 2 in terms of residential development opportunities. The two exceptions are the growth shown for Dunnigan and at the northwest edge of Davis. The recommendation provides for a modest component of increased residential growth in the county’s main existing communities, particularly Dunnigan. The urban limit lines for each of the existing cities are respected as providing for a fair share of future growth, with the exception of the “northwest” quadrant at the edge of Davis where the Planning Commission felt additional growth would be appropriate if it could be shown to be to the county’s benefit. The City edge growth northwest of Davis is shown within the “Outside of Towns” number in Table 2 below.

This alternative is generally similar to Alternative 4 in terms of economic development. Economic development is encouraged countywide in a manner supported by the county’s Economic Development Division with greater emphasis on agricultural commercial and highway commercial opportunities throughout the unincorporated area.

If implemented, the Planning Commission’s preferred alternative would result in the following growth in the unincorporated area by 2030:

1.8% annual growth rate
 5,417 acres of new development
 4,366 acres new residential
 8,396 new housing units
 13,158 new population
 0.5 ac/du average residential density
 1,051 acres of new commercial/industrial/public
 16,712 new jobs
 15.9 jobs/ac average job density
 2.0 jobs/housing balance

The three tables below compare the Planning Commission alternative to the four original alternatives in summary format.

Table 1 -- Comparison of Alternatives

Item	2005 Conditions	Alt 1 City Focus	Alt 2 Town Focus	Alt 3 New Town	Alt 4 Rural Sustainability	Planning Commission
Annual growth rate %	1.0	1.0	2.1	3.7	2.6	1.8
Developed acres	27420	8472	9459	9925	4675	5417
Res acres	10995	8183	8981	9208	3624	4366
Units	7876	2696	5525	9523	6978	8396
Population	27593	7468	15304	26379	19329	13158
Res density ac/du	1.4	3.0	1.6	1.0	0.5	0.5
Non res acres	16425	289	478	717	1051	1051
Jobs	25,787	3240	6630	11428	8374	16712
Job density	1.6	11.2	13.9	15.9	8.0	15.9
Job/housing balance	3.3	1.2	1.2	1.2	1.2	2.0
Notes: See discussion in staff report.						

Table 2 – New Housing Units

Area	2005 Conditions	Alt 1 City Focus	Alt 2 Town Focus	Alt 3 New Town	Alt 4 Rural Sustainability	Planning Commission
Clarksburg	179	22	22	22	22	22
Dunnigan	404	173	1273	7000	3000	2673
Esparto	783	460*	1260	460*	1150	985
Knights Landing	383	193*	993	193*	1250	650
Madison	158	83	883	83	83	83
Monument Hills	618	25*	150	25*	450	150
Other Towns ¹	535	123	123	123	123	123
Outside of Towns ²	4816	1617*	821	1617*	900	3710
Total Unincorporated	7816	2696	5525	10473	6978	8396

Notes: These numbers reflect the estimates available at the time the report was prepared for the Planning Commission. Updated information will be provided with the release of the Draft General Plan.
1/ Includes Capay Valley, Yolo, and Zamora.
2/Includes growth outside of the planning boundaries of the nine recognized Yolo County towns.

Table 3 – Commercial/Industrial/Public Acreage

Area	Alt 1 City Focus	Alt 2 Town Focus	Alt 3 New Town	Alt 4 Rural Sustainability	Planning Commission
Clarksburg	1	1	1	1	101
Dunnigan	108*	184	536	284	150
Esparto	88*	169	88*	117	124
Knights Landing	12*	50	12*	105	50
Madison	1	27	1	27	27
Monument Hills	0	0	0	0	3
Other Towns ¹	5*	5*	5*	37	32
Outside of Towns ²	77*	42	77*	480*	564
Total Unincorporated	292	489	720	1051	1051

Notes: These numbers reflect the estimates available at the time the report was prepared for the Planning Commission. Updated information will be provided with the release of the Draft General Plan.
1/ Includes Capay Valley, Yolo, and Zamora.
2/Includes growth outside of the planning boundaries of the nine recognized Yolo County towns.

The Planning Commission’s recommendation also includes components that do not directly translate to build-out growth numbers. For example, the Commission recommendation includes:

- Establishment of growth boundaries around each town.
- Creation of special general plan “agricultural districts” to emphasize, among other things, the marketing strengths of particular areas.
- Control of rural home site development by establishing specific criteria for approval including possibly home size, home location, use of stewardship plans, and use of conservation easements.
- Reduced development restrictions (e.g. streamlined processing) for new and/or expanded agricultural processing, on-site agricultural sales, and possibly bio-diesel production.
- Creation of a new agricultural commercial land use designation that would allow direct marketing opportunities with limited discretionary review (e.g. Zoning Administrator or Director review).
- Rejection of a minimum 80-acre parcel size for home sites in the agricultural area.

STAFF RECOMMENDED MODIFICATIONS TO PLANNING COMMISSION ACTION

The staff (including the Economic Development Division) has evaluated the Planning Commission’s recommendations and identified supplemental considerations for the Board of Supervisors. These are identified in highlighted text in Attachment B. For the most part the staff is in agreement with and fully supports the recommendations of the Planning Commission. However, the staff has made a few supplemental land use recommendations that differ from the actions of the Planning Commission.

On the residential side, staff is recommending against the addition of 2,100 residences within the unincorporated area near the northwest quadrant of Davis, as these units are not likely to have fiscal benefits for the county that would justify the growth given concerns regarding inconsistency with long-standing growth policies, provision of infrastructure and services, and effects on the city/county pass-through agreement. As shown below, the net effect of the staff suggestions would be to lower the total number of residential units in the Planning Commission preferred alternative by 2,100 units to 6,796. However, as noted herein staff is recommending this area be placed in a joint “special study area” to allow for further review.

Table 4 -- New Housing Units With Staff Recommended Modifications

Area	Planning Commission	Staff Recommended Modifications
Clarksburg	22	
Dunnigan	2673	
Esparto	985	
Knights Landing	650	
Madison	83	
Monument Hills	150	
Other Towns	123	
Outside of Towns	3710	-2100 (Davis)
Total Unincorporated	8396	6296

On the non-residential side, staff is recommending the amount of commercial and industrial acreage in Dunnigan be increased by 80 acres to a total of 230 acres to improve the balance of jobs and housing at build-out. Staff is recommending that the amount of commercial acreage in Knights Landing outside of the downtown area be reduced by 15 acres to help reinforce the primacy of the downtown for this type of development. In Madison, staff is suggesting a minor increase of 6 acres of commercial along the south side of SR 16. In Yolo, staff is recommending an increase of 13 acres of highway commercial at the I-505 interchange to take greater advantage of the full interchange at that location. Similarly, at the I-505 and CR 27 interchange, and east of CR 103 between CR 22 and I-5, staff is recommending 20 acres and 30 acres respectively of highway commercial to take advantage of freeway exposure and/or existing interchange facilities.

Finally, at the 383-acre “Covell” property which is within the unincorporated area of the county and is designated Industrial under the current county General Plan, staff is recommending the application of a joint “special study area” overlay by both the county and the City of Davis to allow for joint exploration of commercial and mixed uses, and other revenue-generating opportunities at this site, as well as to allow for coordinated planning with the adjoining Hunt-Wesson cannery property. As shown below, the net effect of the staff suggestions would be to increase the assumed non-residential build-out in the Planning Commission preferred alternative by 486 acres to 1,537.

**Table 5 – Commercial/Industrial/Public Acreage
With Staff Recommended Modifications**

Area	Planning Commission	Staff Recommended Modifications
Clarksburg	101	
Dunnigan	150	+80
Esparto	124	
Knights Landing	50	-15
Madison	27	+6
Monument Hills	3	
Other Towns	32	+13 (Yolo)
Outside of Towns	564	+20 (I-505/CR 27) +383 (Covell) +30 (I-5/CR 22/CR 103)
Total Unincorporated	1051	1568

The staff recommendation also includes components that do not directly translate to build-out growth numbers. For example, staff has recommended:

- Encouragement of mixed uses in non-residential (particularly commercial) areas. This will result in more units that are affordable by design and circumstance (as opposed to affordable by deed-restriction), and also has the benefit of adding “built-in security” for these retail and other uses as well as improving jobs/housing balance.
- Establishment of agricultural districts in Capay Valley (organic agriculture, open space, and creek recreation); Clarksburg (wine making and river recreation); and Dunnigan Hills (wine making and OHV recreation).
- Requirement for a conditional use permit for home sites less than 20 acres in size.
- Incorporation of any future Parks and Open Space Master Plan updates, particularly regarding areas to be preserved for regional parks and open space opportunities.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

The county’s Economic Development Division (EDD) provided the Planning Commission with recommendations on various economic development opportunities throughout the unincorporated area. The Planning Commission considered these recommendations and incorporated many of them in their recommendation to the Board of Supervisors. There were a few differences, having primarily to do with how aggressive a stance the county takes in designating some particular commercial and industrial opportunities throughout the unincorporated area. The staff recommendations contained herein reflect those of both the Planning and Economic Development Division staff.

REGIONAL MODELING AND RESIDENTIAL GROWTH PROJECTIONS

The SACOG regional transportation modeling and growth projections predict 38,915 new dwelling units (dus) countywide by 2030 of which 3,354 (8.6%) would occur within the unincorporated area. The SACOG “Blueprint” model projects 53,700 new dwelling units countywide by 2032, of which 3,100 (5.8%) would occur within the unincorporated area. Alternative 1 would result in fewer unincorporated units than predicted through these modeling efforts. The other three alternatives would result in residential growth in the unincorporated area greater than predicted through these

modeling efforts. The chart below shows how the alternatives compare, arranged from lowest to highest:

- Alternative 1 2,696 new dus in the unincorporated area by 2030
- SACOG Blueprint 3,100 new dus in the unincorporated area by 2030
- SACOG “Base” 3,354 new dus in the unincorporated area by 2030
- Alternative 2 5,525 new dus in the unincorporated area by 2030
- PC (as modified by staff) 6,796 new dus in the unincorporated area by 2030
- Alternative 4 6,978 new dus in the unincorporated area by 2030
- Planning Commission (PC) 8,396 new dus in the unincorporated area by 2030
- Alternative 3 9,523 new dus in the unincorporated area by 2030

The General Plan team also looked at market demand, separate from the regional growth projections. This is important because the SACOG projections reflect the existing General Plans of each jurisdiction within the region, and it is well known that Yolo County has put strict constraints on growth over the years. As such, the projections incorporate the current “constrained” policy framework, rather than reflect the maximum number of homes the market could bear in the absence of strict policies.

In order to test the feasibility of the alternatives against projected demand, Bay Area Economics (BAE) was asked to analyze market conditions in the county (see Market and Fiscal Considerations report on the website). The conclusion regarding residential demand is that as many as 15,000 new dwelling units might be absorbed in the unincorporated area of the county by 2030, absent existing policy constraints that limit growth in the unincorporated area. As a result, all alternatives are considered feasible and do not overestimate the potential for housing within the county. Further, it should be noted that the unconstrained market demand is 34% higher than Alternative 3, which is the most aggressive residential growth scenario.

SPECIFIC DEVELOPMENT PROPOSALS

The General Plan team has previously reported on 16 speculative development proposals that would trigger a General Plan amendment if pursued and were known to the staff as of May of 2006 (see Alternatives Overview and Analysis, September 19, 2006 Staff Report, Attachment A, Table 8, page 31). These 16 speculative interests total 11,400 acres; 19,700 to 21,400 new dwelling units; 6.4 million industrial square feet; and 8.9 million commercial square feet. This collectively is more than double the growth expected under Alternative 3, the most aggressive alternative, and far exceeds projected market demand for the unincorporated area.

Of the proposals on the list (Table 8 from source cited above), half of them are represented in one or more of the land use alternatives. Of the remaining eight, half of those are located at the edge of Davis or Woodland, which would place them into the city-edge growth model – a model the county has in the past generally sought to avoid.

In their recommendation to the Board of Supervisors regarding a preferred alternative, the Planning Commission accommodated the following project-related acreages (Note: Specific project proposals are not under consideration at this time):

- A portion of the Dunnigan Hills landowners group landholdings (Items 1 through 4 on the list) which were partially included in Alternatives 2, 3, and 4

- The Spreckels Industrial Park landholdings (Item 10) and a portion of the Elkhorn Business Park landholdings (Item 11) which were included in Alternative 4
- Potentially the landholdings known as Oeste Ranch and Parlin Development (Items 13 and 14 respectively) which are proposed for properties located within the northwest area of Davis and were not included in any of the original Alternatives

As previously noted, staff supports the above actions, with the exception of the addition of residential units in the northwest area of Davis.

CONSIDERATION OF A PREFERRED ALTERNATIVE

In order to facilitate the deliberations of the Board of Supervisors and for ease of recording the direction given by the Board of Supervisors, staff recommends use of the Planning Commission's recommendation document (Attachment B) as a template for discussion. Staff recommends a process similar to that used by the Planning Commission, but more compressed. The staff report and public testimony will be provided at the start of the hearing. It is suggested that the Board of Supervisors then close the hearing and discuss each community and other growth items individually in the order listed below.

Communities:

- 1-Capay Valley
- 2-Clarksburg
- 3-Dunnigan
- 4-Esparto
- 5-Knights Landing
- 6-Madison
- 7-Monument Hills
- 8-Yolo
- 9-Zamora

Economic Development:

- 10-Elkhorn Business Park
- 11-Yolo County Airport Industrial Development
- 12-Highway Commercial along I-505

Agriculture and Natural Resources

- 13-Agricultural
- 14-Natural Resources

City Edges:

- 15-Davis
- 16-West Sacramento
- 17-Winters (including the Winters Agricultural Industrial Site)
- 18-Woodland (including the Spreckels Industrial Site)

NEXT STEPS

During this hearing the Board of Supervisors will be asked to schedule a future hearing date at which time they will take final action to adopt a preferred land use alternative for the General Plan update process. Following action by the Board of Supervisors to adopt a preferred land use alternative the staff will proceed with the General Plan update process including developing appropriate maps and exhibits, writing the text of the draft General Plan, developing policies, scheduling of further public workshops and hearings, and start-up of the environmental review process. Each of these is discussed further below:

Maps and Exhibits

The maps and exhibits will be based on the preferred land use alternative identified by the Board of Supervisors and will satisfy the requirements of State General Plan law and the State General Plan Guidelines. The current exhibits for each of the four original alternatives are not parcel-based. The next generation of maps and exhibits developed for the preferred land use alternative will be based on assessor parcels and other actual physical features and/or political lines.

Draft Text

A draft outline of the new plan document will be developed, including a table of contents for the entire document, and the proposed structure for each of the elements to be revised. A background section for each element will be developed that summarizes information from the previously published Background Report (January 2005) and other reports subsequently released. Existing elements may be consolidated and/or new elements added, based on prior direction from the Board of Supervisors. (Note: The Agricultural Element, Open Space and Policy Element, and Housing Element will be reviewed and modified only to the extent necessary to ensure consistency with the other modified elements.) Additionally, stand-alone plans and other documents that are also considered a part of the General Plan will be reviewed and recommendations will be made regarding how they will be incorporated, maintained, or modified as a part of the General Plan update process.

Policy Framework

The policy framework for each of the county's General Plan elements will be developed using the existing policies as a base. Appropriate revisions, clarifications, deletions, and/or new policies will be developed in a format that includes identification of countywide goals, policies for achievement of each goal, and (as appropriate) implementation actions for various policies. The Oak Woodlands Conservation Plan, the Integrated Regional Water Management Plan (IRWMP), the Habitat Conservation Plan/Natural Community Conservation Plan (HCP/NCCP), and other similar parallel policy processes will be integrated into the General Plan policies and elsewhere in the draft document as appropriate. Based on prior direction from the Board of Supervisors, the following guiding principles will be reflected in the policy framework:

- Ensure "smart" and attractive growth (design guidelines; minimum design requirements; "visitability"; universal design; transit orientation; diversity of housing types; child care, etc).
- Design projects that provide an efficient delivery of infrastructure and services, including public transit and safety.
- Establish standards for home placement in rural areas that protect and "defend" agriculture.

- Establish buffers between communities and cities to keep them distinct and unique, through the use of dense development in compact forms to reduce sprawl.
- Support agricultural-based and ecology-based tourism.
- Support viticulture operations, agriculture-industrial opportunities, and farm marketing efforts.
- Protect, enhance, and redevelop existing communities.
- Consider commercial nodes along I-505 and I-5.
- Create opportunities for economic growth within the communities that are not solely residentially-dependent, to provide local jobs and investment.
- Use development agreements to add community value

Other policy guidance already established by the Board of Supervisors can be found in the following documents found on the General Plan website (www.yolocountygeneralplan.org):

- General Plan Vision Statement, June 2004
- General Plan Vision/Principles/Policy Definition, October 2004
- Preliminary Goals and Objectives of Rural Sustainability, June 2005

Public Workshops and Hearings

Once adopted, staff will make a presentation on the Board of Supervisors' preferred land use alternative to the Planning Commission. In order to allow the staff and residents of the four cities of the county to be kept informed, staff will also offer to make a presentation on the Board of Supervisors' preferred alternative to each of the city councils.

Additionally, once compiled, the draft goals and policies will be discussed in public workshops before the Planning Commission this spring. A schedule for these meetings will be developed as soon as possible.

Environmental Review

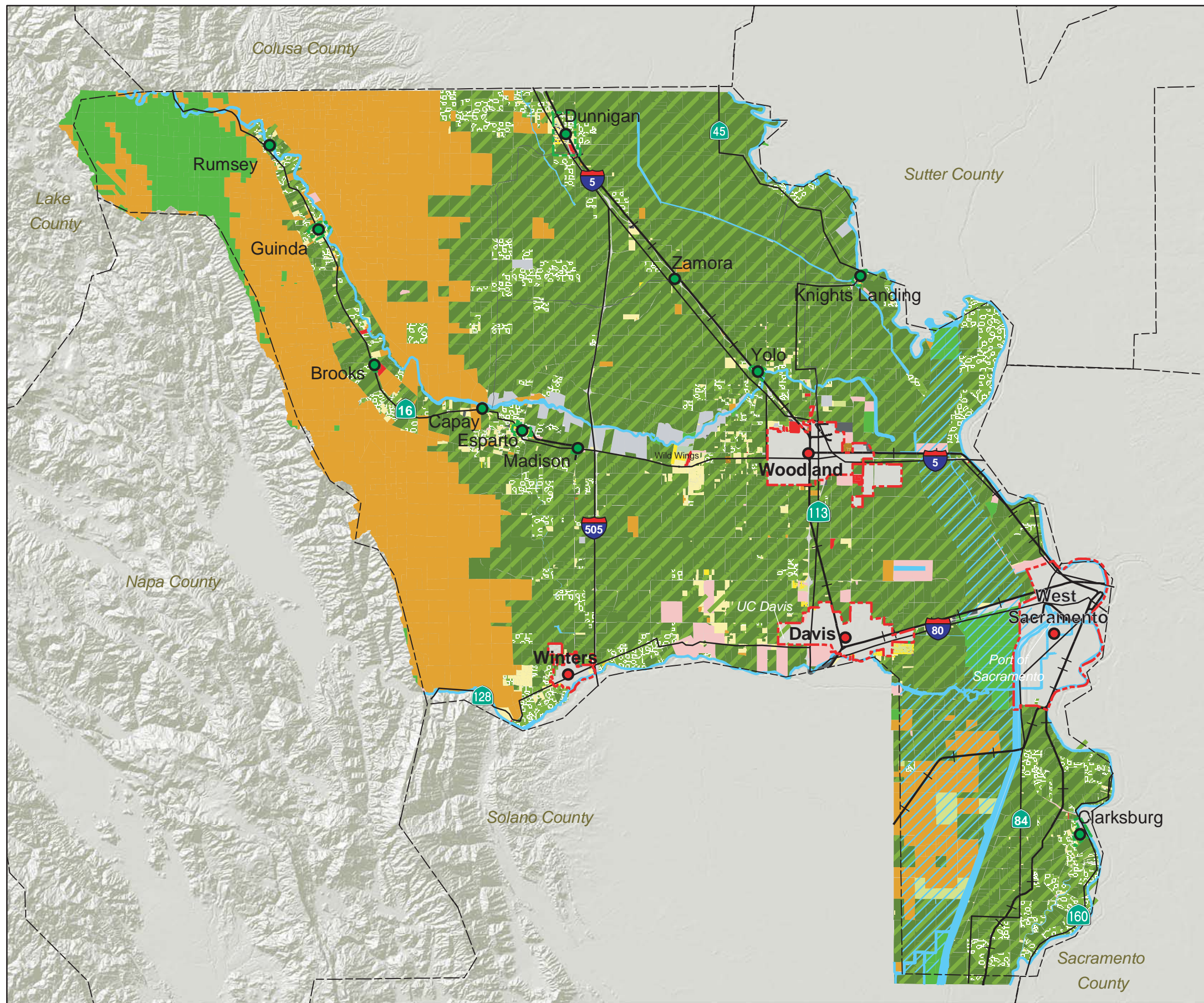
The environmental review process formally begins with the issuance of a Notice of Preparation (NOP). The staff intends to release the NOP in conjunction with the release of the first Draft General Plan this summer. Writing of the Draft Environmental Impact Report (DEIR) will also start at this point. At this time it is anticipated that the DEIR may be released in October.

ATTACHMENTS

All referenced General Plan documents are on file with the Clerk of the Board of Supervisors and available through the county's General Plan website at www.yolocountygeneralplan.org.

Attachment A – Map of County (Existing Land Uses)

Attachment B -- Annotated Planning Commission Recommendation

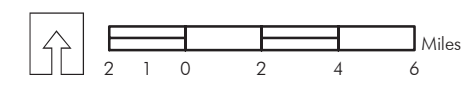


Legend

- County Boundary
- Major Roads
- Railroads
- Cities
- Unincorporated Communities

Existing Land Uses

- Commercial
- Office
- Industrial
- Public/Quasi-Public
- Rural Residential
- Residential, Single Family
- Residential, Mobile Home Park
- Residential, Multi-Family
- Agricultural Commodities
- Livestock
- Orchards/Vineyards
- Cultivated Agricultural Lands
- Private Recreational (Developed)
- Private Recreational (Open Space)
- Public Open Space
- Vacant
- Water



Source: Yolo County GIS; Adapted by Cotton/Bridges/Associates 2004.

Figure Land-Use-1
Yolo County Existing Land Uses

Insert map here

ATTACHMENT B

ANNOTATED PLANNING COMMISSION RECOMMENDATION TO THE BOARD OF SUPERVISORS ON A PREFERRED LAND USE ALTERNATIVE FOR THE GENERAL PLAN UPDATE

On December 20, 2006 the Planning Commission voted 7:0 to recommend the following to the Board of Supervisors. It should be noted that not all Commissioners supported every item (as reflected in the individual "straw votes" documented below), however, the Commission voted unanimously to send the recommendation forward as a package.

Relevant supplemental recommendations and comments from staff are provided below each item in highlighted text.

Capay Valley:

Residential: No change to potential for 27 residential units in Capay and 26 residential units in Guinda under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: No change to potential for 12 acres of non-residential development under build-out of existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Clarksburg:

Residential: No change to potential for 22 residential units under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: Add 100 acres of agricultural industrial in the area.

(Approved 6-1: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Winters. Noes: Peart.)

Staff concurs. The additional agricultural industrial land would complement the pending Old Sugar Mill project and is intended to assist in establishing a successful critical mass of grape processing facilities to support emerging wineries.

Dunnigan:

Residential: Add 2,500 new residential units.

(Approved 4-3: Ayes: Bertolero, Cornejo, Liu, Winters. Noes: Cameron, Merwin, Peart.)

Develop housing with an average density of 8 units per acre; generally located south of Road 5 and west of Interstate-5, to connect the Hardwood Subdivision and the Old Town

area, growing to the western hills. Smaller lots and higher densities would be located on the valley floor, while larger lots and lower densities would be located in the poorer hill soils. Any future growth would proceed south of Road 6. Schools should be located immediately south of the Hardwood Subdivision.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs. This will put town build-out at approximately 8,500 people. This size should be sufficient to attract/retain basic community services including one or more small grocery stores and other small-scale services. For comparison purposes the current number of housing units in Winters is 2,230 and its population is 6,867. Winters has recently approved 730 additional units which will bring their total population to 9,203 at build-out.

Commercial/Industrial: Identify 150 total (vacant already planned, plus new) commercial/industrial acres, proportionate to meet local retail demand and to ensure a jobs/housing balance. Concentrate commercial and industrial uses between Interstate-5 and Road 99W. Commercial trucking uses should continue to be concentrated at the County Road 8 and Interstate-5 interchange.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs and further recommends the addition of another 80 acres of commercial/industrial land in Dunnigan, for a total of 230 acres. This will result in a balanced jobs/housing relationship of 1.2 jobs per house, at build-out.

Esparto:

Residential: No change to potential for 985 residential units (staff recalculated this build-out number based on existing conditions) under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: No change to potential for 124 acres of non-residential development (staff recalculated this build-out number based on existing conditions) under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs and recommends that mixed uses be emphasized on the 124 acres so that ancillary residential units are incorporated into projects where feasible, such as in upper stories.

Knights Landing:

Residential: Reduce development potential from 993 to 650 residential units under build-out of the existing General Plan. The residential lots should be large enough to be fiscally positive.

(Approved 5-2: Ayes: Bertolero, Cameron, Cornejo, Liu, Peart. Noes: Merwin, Winters.)

Staff concurs but recommends that the 650 lots remain small in size and that the remaining area be used for open space and similar amenities. Total build-out for Knights Landing is expected to be approximately 1,033 units. Using the Woodland Joint Unified School District average elementary student generation rates (for single family units) of 0.300 students per unit, this number of homes would generate a total of approximately 300 elementary school

students, which would make better use of what is now an underutilized facility. Although the school has a capacity of 250 students, its current enrollment is only about 125. The school serves as a community center, pre-school, child care co-op, and community health care clinic and its survival is critical to the Knights Landing community. The School District has confirmed there are no plans to close this school at this time.

Commercial/Industrial: No change to potential for 50 acres of non-residential development under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Transfer 3 acres of the existing commercial designation mentioned above to the intersection of County Road 102 and State Route 113.

(Approved 5-2: Ayes: Bertolero, Cameron, Liu, Merwin, Peart. Noes: Cornejo, Winters.)

Staff recommends that the non-residential acreage be reduced by 15 acres outside of the downtown area. The intent is to assist with reinvigorating the existing central business district by ensuring that any new commercial development does not compete with the downtown area.

Madison:

Residential: No change to potential for 83 residential units under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial: Add 23 acres highway commercial at State Route 16 and Interstate-505 interchange. Change 3 acres of existing developed industrial land along the south side of State Route 16 (west of County Road 89) to commercial use. *(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)*

Staff concurs and further recommends that an additional 3 acres (for a total of 6 acres) along the south side of SR 16 be designated as commercial in order to fully capture the frontage in that segment, and provide a buffer between the highway and nearby neighborhoods. To address some of the existing needs in the community, infrastructure (drainage, sewer, and water) service and facilities could benefit from a cooperative arrangement between the Madison and Esparto CSDs. Flooding would be reduced as a result of the county's partnership with Caltrans in improving State Route 16. Additional infrastructure improvements may be gained through development agreements with recommended highway commercial development.

Monument Hills:

Residential: Add 150 new units of infill by reducing the minimum parcel size from 5 acres to 2.5 acres. Do not expand the Monument Hills area boundaries.

(Approved 4-3: Ayes: Cameron, Cornejo, Merwin, Peart. Noes: Bertolero, Liu, Winters.)

Staff concurs and recommends that future growth in this area be contingent on consistency with more stringent development regulations.

Commercial/Industrial: Add 3 acres of commercial use at the intersection of County Road 94B and State Route 16.

(Approved 6-1: Ayes: Cameron, Cornejo, Liu, Merwin, Peart, Winters. Noes: Bertolero.)

Staff concurs.

Yolo:

Residential: No change to potential for 56 residential units (staff has verified this build-out number based on existing conditions) under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: No change to potential for 3 acres of non-residential development under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff recommends adding ±13 acres at the interchange for additional highway commercial development.

Zamora:

Residential: No change to potential for 14 residential units under build-out of the existing General Plan .

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: Add 16 acres of agricultural commercial use between Interstate-5 and Road 99W, south of County Road 13.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Other Economic Development Items:

Elkhorn Property: Add 100 acres of commercial and industrial uses along Interstate-5, generally located south of County Road 22 and along County Road 118.

(Approved 6-1: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart. Noes: Winters.)

Staff concurs and recommends that the property be required to build-out from north to south. The property straddles I-5 and the area to the north is an island, whereas the area to the south adjoins productive agricultural land and could stay in production longer.

County Airport Property: No change to potential for approximately 160 acres of industrial and commercial development under build-out of the existing General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Spreckels Property: See Woodland edge recommendation.

Interstate-505 Interchanges: Add 15 acres of highway commercial and/or agricultural commercial at either the County Road 12A or County Road 14 interchange (not both), whichever location is best suited depending on factors such as soils, flooding, and marketability.

(Approved 6-1: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Winters. Noes: Peart.)

Staff concurs and recommends dropping the CR 12A interchange in favor of the CR 14 interchange, which is a full interchange and more centrally located from other identified highway commercial locations.

Make no other changes to land use at other Interstate-505 interchanges between State Route 16 and Winters.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters)

See Winters edge recommendation.

Staff recommends adding 20 acres of highway commercial at the I-505/CR 27 interchange. There are full interchange improvements at this location and it is already being used as an east/west route.

Interstate-5 Interchanges: See Dunnigan, Yolo, and Zamora recommendation.

Interstate-80 Interchanges: See Davis edge recommendation.

Staff recommends adding as a new economic development item, encouragement of mixed use development in commercial areas in order to attain small ancillary residential opportunities, particularly in upper stories.

Agricultural Preservation Items:

Establish growth boundaries for each unincorporated community.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Establish agricultural districts to support and encourage agricultural endeavors in special areas, which may include tailored zoning requirements and/or marketing efforts.

(Approved 5-2: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin. Noes: Peart, Winters.)

Staff concurs and recommends the creation of special general plan “agricultural districts” to emphasize the agricultural and tourism strengths of particular areas. Specifically the staff recommends these be applied in the following areas:

Capay Valley – organic agriculture; open space and creek recreation.

Clarksburg – wine making; river recreation

Dunnigan Hills – wine making; OHV recreation

Control rural home site development by establishing specific criteria for approval. Proposed homes that comply with the criteria would be issued Building Permits, while those that are not consistent with the criteria would require approval of a Use Permit. Criteria

may apply to both the primary and the ancillary home, and would include but not be limited to the following:

(Approved 5-2: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin. Noes: Peart, Winters.)

Size of the home(s);

(Approved 4-3: Ayes: Bertolero, Cameron, Cornejo, Liu. Noes: Merwin, Peart, Winters.)

Location of the home(s) within the property;

(Approved 4-3: Ayes: Bertolero, Cameron, Cornejo, Winters. Noes: Liu, Merwin Peart.)

A stewardship plan demonstrating how the property would be farmed;

(Approved 5-2: Ayes: Bertolero, Cornejo, Liu, Merwin, Winters. Noes: Cameron, Peart.)

Placement of the remainder of the property, outside of any home site(s), in a permanent agricultural conservation easement.

(Approved 6-1: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Winters. Noes: Peart.)

Staff concurs with these items and recommends that home sites less than 20 acres be required to secure a Conditional Use Permit.

Reduce development restrictions for new and/or expanded agricultural processing, on-site agricultural sales, and possibly bio-diesel production.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters)

Staff concurs.

Create a new agricultural commercial land use designation that would allow direct marketing opportunities with limited discretionary review.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters)

Staff concurs.

Reject a minimum 80-acre parcel size for the construction of any new home(s) in the agricultural area.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters)

Staff concurs.

Natural Resources:

Integrate the HCP/NCCP into the General Plan.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters)

Staff recommends that any future Parks Master Plan update also be incorporated, particularly as related to areas to be preserved for future regional parks and open space opportunities.

City Edge Items:

General:

Any new development at the edge of a city should occur in such a manner as to ensure that the project provides fiscal benefits to the county.
(Approved by consensus.)

Staff concurs.

Davis:

Residential: Add 2,100 new units in the northwest quadrant, generally located west of State Route 113 and north of Covell Boulevard.

(Approved 5-2: Ayes: Bertolero, Cameron, Cornejo, Liu, Winters. Noes: Merwin, Peart.)

Staff recommends that typical market rate residential development not be pursued in this area, because fiscal and other benefits to the county from this type of housing are not readily apparent. However, this area offers a unique opportunity to meet County demand for “special needs housing” (such as housing for seniors) given the proximity to the University, University Retirement Community, Sutter-Davis Hospital, and other service framework. Staff recommends that the area be given a joint “special study area” overlay by both the county and the City of Davis to allow for collaboration in the exploration of special needs housing opportunities as well as revenue-generating opportunities.

Reject residential units in the north-central quadrant.

(Approved 6-1: Ayes: Bertolero, Cornejo, Liu, Merwin, Peart, Winters. Noes: Cameron)

See staff comment below.

Reject residential units in the northeast quadrant.

(Approved 5-2: Ayes: Cameron, Cornejo, Merwin, Peart, Winters. Noes: Bertolero, Liu.)

Staff concurs.

Reject residential units in the southeast or west quadrants.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: Expand existing commercial use at Chiles Road and Interstate-80. Identify commercial use at Mace Road and Interstate-80, specifically including the properties south of Road 32A.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff recommends that the 383-acre Covell property be given a joint “special study area” overlay by both the county and the City of Davis to allow for collaboration in the exploration of commercial and mixed uses, and other revenue-generating opportunities, as well as to allow for coordinated planning with the adjoining Hunt-Wesson cannery property.

West Sacramento:

Residential/Commercial/Industrial: No new development.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs. Implicit in this recommendation is that the University Park project would not proceed. The Planning Commission expressed concerns about this project, particularly regarding the loss of agricultural land and uncertainty of flood protection.

Winters:

Residential: No new development.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: Add 96 acres of agricultural industrial and/or commercial use at the southeast quadrant of intersection of State Route 128 and Interstate-505.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs but recommends that this be clarified to designate the site as agricultural commercial and/or agricultural industrial. Staff recommends that the intersection be given a joint “special study area” overlay by both the county and the City of Winters to allow for joint exploration of revenue producing uses and opportunities.

Woodland:

Residential: No new development.

(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs.

Commercial/Industrial: Add 160 acres of industrial or agricultural industrial uses on the central and eastern portions of the Spreckels' site.
(Approved 7-0: Ayes: Bertolero, Cameron, Cornejo, Liu, Merwin, Peart, Winters.)

Staff concurs but recommends that this be clarified to require the preparation of a Specific Plan to encourage primarily agricultural commercial and agricultural industrial uses, but that allows other commercial and industrial uses as well. This site is served by a natural gas line, rail, and high voltage electrical power lines.

Staff also recommends adding 30 acres of highway commercial along the freeway frontage east of CR 103, between CR 22 and I-5.

Planning Commission Recommended Preferred Alternative¹

Area	Residential Units		Non Residential Acreage	
	Build-Out Under Existing GP	Added New Units Under the Alt	Build-Out Under Existing GP ²	Added New Acreage Under the Alt
Capay Valley ³	53	0	12 ⁴	0
Clarksburg ⁵	22	0	1	100
Dunnigan	173	2,500	94 ⁶	56 ⁶
Esparto	985 ⁷	0	124	0
Knights Landing	650 ⁸	0	47 ⁸	3 ⁹
Madison	83	0	1	26 ¹⁰
Monument Hills	0	150	0	3 ¹¹
Yolo	56	0	3	0
Zamora	14	0	1	16 ¹²
Elkhorn Property	0	0	0	100
County Airport	0	0	150 ¹³	0
I-505/CR12A or CR14	0	0	0	15
Rural Residential	1,610 ¹⁴	0	0	0
Davis Edge	0	2,100	0	43 ¹⁵
West Sac Edge	0	0	0	0
Winters Edge	0	0	0	96 ¹⁶
Woodland Edge	0	0	0	160 ¹⁷
Sub-Totals	3,646 units	4,750 units	433 acres	618 acres
TOTALS	8,396 units		1,051 acres	

Source: Yolo County General Plan Team, January 5, 2007.

Notes: 1/ Based on actions of Planning Commission taken December 19 and 20, 2006.

2/ Combines Retail/Services, Industrial, Public/Quasi-Public, Office/Other, and Lodging acreage as identified in Yolo County General Plan Land Use and Circulation Conceptual Alternatives (page 7, January 2005) updated and corrected by staff.

3/ Includes Guinda.

4/ 12 existing vacant acres left out of Alternative 1 in error.

5/ Does not include the Old Sugar Mill project. At the time the original four alternatives were developed the project was in process with no approvals. At the time of the PC direction, the project was approved but pending on appeal at Delta Protection Commission. The Old Sugar Mill project consists of 162 residential units and 77 acres of non-residential uses. These uses would fall under the category of Build-Out Under Existing GP.

6/ Total 150 acres estimated by GP Team to be "commensurate" with residential growth and highway commercial opportunities, per PC direction. Alternative 1 estimate of 108 acres has been corrected.

7/ Alternative 1 estimates for both residential and non-residential build-out have been corrected to reflect subsequent development.

8/ Includes 457 residential units and 35 acres non-residential on the 145-acre Howald property which has a mixed use designation under the existing General Plan and was left out of Alternative 1 in error. Under the existing land use designation, the Howald property is projected to build-out with 800 units and 38 acres of non-residential.

9/ At CR 102 and SR 113 per PC direction.

10/ 23 acres at SW quadrant of SR 16 and I 505, and 3-acre Feenstra and Cummings properties (existing Industrial changed to Commercial).

11/ At CR 94B and SR 16.

12/ Agricultural Commercial at Bayliss property.

13/ Originally included in Alternative 4 in error; now included in Alternative 1.

14/ This does not represent potential "full" build-out but rather a projection of future rural residential units through 2030 based on past trends. Assumes an average of 70 rural residential units annually over 23 years.

15/ 13 acres at Mace Blvd/I-80 south of CR 32A; 30 acres at Chiles Rd/I-80.

16/ At SE quadrant of I-505 and SR 128.

17/ The central and eastern portions of the Spreckels property.