



Yolo County General Plan Land Use and Circulation Conceptual Alternatives

Introduction

This document summarizes three land use and circulation conceptual alternatives for the 2005-2025 Yolo County General Plan update. The alternatives represent three distinct paths for future development patterns in the County, and are selected as to be reasonable and achievable within the 20-year time horizon of the Plan update. The three alternatives are also based on extensive public feedback during workshops held throughout the County between July and November 2004, direction from County decision makers, and alternative growth concepts embodied in the Sacramento Area Council of Governments (SACOG) regional growth models called the “Blueprint Project.”¹

Separate from the selection of alternatives is the writing of updated policies to accompany the land use and circulation diagrams. Updates to County goals and policies will occur *after* the selection of the preferred alternative, and will deal with more detailed issues surrounding future land use change in Yolo County and implementation of the preferred alternative. The preferred alternative can represent one of the alternatives presented in this report, or a combination of features of more than one of the alternatives.

Certain land use and circulation components described in this report may be included as a part of *any* or *all* of the alternatives. Depending on public and decision maker input, some of these components may be, in part or in whole, integrated into the preferred alternative. These components are identified separately at the end of this report.

Presentation of Alternatives

The alternatives in this document are presented in both narrative and graphic form to promote understanding by all interested parties. The alternatives represent very general indications of policy direction for future land use and

¹ For further information on the Blueprint Project, go to SACOG’s website at www.sacregionblueprint.org.

transportation in the County. Narrative and graphic depictions of the alternatives may appear to apply to specific parcels, roadway segments, and/or other features. However, the alternatives *do not* represent County policy for any specific feature, place, property, or roadway segment. Rather, the alternatives are intended solely to convey the possible geographic relationships of different policy choices. The assumptions used for development of the alternatives maps are described in detail in the appendix to this report.

Circulation improvements are similarly *conceptual*, and actual future roadway maintenance and construction plans would depend on more detailed roadway analysis and regional prioritization of transportation funding.

Land demand for future residential and non-residential uses assumes the development of previously undeveloped properties, particularly in areas designated in community plans for future urban growth. The County also wishes to promote redevelopment and revitalization of existing communities. If redevelopment were to occur, the total land area committed to *new* development would be less than assumed in the tables and figures contained in this report.

It should be noted that, despite the assumptions described below regarding the relationship between growth in the population and housing stock during the planning period, actual population growth will depend on the types of housing constructed (such as senior housing versus family housing) and demographic trends. Actual housing densities will depend on market trends, policy implementation, and infrastructure and public service constraints.

Alternative 1 – Continued City-Focused Growth (No Project Alternative)

This alternative represents what would be reasonably anticipated to occur in Yolo County over the next 20 years should decision makers elect not to make substantive changes to land use designations, density ranges, policies, and other aspects of the 1983 General Plan Land Use Element (Figure 1). This alternative is considered to be the “No Project” alternative required to be analyzed under the California Environmental Quality Act (CEQA).²

² The “No Project” alternative required to be analyzed under CEQA is different for the adoption or revision of a land use plan, such as the Yolo County General Plan update, than for a development project on an identifiable property. For a land use plan update, as provided in Section 15126.6 of the CEQA Guidelines:

“The ‘no project’ alternative will be the continuation of the existing plan, policy or operation into the future. Typically this is a situation where other projects initiated under the existing plan will continue while the new plan is developed. Thus, the projected impacts of the proposed plan or alternative plans would be compared to the impacts that would occur under the existing plan.

Level and Pattern of Development

Figure 1 contains an illustrative description of Alternative 1.

Consistent with current County policies, and roughly based on the Sacramento Area Council of Governments (SACOG) Blueprint Preferred Scenario C/D, this alternative would direct most future urban development to the cities of Yolo County. In addition, limited growth would occur in existing unincorporated towns (primarily in Dunnigan, Esparto, and Knights Landing).

Residential growth would fall within the anticipated range of development included in the various community plans, except when those plans do not account for the level of residential growth allocated under the 2003 General Plan Housing Element update.³

Outside community plan areas, existing levels and patterns of housing construction would continue throughout the rural unincorporated area.

Growth in rural towns is projected at an annual rate of two percent, consistent with SACOG forecasts and would not exceed their share of regional growth.⁴ The County would encourage both jobs and housing growth in rural towns to help balance land uses within the communities (i.e., not bedroom communities for jobs in other places). This alternative does not include a new town or newly incorporated city within the County.

Alternative 1 would involve growth in unincorporated Yolo County of approximately 2,700 housing units, approximately 5,800 jobs, and approximately 7,200 residents between 2005 and 2025. Approximately 60 percent (1,642 housing units and 4,400 people) would be scattered throughout the rural agricultural areas. The remaining 40 percent of new growth would occur within existing unincorporated communities.

Alternative 1 also assumes that there would be no additional growth beyond that currently allowed in the unincorporated neighborhoods adjoining the City of Davis (e.g., Willowbank, El Macero, Binning Farms, North Davis Meadows, Royal Oaks, Patwin Road, etc.) or the Monument Hills area.

Estimates of future growth under Alternative 1 are shown in Table 1. Estimates of growth in the existing rural towns assume an average household size of 2.68 persons, as projected by SACOG. The estimates for 2004 populations in the existing towns were created by evaluating U.S. Census 2000 Block data and applying a two-percent annual increase over the four-year period between 2000 and 2004.

³ The Housing Element includes a program to amend General Plan land use designations in instances where current land use designations and zoning would not permit a two-percent annual growth rate.

⁴ Based on the housing units and population that currently exist in rural towns in proportion to the total unincorporated area population.

Table 1: Alternative 1 Population and Housing Units Added

Town	2004 Population (est.)	2025 Population (est.)	No. of New Homes
Capay	148	220	27
Clarksburg*	486	545	22
Dunnigan	898	1,362	173
Esparto	2,389	3,621	460
Guinda	133	202	26
Knights Landing	1,002	1,519	193
Madison	563	785	83
Yolo	625	775	56
Zamora	61	99	14
TOTAL Unincorp. Community Growth	6,305	9,128	1,054
Scattered Rural Growth **	9,054	13,454	1,642
TOTAL	15,359	22,582	2,696

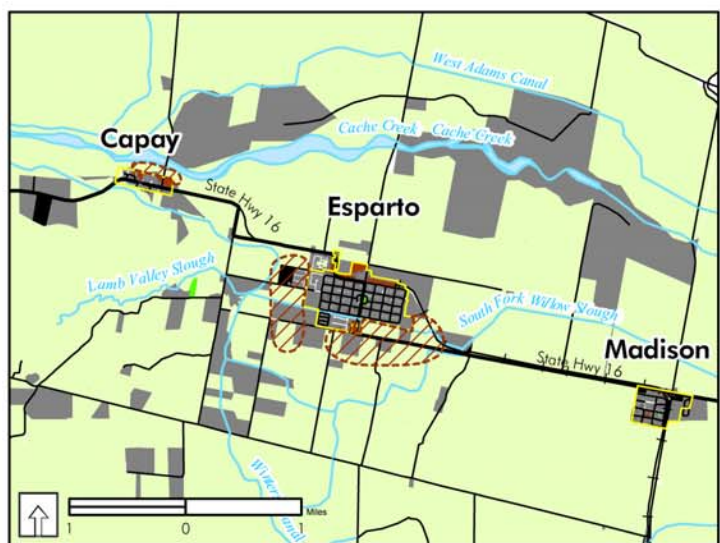
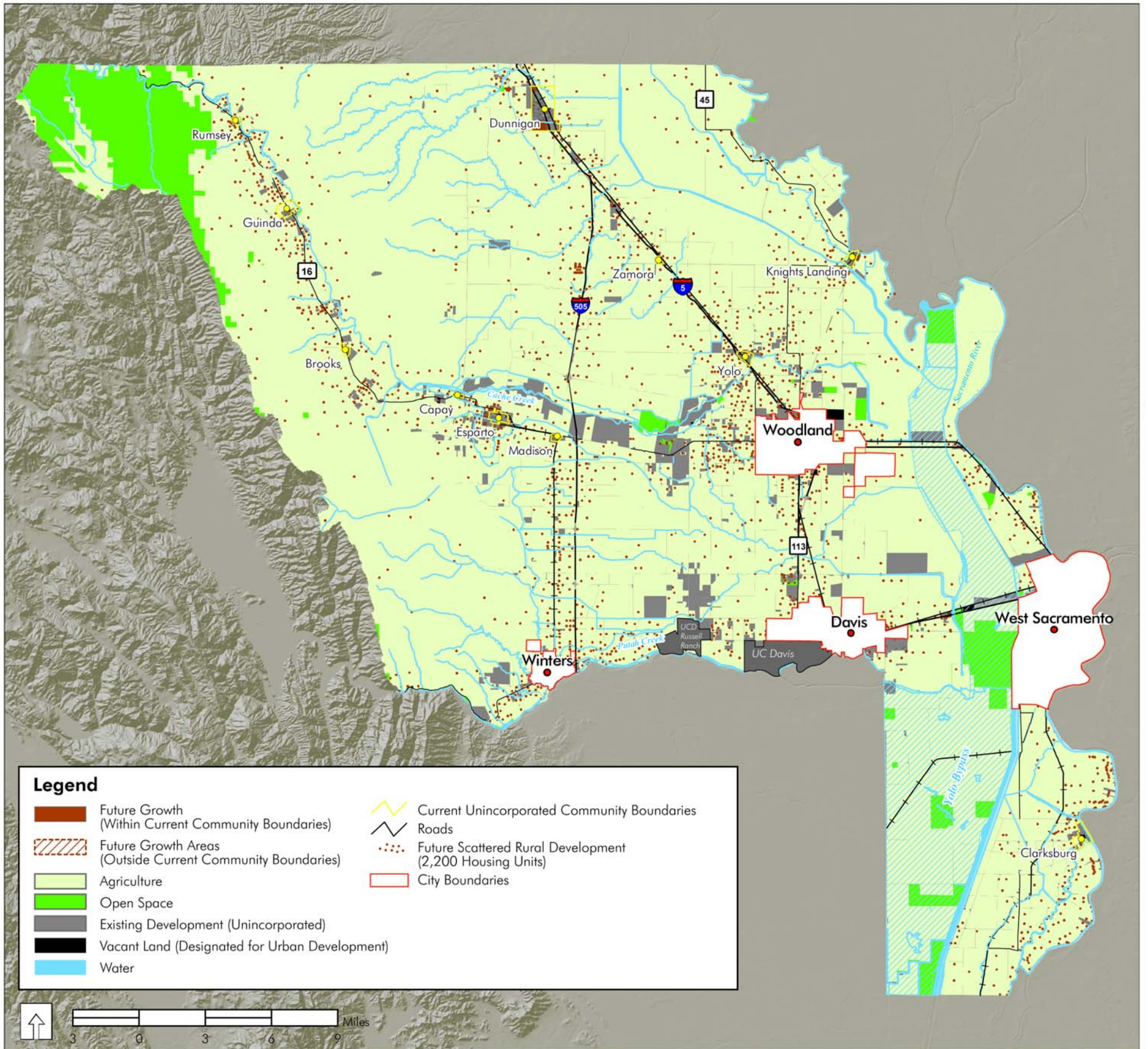
* The number of new homes estimated in Clarksburg excludes the Sugar Mill Specific plan, which includes 20-30 acres of residentially zoned land at various densities.

** Excludes the unincorporated communities adjoining Davis and the Monument Hills area, which account for a total estimated population of 4,046 in 2004. Also excludes the UC-Davis on-campus population.

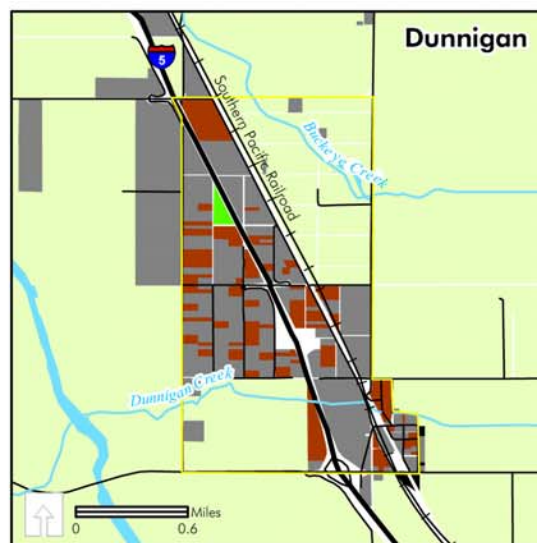
Almost 26,000 housing units would be added in the incorporated cities under this Alternative (based on the SACOG Blueprint Project projections for the Preferred Scenario). This would place the great majority of growth within the cities during the 20-year planning period. Accommodating this growth within the cities could involve the redevelopment of existing urban areas, as well as the annexation and conversion of agricultural lands surrounding cities.

It should be noted that Yolo County has no jurisdiction over land use decisions in the cities or on UC Davis properties. The County's General Plan would not directly determine growth policies adopted by the cities or UC Davis, therefore. Any planning policies or land use regulations adopted by the cities or UC Davis would not be a part of this General Plan update or environmental review, since the cities and UC Davis are responsible for their own planning.⁵ In recognition of this jurisdictional issue, maps accompanying this report do not show any detail within current city boundaries or on the UC Davis campus. The cities, however, do maintain spheres of influence, which are geographic areas surrounding the cities where eventual urban development is anticipated. The County recognizes the cities' legal ability to establish and engage in annexation activity in these areas pursuant to State law and Local Agency Formation Commission (LAFCo) standards.

⁵ The County will continue to work with cities and UC Davis regarding mutually beneficial planning efforts.



Capay: 27 Housing Units Added > 0 Acres Non-Residential Added
 Esparto: 460 Housing Units Added > 86 Acres Non-Residential Added
 Madison: 83 Housing Units Added > 0.5 Acres Non-Residential Added



Dunnigan: 173 Housing Units Added
 187 Acres Non-Residential Added



Knights Landing: 193 Housing Units Added
 12 Acres Non-Residential Added

Figure 1
 Alternative 1
 Continued City-Focused Growth
 (No Project Alternative)

Circulation

Under Alternative 1, the level of traffic on State Route 16 could increase on the segment between Capay and Woodland as new urban development occurs in Capay, Esparto, and Madison. The approximately 570 new housing units anticipated under this Alternative could generate nearly 5,000 additional daily vehicle trips on State Route 16. The County would need to coordinate with Caltrans to identify appropriate safety and capacity improvements along this section of the highway. Growth estimated for the communities of Dunnigan, Zamora, and Yolo would likely not have a substantial impact on the existing capacity of Interstate 5 to and from Woodland.

Growth in most areas of the County under this Alternative would be mostly residential. Woodland, Davis, and West Sacramento, would continue to draw the most vehicle trips, since local jobs and shopping are concentrated in these cities.

Circulation improvements for all three alternatives are shown in Figure 2.

Economic Consequences

The distribution of jobs by type of industry are keyed to the employment growth rates used by SACOG in developing the Regional Blueprint Preferred Scenario C/D (Table 2). Since housing unit growth rates under Alternative 1 are somewhat higher than growth rates used in the SACOG Blueprint Scenario, the annual job growth rates were increased to match these higher estimates included in Alternative 1, keeping the distribution of retail/services, public, and office employment in line with projected population growth.

Industrial growth is anticipated to occur sooner in the SACOG planning period than assumed by SACOG in its Blueprint Project since, unlike retail and other commercial development, industrial development is less dependent on local population growth and the local market. A general analysis of industrial development potential suggests that the County has capacity to absorb additional industrial growth during the General Plan period. Growth in the lodging sector of the local economy reflects trends over the past 10 years.

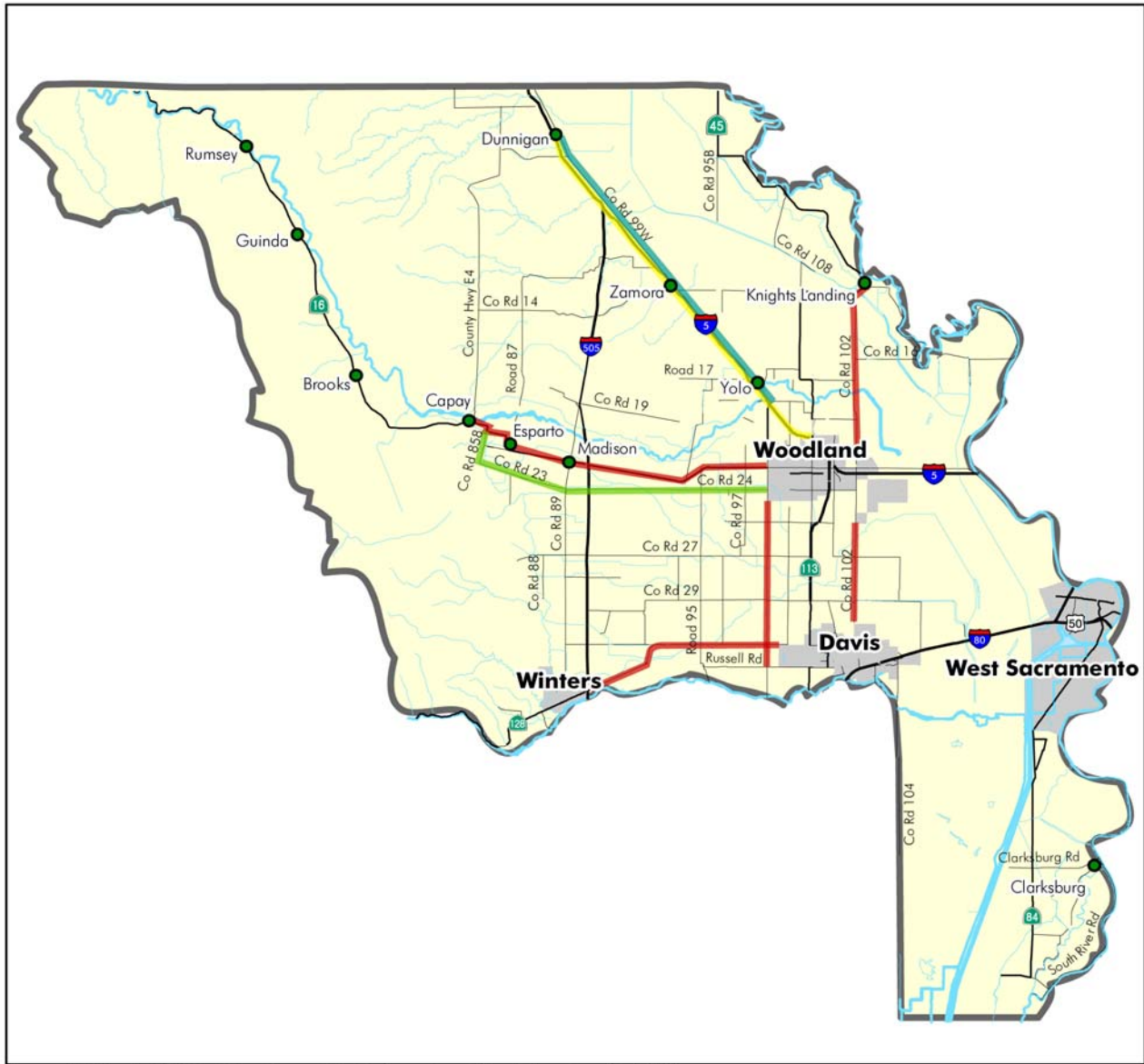
Employment growth is distributed among unincorporated communities according to existing employment concentrations by Regional Analysis District⁶ and the projected distribution of new housing growth under Alternative 1. The resulting employment figures have been converted to use of land (in acres) using factors for the number of building square feet per employee and average floor area ratio estimates by land use type.

⁶ Regional analysis districts are geographic units used by SACOG to analyze current data, project future trends, and create scenarios under the Blueprint Project.

Of the unincorporated communities in the County, Dunnigan would experience the most non-residential growth by land area, with more than 100 acres of land developed, mostly for industry. With substantial population growth in Esparto and surrounding communities, some additional retail, commercial, and industrial development would be anticipated. Other communities would not experience substantial employment growth.

Table 2: Land Demand for Non-Residential Development under Alternative 1

Non Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Other	Total
Retail/Services	0	1	9	25	0	4	1	2	1	1	43
Industrial	0	0	83	28	0	0	0	0	0	28	139
Public/Quasi-Public	0	0	8	26	0	6	0	0	0	40	79
Office/Other	0	0	3	9	0	2	0	1	0	0	15
Lodging	0	0	5	0	0	0	0	0	0	8	13
TOTAL	0	1	108	87	0	12	1	3	2	77	289



Source: Yolo County GIS; Fehr & Peers Transportation Engineers, Inc ; Cotton/Bridges/Associates 2004

Legend

- | | |
|----------------------------|---------------------------------------|
| Yolo County | Potential Roadway Improvements |
| Cities | All Alternatives |
| Unincorporated Communities | Alternative 2 |
| Hwys and Fwys | Alternative 2 & 3 (County Road 99 W) |
| Other Major Roads | Alternative 3 (Interstate 5) |



Figure 2
Circulation Improvements
for Conceptual Alternatives

Alternative 2 – Town-Focused Growth

New development, under this alternative, would continue to be primarily focused in the cities, but this alternative would allow more growth within the towns compared to Alternative 1. Alternative 2 would result in 5,525 additional housing units, or 9,215 additional people, during the planning period (Figure 3). This is approximately a 40-percent increase compared to Alternative 1. The intent of the additional development would be to provide sufficient populations to support economic development in the unincorporated towns and to allow for new investment in the creation/maintenance of infrastructure systems.

Level and Pattern of Development

Additional policies would be included in the General Plan to further concentrate growth into the towns compared to Alternative 1. As a result, the number of new homes in the rural agricultural area would decrease from 1,692 in Alternative 1 to 821. Growth in Alternative 2 would include (Table 3):

- 800 new housing units in Knight’s Landing on approximately 150 acres currently designated for urban development (plus the 193 units estimated for Knight’s Landing in Alternative 1 yields a total of 993);
- 800 new housing units in Esparto on approximately 150 acres proposed for urban reserve (plus the 460 units estimated under Alternative 1);
- 800 new housing units in Madison on approximately 150 acres proposed for urban reserve (plus the 83 units estimated under Alternative 1);
- Approximately 1,100 new housing units in Dunnigan on approximately 200 acres proposed for urban reserve (plus the 173 units estimated under Alternative 1);
- 150 new housing units in the Monument Hills area, by increasing the existing density from five-acre parcels to 2.5-acre parcels;

The estimates for Esparto, Dunnigan, Madison, and Knight’s Landing are based on an average density of eight housing units per gross developable acre (assuming 1/3rd of the urban reserve is required for stormwater detention basins, roads, sidewalks, parks, and other infrastructure).

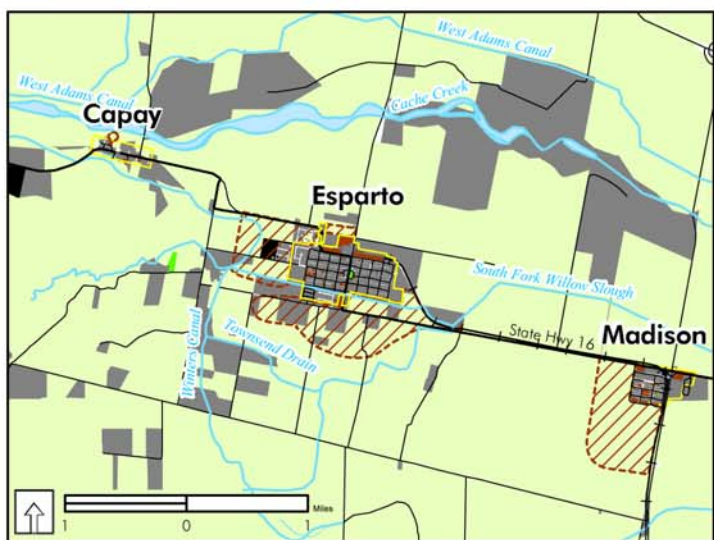
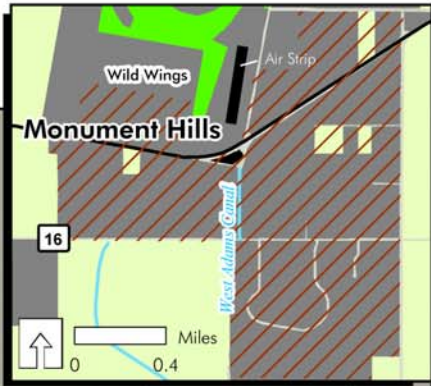
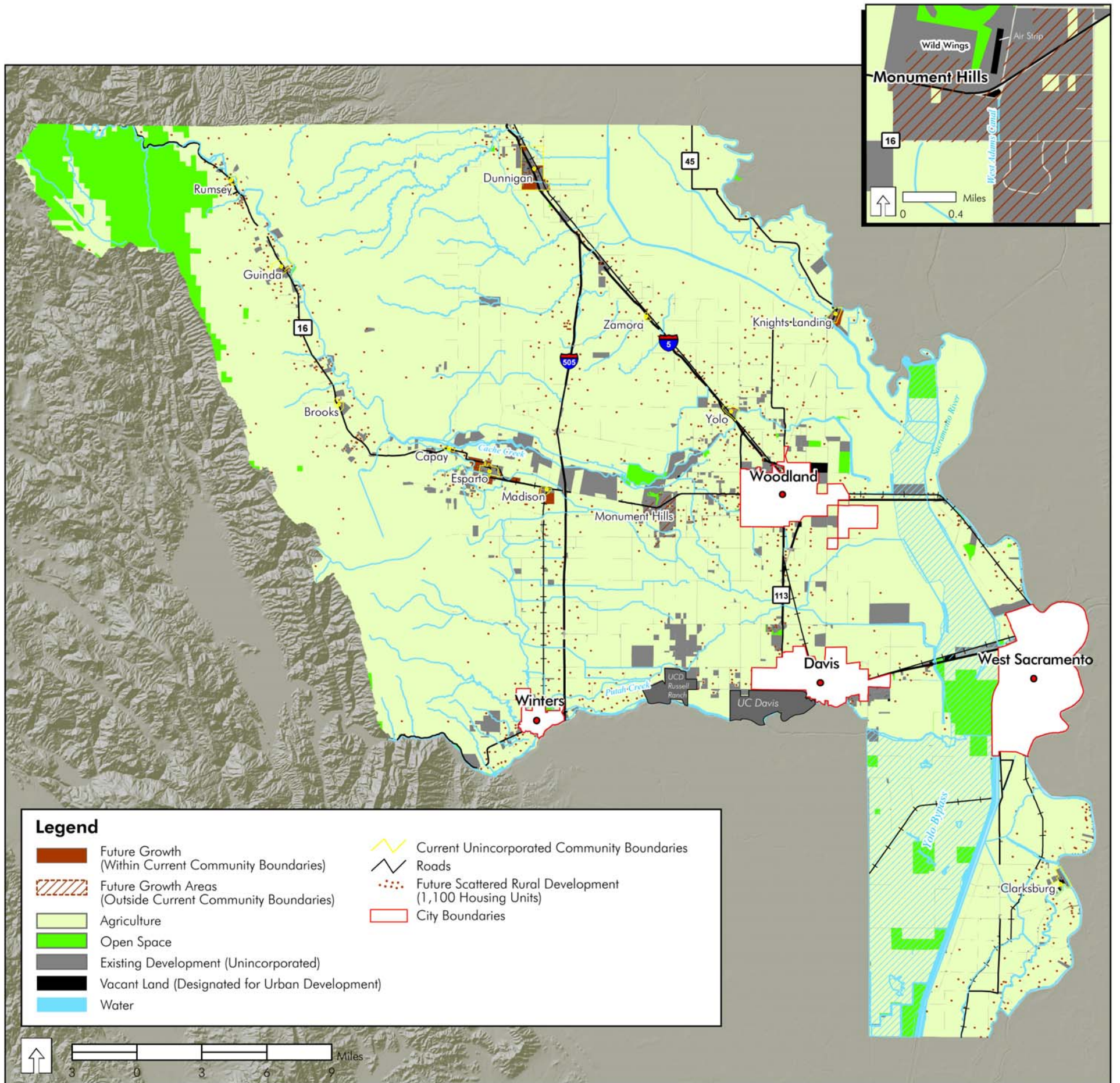
Table 3: Alternative 2 Housing Units Added

Town	No. of New Homes	2025 Population Estimate
Capay	27	220
Clarksburg*	22	545
Dunnigan	1,273	4,310
Esparto	1,260	5,765
Guinda	26	202
Knights Landing	993	3,663
Madison	883	2,929
Yolo	56	775
Zamora	14	99
Monument Hills	150	2,035
TOTAL Unincorporated Community Growth	4,704	20,543
Scattered Rural Growth	821	11,254
TOTAL	5,525	31,797

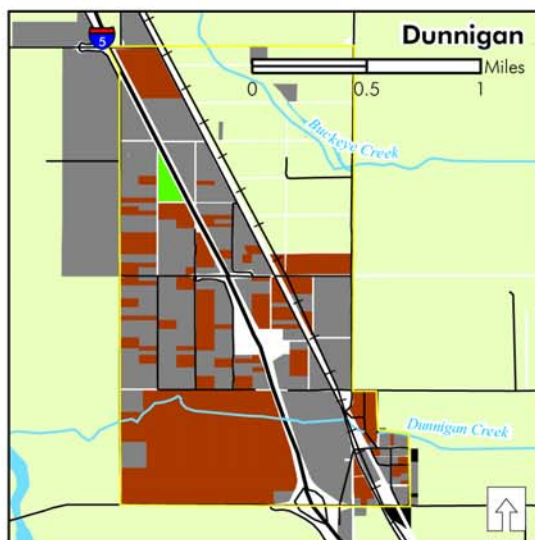
* Excludes the Sugar Mill Specific Plan.

This Alternative would involve development of urban reserve areas surrounding existing unincorporated towns and would require General Plan and community plan land use changes, unlike in Alternative 1 (the No Project Alternative).

Future growth in Madison, Capay, and Esparto may result in the three communities growing together and/or sharing infrastructure and public services. Alternatively, the County could implement community separation and rural buffer areas, preserving these as three distinct communities.



Capay: 27 Housing Units Added > 0 Acres Non-Residential Added
Esparto: 1260 Housing Units Added > 169 Acres Non-Residential Added
Madison: 883 Housing Units Added > 27 Acres Non-Residential Added



Dunnigan: 1273 Housing Units Added
 184 Acres Non-Residential Added



Knights Landing: 993 Housing Units Added
 50 Acres Non-Residential Added

Figure 3
Alternative 2
Town-Focused Growth

Infrastructure

This alternative assumes a water and wastewater system for the new development areas of Dunnigan, if not a system/s to serve the entire town. By contrast, under Alternative 1, growth in Dunnigan would be incremental and involve development of properties served by individual wells and septic systems, as currently exists in the rest of the town.

Circulation

Alternative 2 would accommodate new growth that would increase traffic on State Route 16 between Capay and Woodland. The increase in traffic (approximately 23,000 daily trips based on approximately 2,300 new housing units) could be substantial compared to existing traffic volumes on State Route 16. If State Route 16 becomes congested, diverted traffic could affect parallel facilities such as County Road 85B, County Road 23, and/or County Road 24. Improvements to these parallel roadways may be needed under this Alternative. These roadways could be realigned to provide a more direct route and relieve traffic on State Route 16. Development within the unincorporated County could also add traffic to Main Street in Woodland. Growth in Dunnigan could have an impact on County Road 99 West if traffic increases substantially on Interstate 5 between Colusa County and Woodland. Improving County Road 99W could provide a more direct route and relieve traffic on Interstate 5. County Road 99W could have substantial increases in traffic such that improvements may be required.

Economic Consequences

This Alternative assumes a rough jobs/housing ratio of 1.3 new jobs per new housing unit. Compared to Alternative 1, there is more emphasis on economic development in the unincorporated communities in Alternative 3 (Table 4). The majority of this commercial development would consist of the type of retail and service development that follows population growth. However, there are also concentrations of industrial development in Dunnigan and Esparto and scattered agricultural industrial development throughout the rural unincorporated area. Growth of lodging under this Alternative matches the recent experience of surrounding counties. Approximately 150 rooms would be added in Dunnigan and 100 to 300 rooms in other locations in the unincorporated County. A portion of the new rooms would occur in bed and breakfast facilities.

Of the unincorporated communities, Dunnigan would experience the most non-residential growth by land area, about 100 acres, mostly for industry (due to Dunnigan's location near interstate highways, rail, and County routes that might be attractive to potential industrial users). Economic growth would accompany the population growth anticipated in Esparto and surrounding communities, with the majority of land area dedicated to retail and services. Knight's Landing and

Madison, under this Alternative, would also experience growth in commercial activity.

Table 4: Land Demand for Non-Residential Development under Alternative 2

Non-Residential Land Demand	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Monument Hills	Other	Total
Retail/Services	0	1	49	62	0	29	16	2	1	0	2	163
Industrial	0	0	96	64	0	0	0	0	0	0	28	187
Public/Quasi-Public	0	0	30	40	0	20	10	0	0	0	0	99
Office/Other	0	0	2	3	0	1	1	1	0	0	1	9
Lodging	0	0	7	0	0	0	0	0	0	0	12	19
Total	0	1	184	169	0	50	27	3	2	0	42	477

Alternative 3 – New City in Dunnigan

Alternative 3 is similar to Alternative 1 in most of the County (Figure 4). However, in addition to the growth of towns, rural housing, and UC Davis expansion envisioned in Alternative 1, Dunnigan would grow substantially, becoming a more diverse town with full municipal services.

Level and Pattern of Development

This alternative would envision limited growth of existing unincorporated towns; however, under this alternative, the existing town of Dunnigan would grow substantially (with the potential of eventually becoming an incorporated city). (Table 5).

Currently, Dunnigan is a mixture of highway-oriented commercial development, large-lot rural residential development, and mobile homes – none of which is served by municipal water and sewer facilities. (The existing mobile home park in Dunnigan is served by individual sewer and water systems). This alternative would envision Dunnigan adding approximately 18,000 people (7,000 new housing units) and becoming a new, self-contained town with the full range of public services and a diverse mix of land uses, including commercial, industrial, civic, open space, and a range of residential and mixed-use development.

This alternative would envision 26,800 new residents (10,000 new housing units) in unincorporated Yolo County between 2005 and 2025, including the new town at Dunnigan and growth elsewhere in the County. This involves approximately twice as much growth as anticipated in Alternative 1 and approximately 50 percent more than in Alternative 2.

The estimate for new housing units assumes the new town is not incorporated before 2025. If Dunnigan became incorporated, new housing units would not be counted as housing in the Yolo County unincorporated area, and a City of Dunnigan would not be under the jurisdiction of the County. Development under Alternative 3 would assume water conservation, significant infrastructure improvements, substantial transfer of water rights, technological advances, or some other changes to make an adequate water supply available.

Table 5: Land Demand for Residential Development under Alternative 3

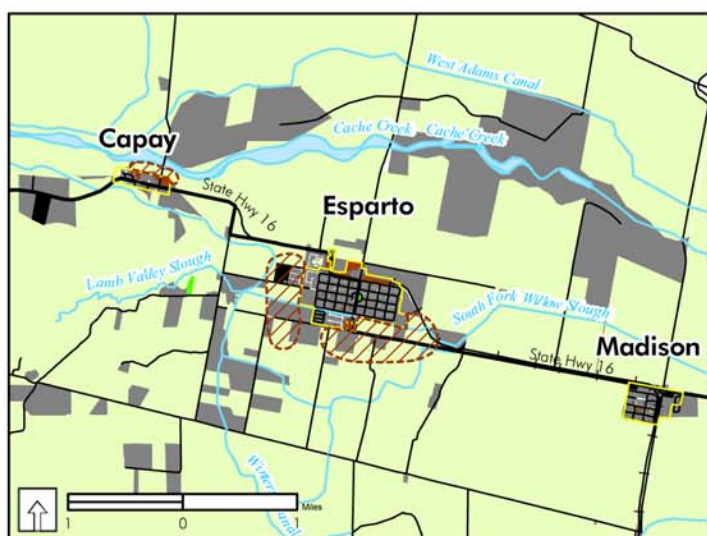
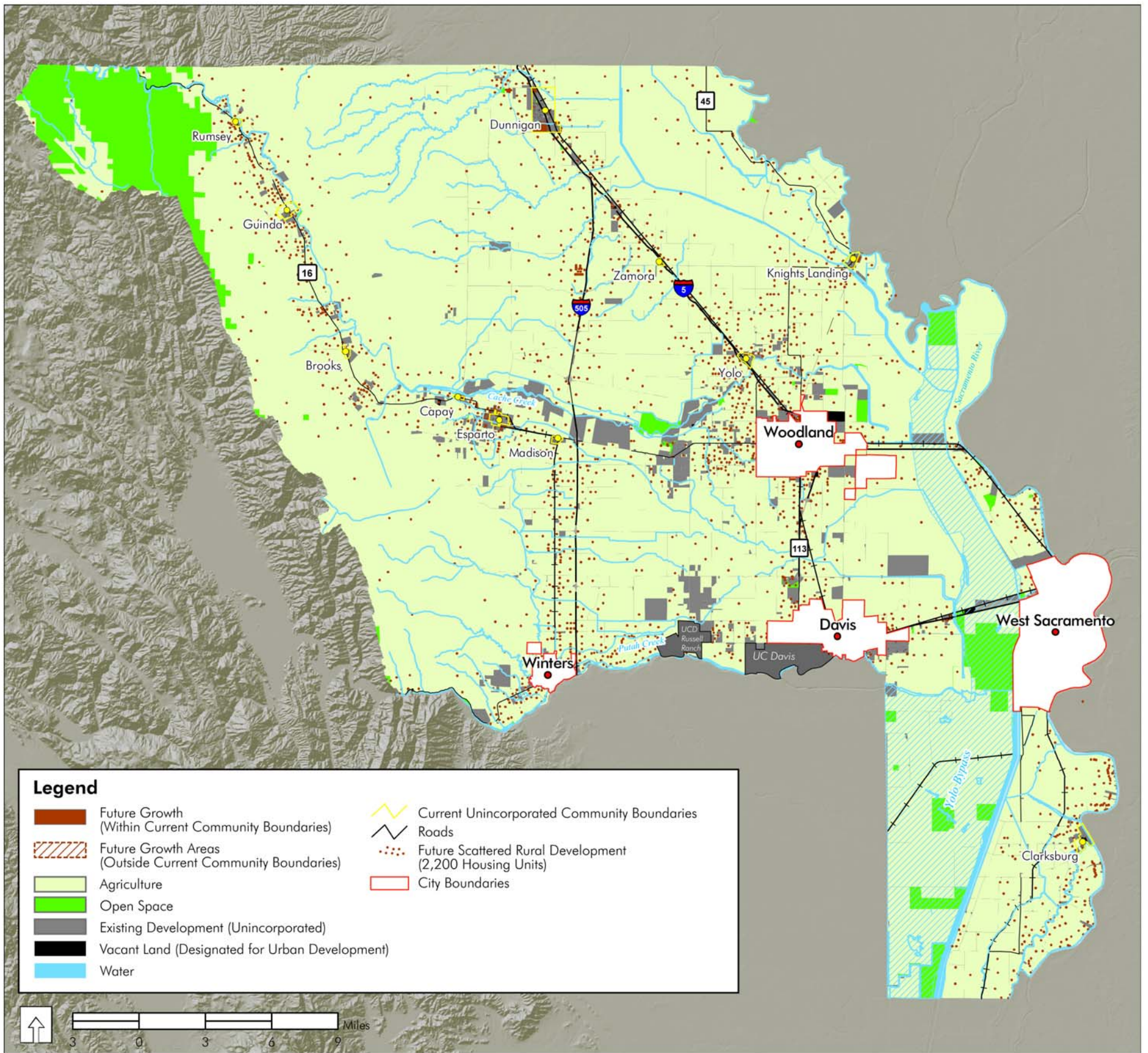
Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Scattered Growth	Total
Housing Units Added	27	22	7,000	460	26	193	83	56	14	2,200	11,181
Residential Land Demand	25	16	1,326	137	18	67	22	37	11	10,116	11,775

Circulation

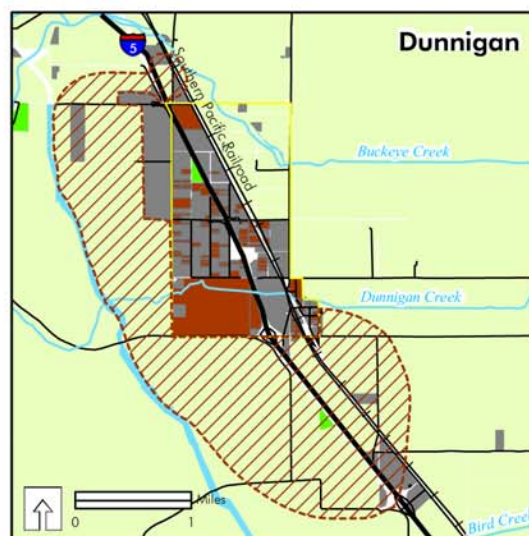
Under Alternative 3, substantial growth of Dunnigan would affect both Interstate 5 and County Road 99 West. The 7,000 new housing units described in this Alternative could generate up to 70,000 daily vehicle trips in the area. County Road 99 West serves as a parallel facility to Interstate 5, and may need improvements if the freeway became congested and traffic diverted to the County road. Improving County Road 99W could provide a more direct route and relieve traffic on Interstate 5. The level of traffic on State Route 16 would increase along the segment between Capay and Woodland as new urban development occurs in Capay, Esparto, and Madison.

Economic Consequences

The background growth for this Alternative is identical to Alternative 1 (Table 6). In Dunnigan, employment is anticipated in proportion with the projected workforce in the community. It is assumed the City would be large enough to capture a share of regional commercial development that would serve areas beyond the city. This is consistent with the experience of other communities approaching 20,000 residents in rural counties.



Capay: 27 Housing Units Added > 0 Acres Non-Residential Added
Esparto: 460 Housing Units Added > 86 Acres Non-Residential Added
Madison: 83 Housing Units Added > 0.5 Acres Non-Residential Added



Dunnigan: 7,000 Housing Units Added
 536 Acres Non-Residential Added
* This Inset is at a different scale than on Alt. 1 & 2



Knights Landing: 193 Housing Units Added
 12 Acres Non-Residential Added

Figure 4
Alternative 3
New City in Dunnigan

Table 6: Land Demand for Non-Residential Development under Alternative 3

Non-Residential Land Demand	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Other	Total
Retail/Services	0	1	227	25	0	4	1	2	1	1	262
Industrial	0	0	169	28	0	0	0	0	0	28	224
Public/Quasi-Public	0	0	72	26	0	6	0	0	0	40	144
Office/Other	0	0	40	9	0	2	0	1	0	0	52
Lodging	0	0	28	0	0	0	0	0	0	8	36
Total	0	1	536	87	0	12	1	3	2	77	717

Other Components of General Plan Concept Alternatives

The following elements may be a part of one or more of the alternatives (illustrated in Figure 5):

1. **All of the land use alternatives assume that the majority of growth within the County will occur in the incorporated cities of Davis, West Sacramento, Winters, and Woodland, as well as at the University of California, Davis campus.** Roadways that would need improvements to accommodate growth in these areas include: County Road 102 and County Road 98 between Davis and Woodland; County Road 31/Russell Boulevard between Winters and Davis; and, County Road 102 between Woodland and Knights Landing/Sutter County.
2. **Provide for agricultural-industrial development north of the City of Woodland and near Dunnigan.** Agricultural industrial development can include industries such as food processing, nurseries, dairies, grain handling facilities, agricultural suppliers, biotechnology research, and other related industrial operations that do not require high-quality soils but typically locate in active agricultural regions. One area of the County that may be appropriate for agricultural industrial development would be along County Road 18C between Woodland and Knight’s Landing. Undeveloped property near Interstate 5 in Dunnigan would be another appropriate location.
3. **Identify a small commercial center to serve the Monument Hills/Wild Wings area.** Such a commercial center would be intended to serve local residents, and therefore limited in size. Locally available retail and/or services may provide a reduction in vehicle miles of travel by residents in Monument Hills and the Wild Wings residential subdivision that would otherwise travel to Woodland for retail shopping or other commercial

services. The commercial development would be designed so as not to induce additional residential and commercial development in the area.

4. **Define/designate permanent urban limit lines and rural buffers around and/or between unincorporated communities and cities.** Cities in Yolo County already have urban limit lines, which is a term used interchangeably with urban services area, but is a term distinct from sphere of influence, city limit, and planning area. Urban limit lines are used to provide community separation and/or to preserve a natural or agricultural buffer area around communities. Woodland and Davis, for example, have agreements with Yolo County regarding the preservation of a “green buffer” to maintain separation between the two cities. The same technique could be used for unincorporated towns.
5. **Support agricultural- and ecology-based tourism development and boutique, as well as larger viticulture operations, tasting rooms, and similar development throughout the County.** Agricultural based tourism is visitor-oriented activity based on the aesthetic appreciation of agricultural environments, or retail activity associated with agricultural products. Ecology-based tourism is visitor-oriented activity involving retail and service sales associated with the appreciation of nature. “Boutique” operations are those that are smaller, where the means of production are locally based, and where the products are not mass produced or widely available. Support of these potential niche industries could include targeted infrastructure improvements to serve these types of land uses, promotion and marketing efforts, use of the County’s land use and zoning controls to streamline the process by which these businesses become established, and using land use policies and zoning controls to protect these industries and the local resources on which they depend.
6. **Establish redevelopment project areas in unincorporated communities, as appropriate, to assist in revitalization and removal of blight.** Many communities use provisions of California redevelopment law to revitalize communities where urban blight can be demonstrated. Local agencies use tools made available through redevelopment law to promote reconstruction and rehabilitation of residential, commercial, industrial and retail districts. Redevelopment project areas can be established by redevelopment agencies to allow certain additional government powers and the ability to assemble land for development, invest in infrastructure to encourage private enterprise, create affordable housing opportunities, and raise money for redevelopment activities by using bond financing secured by expected future property tax revenues.⁷
7. **Improve infrastructure and facilities for unincorporated communities to address existing problems even where substantial new growth is not expected.** Throughout the public workshops held thus far in support of the General Plan update, stormwater drainage, roadway safety, public transportation, water and sewer service, and other public service and infrastructure needs were identified. The existing County General Plan addresses the requirement of new development to provide or pay for new

⁷ Refer to <http://www.redevelopmentlaw.com/CCRL2003.pdf> for more information.

infrastructure and services. New development, however, is not currently required to fix existing problems.

8. **Identify conservation measures for Cache Creek, Putah Creek, Sacramento River, Blue Ridge area, and other sensitive biological communities.** The location of each of these water features is illustrated on figures accompanying this report.
9. **Create an overlay zone near the Yolo County landfill to reduce potential for land use conflicts related to odors and traffic.** The size and shape of the overlay zone would be based on information provided in a recent environmental impact report (EIR) addressing landfill activities. Property owners within the overlay zone would receive notification of the presence of the landfill to reduce the potential for issues to arise associated with incompatibility of land use.
10. **Clarify the existing commercial area near Chiles Road and I-80 as agriculture.** This area, currently designated for future highway commercial development, is largely undeveloped and is located in an area with actively cultivated agricultural land.
11. **Define the extent of the industrial area north of Road 5 in Dunnigan.** The area around Road 5 and Road 99W is a mixture of rural residential, commercial, and industrial that does not provide a structured land use pattern.
12. **Create an Area Plan for the Yolo Bypass. As shown in the figures in this report, the Yolo Bypass extends across the eastern portion of Yolo County adjacent to the Sacramento River.** This is a flood spillway fed by weirs from the Sacramento River. Such an area plan would include opportunities and strategies for expanding restoration and nature preserve areas in the Bypass compatible with agricultural activities, as well as other elements. The plan would also include a discussion of allowable land uses in area adjoining the Bypass.
13. **Incorporate regional efforts, including the Sacramento River Conservation Area Forum, Natural Communities Conservation Plan, Integrated Regional Water Management Plan, and others.** The Sacramento River Conservation Area Forum has developed a strategic plan for resource management and restoration efforts along the Sacramento River.⁸ The Yolo County Habitat Conservation Plan/Natural Community Conservation Plan is an ongoing effort aimed at preserving a multitude of habitat types and agricultural land throughout the County, with a focus on protecting rare and threatened species.⁹ The Yolo County Integrated Water Management Plan is another ongoing effort. This Plan will provide background on water resources in the County and develop strategies for future use and conservation of water.¹⁰ The General Plan would be written so as to be consistent with these regional efforts.

⁸ For more information, refer to <http://www.sacramentoriver.ca.gov/>.

⁹ For information on conservation planning, refer to <http://www.dfg.ca.gov/nccp/>.

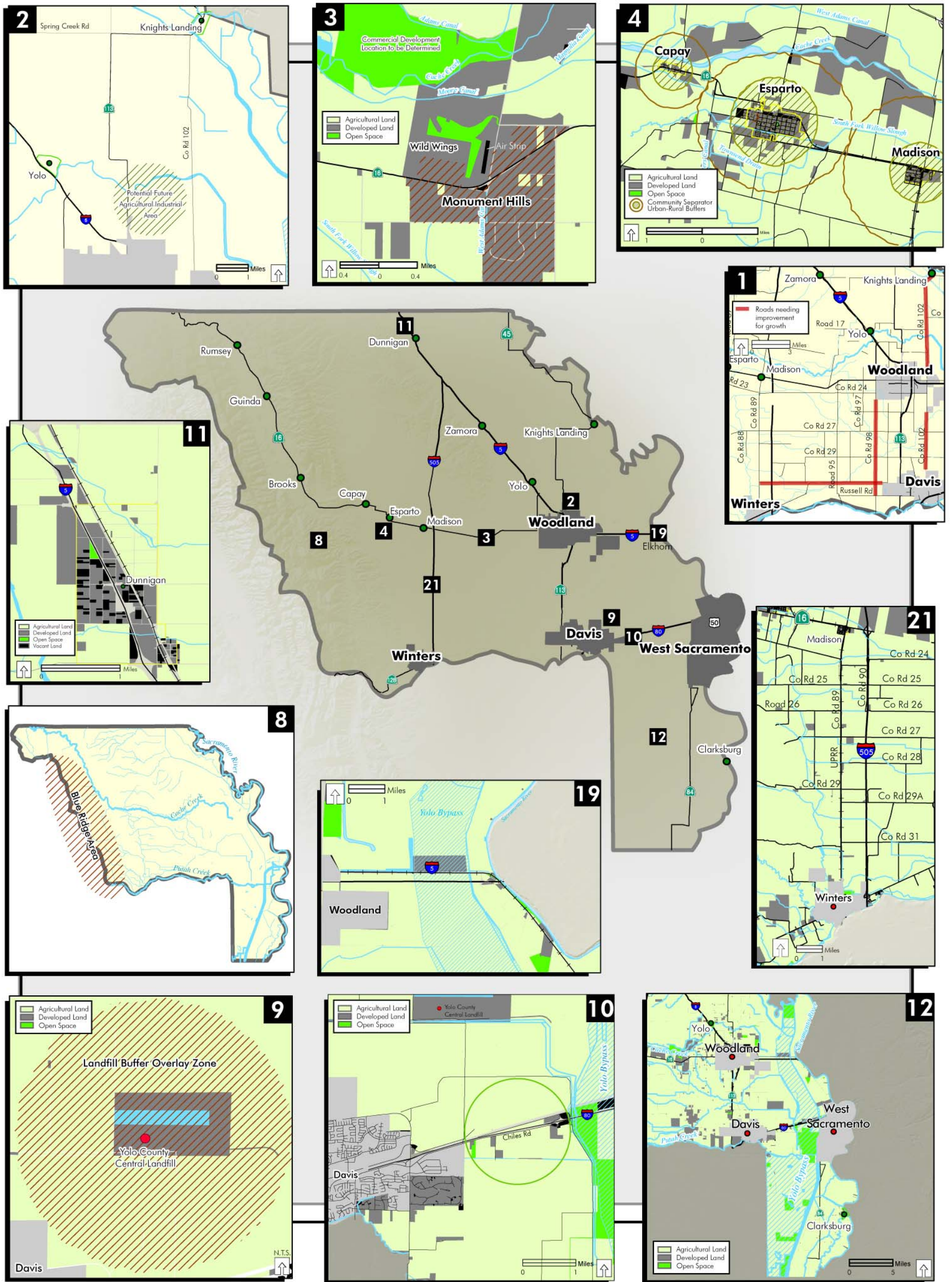
¹⁰ For more information, refer to <http://www.dcn.davis.ca.us/go/wra/IWMP.htm>.

14. **Develop policies to support increasing the water supply, including conjunctive use, conservation, and export restrictions.** Conjunctive use is the strategic combined use of surface and groundwater to optimize resource use and minimize adverse effects that can occur through use of a single source. Additional efforts would ensure adequate future supplies for both agricultural and urban uses.
15. **Coordinate with responsible agencies regarding regional flood control efforts.** Agencies involved in flood control efforts include: the Yolo County Flood Control and Water Conservation District, Sacramento Area Flood Control Agency, Yolo County Planning and Public Works Department, the County reclamation districts, the State Department of Water Resources, and others. Interagency cooperation would enhance comprehensive solutions to regional problems.
16. **Establish a tiered roadway classification system and prioritize funds for maintenance and improvements.** A tiered roadway classification refers to the naming system and hierarchy of roadways from local streets to collectors to major arterials. This system would have different standards for width, level of service, capacity, design speed, etc., for each roadway type. The classification system would be used to prioritize maintenance efforts, as well as define mitigation for cumulative impacts of development.
17. **Identify preferred agricultural lands for conservation easements.** The U.S. Department of Agriculture and California Department of Conservation monitor conversion of farmland. Both agencies have developed methods of categorizing farmland according to its overall agricultural capacity. Prime Farmland has the best combination of physical and chemical features able to sustain long term production of agricultural crops. However, there are also poorer quality soils in the County that are nonetheless valuable for certain types of crops, such as wine grapes.
18. **Develop rural residential clustering standards and/or incentives.**¹¹ Without increasing the overall level of residential development allowed on agricultural properties in the County, rural clustering could reduce the aesthetic impact of new residential development, maintain larger contiguous properties in cultivation, and accommodate more efficient provision of water, wastewater collection and disposal, circulation improvements, and other necessary infrastructure. Rural clustering could be combined with transfer of development rights program, with protected areas being prime agricultural lands and developed areas being located in areas with poorer quality soils and existing infrastructure.¹² This strategy could also be combined with a maximum setback standard to require any home sites developed in the agricultural areas to be near access roads.

¹¹ Clustering strategies often involve no minimum lot sizes, allowing a developer to cluster the development away from environmentally sensitive areas. The permitted density for the overall tract of land would be retained. These development options usually require a certain percentage of land to be set aside as permanent open space.

¹² A transfer of development rights program (TDR) allows development rights, mineral rights, fishing and hunting rights, or other rights to be sold in total or conveyed in part to someone else. Natural resource and farmland protection may be achieved by conveying a portion of a development property right, while retaining others. The development rights would be transferred to another property more suitable for development.

19. **Designate a commercial portion of the Elkhorn area at the intersection of Road 22 and Interstate 5.** This would allow for a mixed-use hotel and conference center project to be developed along the riverfront, with some part of the project dedicated to housing and retail.
20. **Incorporate the County Bicycle Plan and Master Parks Plan into the General Plan.** This would ensure the two documents are consistent and mutually supportive of County goals.
21. **Identify potential highway commercial service centers along Interstate 505 and Interstate 5.** Nodes of limited commercial development would be allowed at selected interchanges along these interstates to serve tourists and the traveling public.
22. **Develop a grading ordinance to manage stormwater runoff.** Provide minimum standards for land alteration to ensure that adjoining properties and/or public roadway are not adversely affected by flooding.
23. **Identify railroad and road rights-of-way to be retained for future public trail access.** Designate potential trail alignments so that public rights-of-way can be acquired and/or retained to implement proposed hiking trails, bicycle paths, and equestrian access.



NOTE:
 Numbers in black boxes correspond to
 "Other Components of General Plan
 Concept Alternatives" section of document.

Figure 5
 Other Components of General Plan Alternatives

Appendix A: Alternatives Land Use Assumptions

Each of the alternatives is based on the housing unit estimates described in detail in the body of the Land Use and Circulation Conceptual Alternatives report. The housing unit estimates were converted to residential land demand estimates for the purpose of contrasting the amount of land to be committed to residential development under the three alternatives. The land demand figures are provided for unincorporated communities in the County where land use change is anticipated under each of the alternatives. Alternatives are shown in conceptual form in the figures accompanying the Land Use and Conceptual Alternatives report.

The land demand for scattered rural residential development is not shown on the figures, but the location of rural residential development sites is demonstrated using points. The overall land area for scattered rural residential development, however, is presented in the tables that follow. The location of the points for future rural residential development is based on the distribution of existing scattered rural residential development in the County, 83 percent of which is located within one mile of a “major roadway.” Major roadways, for the purpose of distributing future rural residential development include State Highways and interstate highways.

Future rural residential sites are distributed among parcels not within rural towns or cities, not on public open space lands, and not on developed lands of any type (except agricultural). A random number generator was used to select among the remaining parcels. Two groups of parcels were created from which parcels were selected randomly: one group containing parcels within one mile of a major roadway and one group consisting of parcels one mile or more from a major roadway. Parcels were selected such that 83 percent of the total selected parcels were from the group within one mile of a major roadway, consistent with the existing distribution.

The land demand for each of the alternatives is calculated using several assumptions that are described in the notes to the tables that follow. Non-residential land demand totals are presented first, followed by residential land demand and assumptions. Please refer to the technical report by Applied Development Economics for more detail on non-residential land demand.

Table 7: Alternative 1, Non-Residential Land Demand (Acres)

Non Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Other	Total
Retail/Services	0	1	9	25	0	4	1	2	1	1	43
Industrial	0	0	83	28	0	0	0	0	0	28	139
Public/Quasi-Public	0	0	8	26	0	6	0	0	0	40	79
Office/Other	0	0	3	8	0	1	0	1	0	0	15
Lodging	0	0	5	0	0	0	0	0	0	8	13
TOTAL	0	1	107	87	0	12	1	3	2	77	289

Table 8: Alternative 1, Residential Land Demand

Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	K.Landing	Madison	Yolo	Zamora	Scattered Growth	Total
Housing Units Added	27	22	173	460	26	193	83	56	14	1,642	2,696
Exist. Avg. Resid. Density (units/ac.)	2	2	1	5	2	4	6	2	2	0	N/A
Residential Land Demand (Acres)	25	16	300	137	18	67	22	37	11	7,550	8,183
Total New Developed Acres (Residential + Non-Residential)											8,472

Notes: Future residential density is assumed to be the same as existing average residential density for Alternative 1. Existing residential density is calculated using Assessor data on the number of units on, and size of each parcel. If an apartment range is given, the density is assumed to be the midpoint. If a range is not given for a parcel labeled as apartments by the County Assessor, a density for apartments of 20 units per acre is assumed. Mobile homes are not included in the average residential density calculation because the County Assessor data does not provide the number of units in a mobile home development. It is assumed, for the purposes of calculating land demand, that for every acre of residential development, 1/3rd acre is dedicated to supportive use, based on County staff experience with residential development in the County. Rural scattered growth assumes no land demand for supportive uses. The figure depicting future growth areas is conceptual and does not assume development on any particular property. On the figure depicting future growth areas, every attempt was made to use areas first that are already designated for future urban development. If a shortage of land area is identified, to meet the estimated land demand, additional lands are identified that are served by roads, surrounded by urban development, identified in community plans for future urban expansion, and free from known environmental constraints. Figures provided in the table above were rounded after calculation of land demand, so performing the calculations on the rounded figures above may provide different results than are presented in the bottom rows of the table.

Table 9: Alternative 2, Non-Residential Land Demand (Acres)

Non Residential Land Demand	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Monument Hills	Other	Total
Retail/Services	0	1	49	62	0	29	16	2	1	0	2	163
Industrial	0	0	96	64	0	0	0	0	0	0	28	187
Public/Quasi-Public	0	0	30	40	0	20	10	0	0	0	0	99
Office/Other	0	0	2	3	0	1	1	1	0	0	1	8
Lodging	0	0	7	0	0	0	0	0	0	0	12	19
Total	0	1	184	169	0	50	27	3	2	0	42	477

Table 10: Alternative 2, Residential Land Demand

Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	K.Landing	Madison	Yolo	Zamora	Mon.Hills	Scattered Growth	Total
Housing Units Added	27	22	1,273	1,260	26	993	883	56	14	150	821	5,525
Resid. Density (units/ac.)	8	8	8	8	8	8	8	8	8	.4	.217	N/A
Resid. Land Demand (Acres)	5	4	241	239	5	188	167	11	3	568	3,775	5,206
Total New Developed Acres (Residential + Non-Residential)												5,683

Notes: Future residential density in towns is estimated to be 8 housing units per acre and assumes that 1/3rd of each urban reserve area would be dedicated to storm water detention features, roads, sidewalks, parks, and other infrastructure. This assumption is based on County staff experience with residential development. Future density of scattered rural growth is estimated to remain constant (same as existing rural residential development). Density at Monument Hills is estimated to be 0.4 units per acre, or one unit per each 2.5 acres. The figure depicting future growth areas is conceptual and does not assume development on any particular property. On the figure depicting future growth areas, every attempt was made to use areas first that are already designated for future urban development. Next, areas identified in community plans for future urban expansion are identified for possible future growth areas. Figures provided in the table above were rounded after calculation of land demand, so performing the calculations on the rounded figures above may provide different results than are presented in the bottom rows of the table.

Table 11: Alternative 3, Non-Residential Land Demand (Acres)

Non Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	Knights Landing	Madison	Yolo	Zamora	Other	Total
Retail/Services	0	1	227	25	0	4	1	2	1	1	262
Industrial	0	0	169	28	0	0	0	0	0	28	224
Public/Quasi-Public	0	0	72	26	0	6	0	0	0	40	144
Office/Other	0	0	40	8	0	1	0	1	0	0	52
Lodging	0	0	28	0	0	0	0	0	0	8	35
Total	0	1	536	87	0	12	1	3	2	77	717

Table 12: Alternative 3, Residential Land Demand

Residential Land	Capay	Clarksburg	Dunnigan	Esparto	Guinda	K.Landing	Madison	Yolo	Zamora	Scattered Growth	Total
Housing Units Added	27	22	7,000	460	26	193	83	56	14	2,200	10,081
Est. Resid. Density	2	2	8	5	2	4	6	2	2	0	N/A
Resid. Land Demand	25	16	1,326	137	18	67	22	37	11	10,116	11,670
Total New Developed Acres											12,387

Notes: See assumption from footnote to Table 8, which also apply to this alternative (except for the new town at Dunnigan). The new town at Dunnigan assumes an overall average residential density of eight units per acre with 1/3rd of each acre dedicated to some supportive land use. If the density of the new town at Dunnigan is the same as the average residential density for cities in Yolo County in 2004 (7.38 units per acre), the land demand would be approximately 1,437. The figure depicting future growth areas is conceptual and does not assume development for any particular piece of property. Every attempt was made to use areas first that are already designated for future urban development. For the new town at Dunnigan, the figure identifies some possible future areas near the developed portion of the town that could possibly accommodate future urban development. However, extensive planning would obviously take place before any specific areas surrounding Dunnigan are slated for development, should this become part of the preferred alternative.