

APPENDIX A: DESCRIPTION OF THE ALTERNATIVES AND OTHER DEVELOPMENT SCENARIOS

This appendix summarizes the four land use alternatives and the other development scenarios evaluated in this report.

A. The Four Alternatives

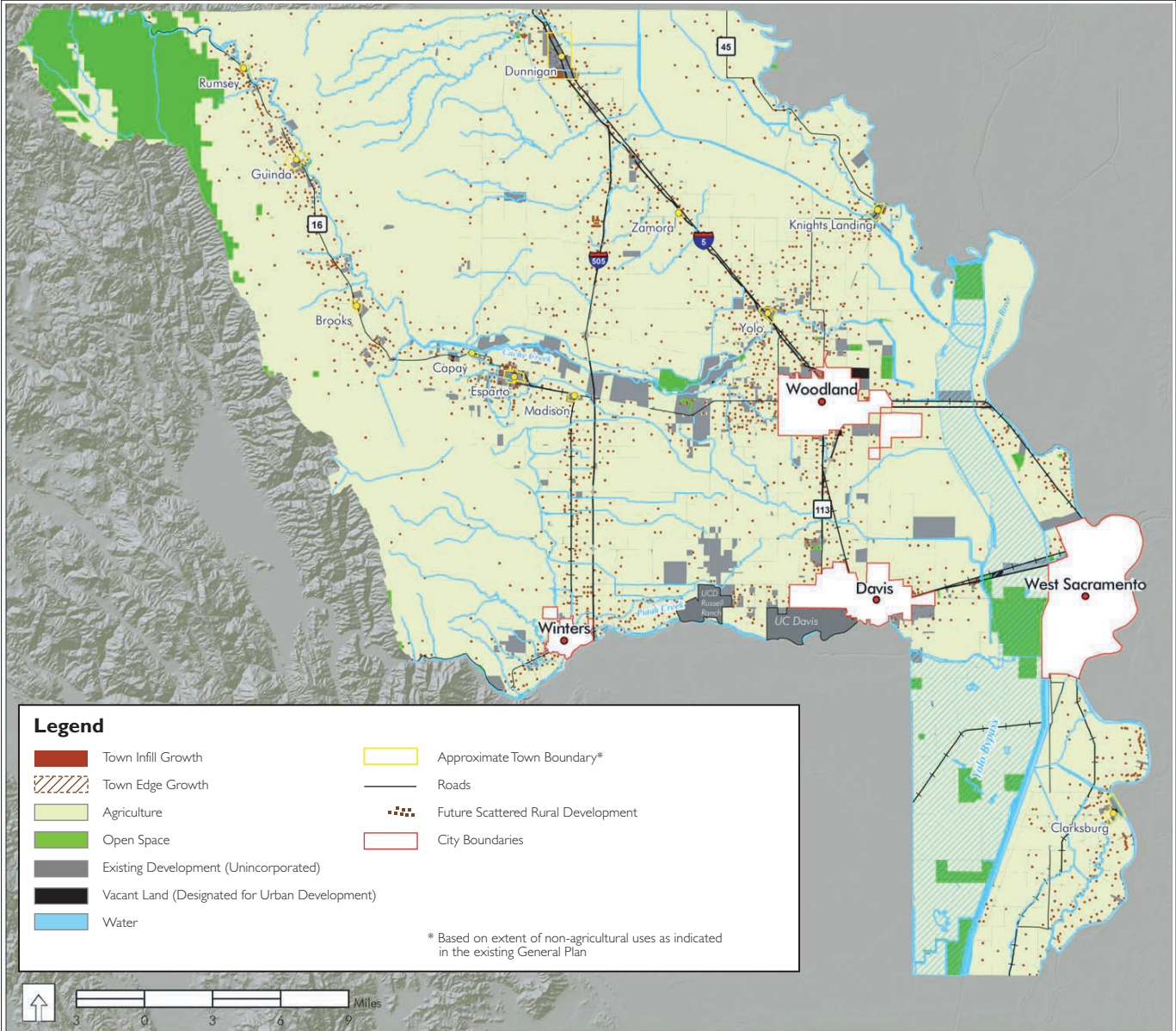
Table A-1 summarizes housing growth for each alternative. Table A-2 distinguishes how much of the housing growth under each alternative would occur as infill versus at the edges of the communities. Table A-3 looks at potential job-generating land use by alternative. Table A-4 summarizes the land uses under each alternative.

Each of the first three alternatives includes progressively more growth in the unincorporated county, from 2,696 housing units and 3,240 jobs in Alternative 1 to 9,523 units and 11,428 jobs in Alternative 3. Alternative 4, which was developed later, includes a medium level of growth, similar to Alternative 2. All of the alternatives concentrate growth in the four largest unincorporated communities, Dunnigan, Esparto, Knights Landing and Madison. Growth in Dunnigan varies the most among the alternatives. All the alternatives include a similar, small level of housing development, approximately 145 units, in the communities of Capay, Clarksburg, Guinda, Yolo and Zamora. Alternatives 2 and 4 also include several hundred new units each in Monument Hills. Job growth in all alternatives is assumed to be primarily a function of local residential growth.

1. Alternative 1

Alternative 1 focuses most development in the county in the incorporated cities, consistent with existing County policy (See Figure A-1). It allocates the smallest proportion of total county growth, only about 10 percent, to the unincorporated county with the remaining 90 percent focused in the cities.

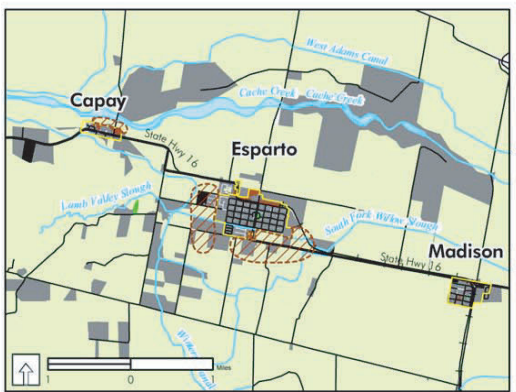
In Alternative 1, 40 percent of the unincorporated county's new units would be located in the unincorporated communities, and the remaining 60 percent of new units would be scattered rural residential development.



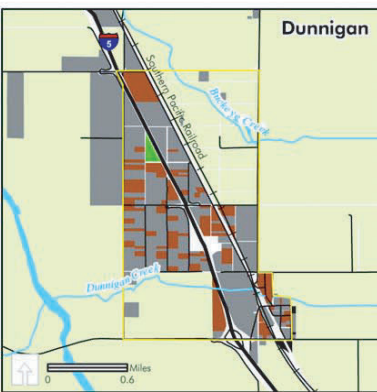
Legend

Town Infill Growth	Approximate Town Boundary*
Town Edge Growth	Roads
Agriculture	Future Scattered Rural Development
Open Space	City Boundaries
Existing Development (Unincorporated)	
Vacant Land (Designated for Urban Development)	
Water	

* Based on extent of non-agricultural uses as indicated in the existing General Plan



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

Source: EDAW, 2006. Yolo County General Plan Land Use and Circulation Conceptual Alternatives.

FIGURE A-1
ALTERNATIVE I

TABLE A-1 HOUSING GROWTH THROUGH BUILDOUT

	2005 Existing Units ^a	New Units			
		Alt 1	Alt 2	Alt 3	Alt 4
Clarksburg	179	22	22	22	22
Dunnigan	404	173	1,273	7,000	3,000
Esparto ^b	783	460	1,260	460	1,150
Knights Landing ^b	383	193	993	193	1,250
Madison	158	83	883	83	83
Monument Hills	618	25	150	25	450
Other Communities	535	123	123	123	123
Outside of Communities	4,816	1,617	821	1,617	900
Total Unincorporated County	7,876	2,696	5,525	9,523	6,978

^a 2005 existing units data for Clarksburg, Dunnigan, Esparto, Knights Landing, Madison and the total unincorporated county are based on SACOG projections reported for SACOG minor zones. The following minor zones were used: Clarksburg - 104100; Dunnigan - 114200 and 114210; Esparto - 115400 and 115420; Knights Landing - 114310 and 114400 and Madison - 115300. Data for other towns assumes ten percent of the total existing units are in towns other than Clarksburg, Dunnigan, Esparto, Knights Landing, Madison and Monument Hills. Data for the total unincorporated county are the difference between total county projections and the sum of projections for the cities. In addition, California Department of Finance projections were not used for the purposes of this analysis.

^b Since the 2005 projections were developed, approximately 652 new units have been approved or built in both Esparto and approximately 82 units have been approved or built in Knights Landing. These new units are not accounted for in the numbers for either 2005 or the alternatives. Units approved or built in Esparto since the 2005 projections were developed include the following.

Country West II	72 units	completed in 2003
Esperanza Estates	96 units	completed in 2005
Parker Place	72 units	completed in 2002
Capay Street Cottages	20 units	pending
Lopez Subdivision	72 units	approved, currently under construction
Orciouli Subdivision	180 units	pending
Parker Subdivision	80 units	pending
Storey Subdivision	73 units	pending

Units approved and under construction in Knights Landing include the Castle Homes Subdivision (68 units) and the Tim Snow Subdivision (14 units).

Sources: Compiled by DC&E from *Yolo County General Plan Land Use and Circulation Conceptual Alternatives*, January 2005, and Yolo County Planning and Public Works Department, June 7, 2005, *Recommended Preferred Alternative for the Comprehensive Yolo County General Plan Update*, Staff Report to the Board of Supervisors.

TABLE A-2 **JOB-GENERATING GROWTH THROUGH BUILDOUT (IN ACRES)**

	Alt 1	Alt 2	Alt 3	Alt 4
Clarksburg	1	1	1	1
Dunnigan	108	184	536	284
Esparto	88	169	88	117
Knights Landing	12	50	12	105
Madison	1	27	1	27
Other Towns	5	5	5	37
Outside of Towns	77	42	77	480
Total Unincorporated County	292	478	720	1,051

Note: Job-generating uses include retail/services, industrial, public/quasi-public, office and lodging uses.

Sources: Compiled by DC&E from *Yolo County General Plan Land Use and Circulation Conceptual Alternatives*, January 2005 and Yolo County Planning and Public Works Department, June 7, 2005, *Recommended Preferred Alternative for the Comprehensive Yolo County General Plan Update*, Staff Report to the Board of Supervisors.

Alternative 1 was intended to represent what would be expected if no major changes were made to land use designations, densities, policies or other aspects of the 1983 General Plan. Alternative 1 represents an expression of existing trends, as opposed to a verbatim representation of buildout of the existing General Plan.

As shown in Table A-1, this alternative would result in an estimated 2,696 new housing units in the unincorporated county. Most of the units (1,617 units) would be in scattered rural areas. Of the 1,054 new units in the unincorporated communities, 86 percent would be concentrated in the communities of Esparto, Dunnigan, Knights Landing and Madison. Each of these four communities would grow by about 50 percent.

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TABLE A-3 INFILL AND EDGE HOUSING GROWTH (IN UNITS)

	Alternative 1			Alternative 2			Alternative 3			Alternative 4		
	Infill	Edge	Total	Infill	Edge	Total	Infill	Edge	Total	Infill	Edge	Total
Clarksburg	22	0	22	22	0	22	22	0	22	22	0	22
Dunnigan	173	0	173	173	1,100	1,273	173	6,827	7,000	173	2,827	3,000
Esparto	186	274	460	186	1,074	1,260	186	274	460	186	964	1,150
Knights Landing	193	0	193	228	765	993	193	0	193	228	1,022	1,250
Madison	83	0	83	126	757	883	83	0	83	83	0	83
Monument Hills	25	0	25	150	0	150	25	0	25	450	0	450
Yolo	5	51	56	5	51	56	5	51	56	5	51	56
Other Communities	67	0	67	67	0	67	67	0	67	67	0	67
Outside Communities	0	0	1,617	0	0	821	0	0	1,617	0	0	900
Total Unincorporated County	754	325	2,696	957	3,747	5,525	754	7,152	9,523	1,214	4,864	6,978

Clarksburg figures do not include the Old Sugar Mill Specific Plan.

For Esparto, Knights Landing and Madison, infill and edge growth assumes six units per gross acre. Infill is on vacant and underutilized land within the town boundaries with a non-agricultural land use designation, except that, in Knights Landing, the Howald property, which has a non-agricultural land use designation and agricultural zoning, was assumed to be edge development. Vacant and underutilized land was determined by DC&E through review of assessor's parcel information and aerial photos, ground reconnaissance in each unincorporated community, and input from County planning staff.

For Dunnigan and Yolo, infill was assumed to be at one unit per gross acre and edge growth at six units per gross acre.

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TABLE A-4 UNINCORPORATED COUNTY LAND BY LAND USE TYPE EXISTING AND ALTERNATIVES (IN ACRES)^a

	Alt 1		Alt 2		Alt 3		Alt 4		
	Existing	Increase (Decrease)	Total	Increase (Decrease)	Total	Increase (Decrease)	Total	Increase (Decrease)	
Residential	10,995	8,183 ^b	19,178	8,981 ^b	19,976	9,208 ^b	20,203	3,624 ^b	14,619
Retail/Services	1,019	43	1,062	162	1,181	262	1,281	199	1,218
Office	3	15	18	9	12	50	53	43	46
Lodging	11	13	24	19	30	36	47	52	63
Industrial	6,083	139	6,222	188	6,271	225	6,308	464	6,547
Public/Quasi-Public	9,309	79	9,388	100	9,409	144	9,453	293	9,602
Total Developed Non-Residential	16,425	289	16,714	478	16,903	717	17,142	1,051	17,476
Total Developed	27,420	8,472	35,892	9,459	36,879	9,925	37,345	4,675	32,095
Agricultural/Open Space	580,404	(8,165) ^c	572,239	(9,152) ^c	571,252	(9,618) ^c	570,786	(4,368) ^c	576,036
Vacant	1,158	(307) ^c	851	(307) ^c	851	(307) ³	851	(307) ^c	851
Other ^d	9,173	0	9,173	0	9,173	0	9,173	0	9,173
Total Unincorporated County	618,155	0	618,155	0	618,155	0	618,155	0	618,155

^a Existing land uses were derived by aggregating County Assessor land use data by parcel.

^b Most of the residential land use under each alternative is associated with scattered rural development of one unit on parcels zoned agriculture, with an average density of one unit per 4.6 acres in Alternatives 1 and 3, and one unit per 9.2 acres in Alternative 2.

^c According to County Assessor land use data by parcel, there are 307 acres of vacant land in the unincorporated communities. New development was first allocated to these vacant parcels and then to agricultural land.

^d Other includes parcels whose existing land use was identified as roads, unknown or water.

Sources: Compiled by Design, Community & Environment, 2006, based on EDAW, 2005, *Yolo County General Plan Land Use and Circulation Conceptual Alternatives* and Yolo County Planning and Public Works Department, June 7, 2005, *Recommended Preferred Alternative for the Comprehensive Yolo County General Plan Update*, staff report to the Board of Supervisors.

In Alternative 1, new housing development in the unincorporated communities is assumed to occur at densities similar to existing development. Land use changes would occur on a total of 8,472 acres, which would include 8,183 acres of residential development and 291 acres of non-residential development, of which 845 acres would be in and around the unincorporated communities (Table A-4). This alternative is projected to include 3,240 new jobs (Table A-3).

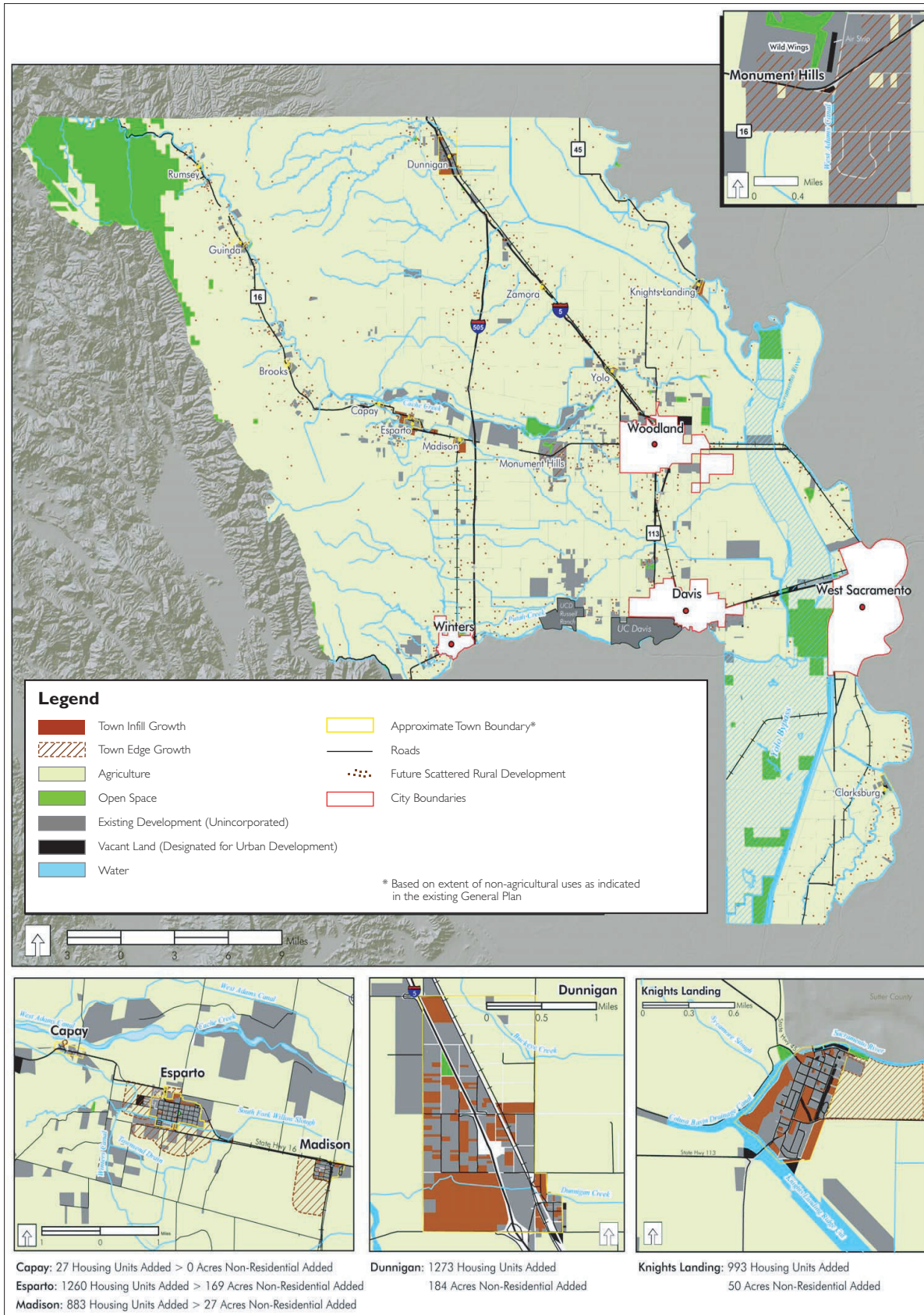
2. Alternative 2

Alternative 2 focuses unincorporated county growth in existing communities, with the intention of supporting economic development and improved infrastructure in those areas (see Figure A-2). This alternative would involve more growth in the unincorporated county than Alternative 1 and would concentrate that growth in the communities of Dunnigan, Esparto, Knights Landing and Madison. Over 85 percent of new development in unincorporated areas would be in existing communities and 94 percent of this growth would be in Dunnigan, Esparto, Knights Landing and Madison. This alternative would also allow for 150 new housing units in the Monument Hills area, by increasing residential densities from a 5-acre minimum lot size to a 2.5-acre minimum.¹

Densities would be increased from the existing average density of roughly five units per acre² to eight units per acre. Additional restrictions would be placed on homes in the rural agricultural areas, reducing by half the number of new scattered rural units compared to that projected in Alternative 1. Of the four communities receiving significant growth under Alternative 2, Madison would grow the most in proportion to its existing size, adding over five times the amount of housing that exists today.

¹ *Yolo County General Plan Land Use and Circulation Conceptual Alternatives*, January 2005, page 9.

² This existing density is documented in the Yolo County Planning and Public Works Department, June 7, 2005, *Recommended Preferred Alternative for the Comprehensive Yolo County General Plan Update*, staff report to the Board of Supervisors.



Source: EDAW, 2006. *Yolo County General Plan Land Use and Circulation Conceptual Alternatives*.

FIGURE A-2
ALTERNATIVE 2

Alternative 2 would allow for about 5,525 new housing units, almost twice as much housing growth outside the four cities as in Alternative 1 (Table A-2). This alternative is also predicted to result in about 6,630 new jobs in the unincorporated area (Table A-3).

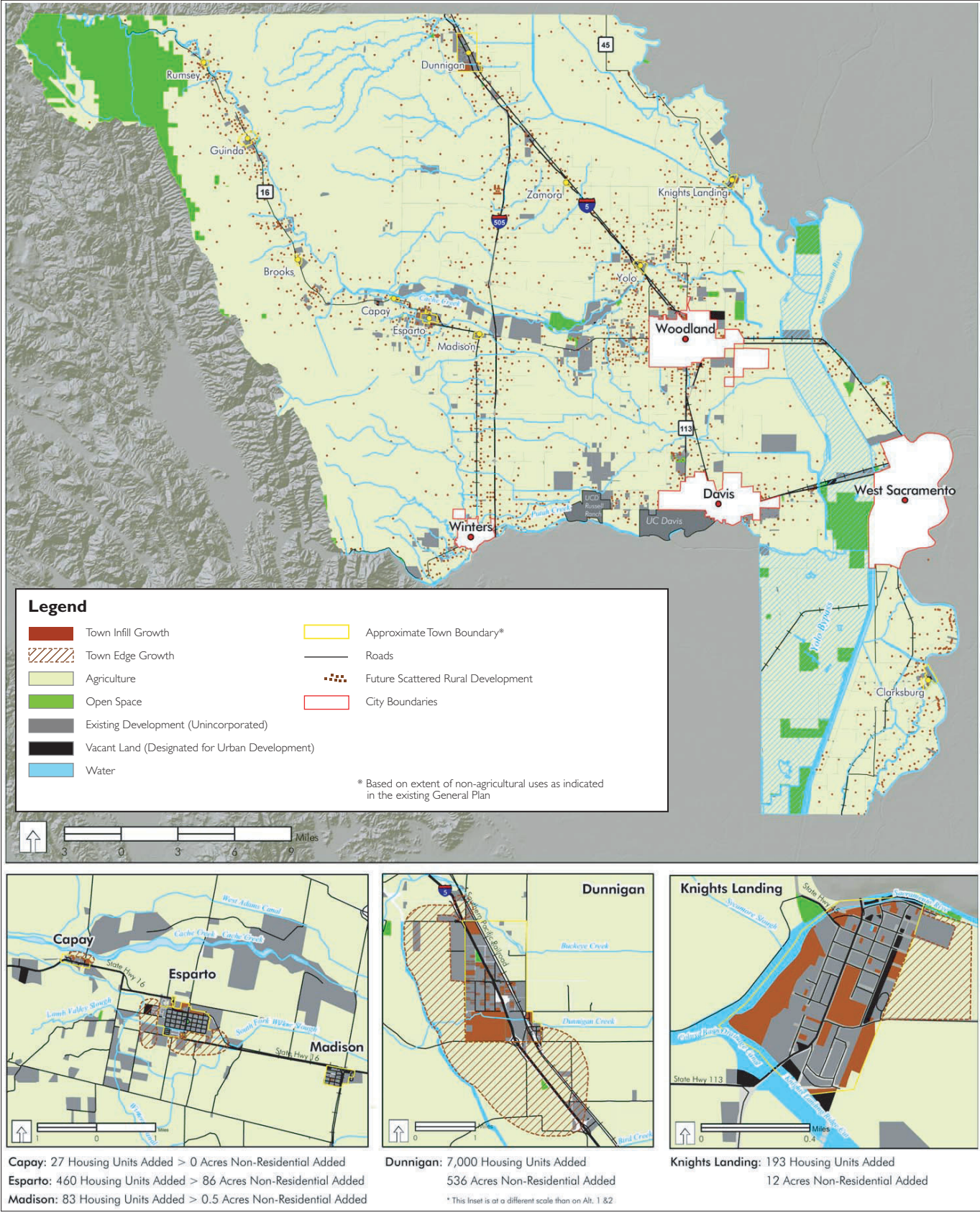
New development under this alternative would occur on 9,459 acres of land, including 8,981 acres of residential land and 478 acres non-residential land (Table A-4). Of this, 1,866 acres, or one-fifth, would be in and around the existing unincorporated communities.

3. Alternative 3

The key characteristic of Alternative 3 is the concentration of growth in and around the community of Dunnigan. The intent of this alternative is to protect larger and more productive farmland in the south and central areas of the county, to create a more balanced geographic distribution of population, and to create additional opportunities within the regional economy.

This alternative would allow more new residential development than Alternatives 1 or 2, almost four times that projected in Alternative 1 and twice that of Alternative 2. Approximately 7,000 new residential units would be built in Dunnigan, about 70 percent of all new housing in the unincorporated county (Table A-2). Most of the remainder of the growth would occur as scattered rural residential development, with 881 units (only 9 percent of new development) occurring in the other unincorporated communities.

Today, Dunnigan has a very small, older residential core, a larger area of 1-acre rural residential development, a mobile home park, and highway commercial development, all on individual wells and septic systems. Under this alternative, Dunnigan would become a town of roughly 18,000 residents with a diverse mix of land uses, including 536 acres of retail and services, industry, office space and lodging, and full public services. This alternative assumes Dunnigan would remain unincorporated until at least 2025.



Source: EDAAW, 2006. Yolo County General Plan Land Use and Circulation Conceptual Alternatives.

FIGURE A-3
ALTERNATIVE 3

Under Alternative 3, growth in unincorporated areas would include 9,523 housing units and 11,428 jobs. Changes in use would occur on 9,925 acres of land, including 9,208 acres of residential land and 717 acres of non-residential land (Table A-4). Of this, 2,299 acres would be in and around existing unincorporated communities, with most of this in Dunnigan.

4. Alternative 4³

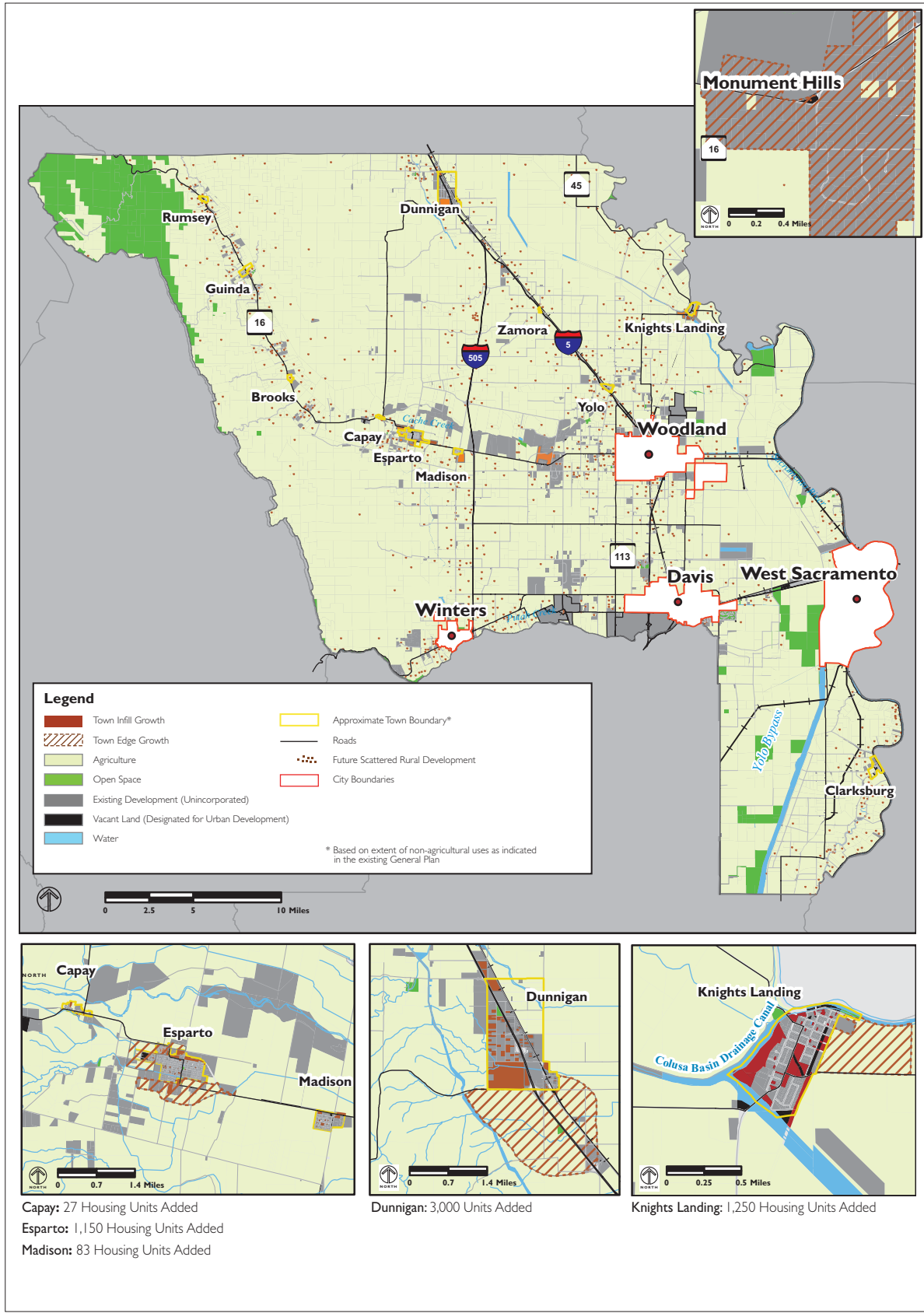
Alternative 4 was developed after Alternatives 1 through 3 to respond to interest expressed during the General Plan public workshops in spreading growth among several unincorporated communities, increasing the level of economic development, and further restricting housing in the rural agricultural areas (see Figure A-4).

According to the Planning Department's June 7, 2005 Staff Report to the Board of Supervisors, Alternative 4 is focused on six broad areas of sustainability: agriculture, communities, economics, natural resources, services and transportation. This alternative has many of the characteristics of Alternative 2, in that some growth would be shifted away from the cities and would be concentrated in the larger unincorporated communities.

Alternative 4 has the following primary characteristics:

- ◆ 3,000 new housing units would be developed in Dunnigan, compared to 1,200 units in Alternative 2 and 7,000 units in Alternative 3.
- ◆ No additional housing would be developed in Madison, but highway service commercial development would be significantly increased.
- ◆ Knights Landing would receive 1,250 units, more than in any other alternative.

³ The description of Alternative 4 is taken from *Recommended Preferred Alternative for the Comprehensive Yolo County General Plan Update*, Yolo County Planning and Public Works Department, June 7, 2005 Staff Report to the Board of Supervisors, page 4.



Source: Created by DC&E based on EDAW, 2006. *Yolo County General Plan Land Use and Circulation Conceptual Alternatives.*

FIGURE A-4
ALTERNATIVE 4

- ◆ Additional highway service commercial development would occur in the community of Yolo.
- ◆ Monument Hills would be increased in density from one home per 5 acres to one home per 1.5 acres, which is a greater density increase than that envisioned in Alternative 2.

Most new homes under this alternative would be built in the three communities of Dunnigan, Esparto and Knights Landing, where the density of development would be increased from the existing average density of roughly five units per acre to a target of eight units per acre. Density in the rural agricultural areas would be limited to one primary residence per 80 acres, resulting in a total amount of scattered residential development that is about half that projected under Alternative 1, or approximately 900 new units.

Growth would occur as a combination of infill development on vacant and underutilized parcels in the unincorporated communities and development that would convert farmland at the edges of these communities. Approximately 45 percent of growth in Esparto would be infill development, and about 7 percent of Dunnigan growth and 15 percent of Knights Landing growth would be infill.⁴

The total amount of new development assigned to the unincorporated county would include just under 7,000 new homes and 8,374 new jobs (Tables A-2 and A-3). Changes in use would occur on 4,675 acres of land, including 3,624 acres of residential land and 1,051 acres of non-residential land (Table A-4).

Alternative 4 also includes four specific non-residential developments at isolated locations outside of the county's towns and cities: Elkhorn, Spreckels, the Winters Industrial Site and the Yolo County Airport.

⁴ These percentages were developed by DC&E based on GIS mapping of town infill and town edge growth for Alternative 2 (which was a rough starting point for Alternative 4) and a calculation of infill potential using County Assessor data and field reconnaissance.

a. Elkhorn

A hotel, conference center and retail uses, and, in subsequent phases, distribution and office/research facilities, would be developed on approximately 250 acres of agricultural land located next to Interstate 5 between the Yolo Bypass and the Sacramento River, south of County Road 22 and west of Old River Road. The project was assumed to include 40 acres of retail, 30- acres of office, 20 acres of lodging and 160 acres of industrial uses. No residential uses are proposed. The project would take advantage of proximity to the Sacramento International Airport, interstate freeway access, scenic views of the Sacramento River and nearby marina, and a current deficiency of conference facilities in Yolo County.

b. Spreckels

Approximately 160 acres of industrial uses would be located on the former Spreckels sugar plant site. No residential uses are proposed. The project would take advantage of the site's rail access, natural gas line, location outside the 100-year floodplain, proximity to Woodland's water and sewer services, access to State Route 113, and proximity to Interstate 5.

c. Winters Industrial Site

Approximately 27 acres of industrial uses would be developed at the southeast quadrant of the Interstate 505/Highway 128 interchange. No residential uses are proposed. The project would take advantage of the site's access to Interstate 505 and Highway 128, proximity to municipal water and sewer services, and the nearby work force.

d. Yolo County Airport

Alternative 4 includes development on land zoned AV (Airport) at the Yolo County Airport. This development scenario includes 10 acres of retail, 5 acres of office and 135 acres of industrial uses. No residential uses are proposed.

B. Proposed Dunnigan Hills Development

The Dunnigan Hills development is a proposal by the Dunnigan Hills Landowner Group, a consortium of land developers and Dunnigan area land owners, for residential and non-residential development in and around the town of Dunnigan. As shown in Figure A-5, the proposed development would be located on 5,770 acres stretching south along the Interstate 5 freeway to the Interstate 5/Interstate 505 interchange, and east into the Dunnigan Hills. The proposal, as set forth in the group's concept plan, *A Vision for Dunnigan* (March 2006), is for up to approximately 10,000 housing units at varying densities with an overall average residential density of approximately 3 units per acre, 420 acres of commercial uses (retail/services, office, lodging) and 195 acres of industrial uses. The remainder of the 5,770 acres would be major roads, schools and infrastructure (455 acres) and parks and remnant open space (1,360 acres).

Table A-5 compares housing and job-generating growth in Dunnigan under the proposed Dunnigan Hills development and each of the General Plan Update alternatives. The proposed Dunnigan Hills development is considerably more ambitious than even Alternative 3, the so-called Dunnigan New Town alternative, the alternative with the most growth in Dunnigan. Dunnigan Hills would have 42 percent more housing units and one-third more acres of job-generating uses than Alternative 3. Residential densities would be lower at 3.1 units per acre versus 5.2 units per acre for Alternatives 2 and 3 and 8 units per acre for Alternative 4. With more housing units at lower densities and more non-residential growth, the Dunnigan Hills proposal would also develop considerably more land area than any of the alternatives.

C. City Edge Developments

In addition to its consideration of the four alternatives, this report also considers the impacts from growth projected to occur at the edges of the county's four incorporated cities through 2030.

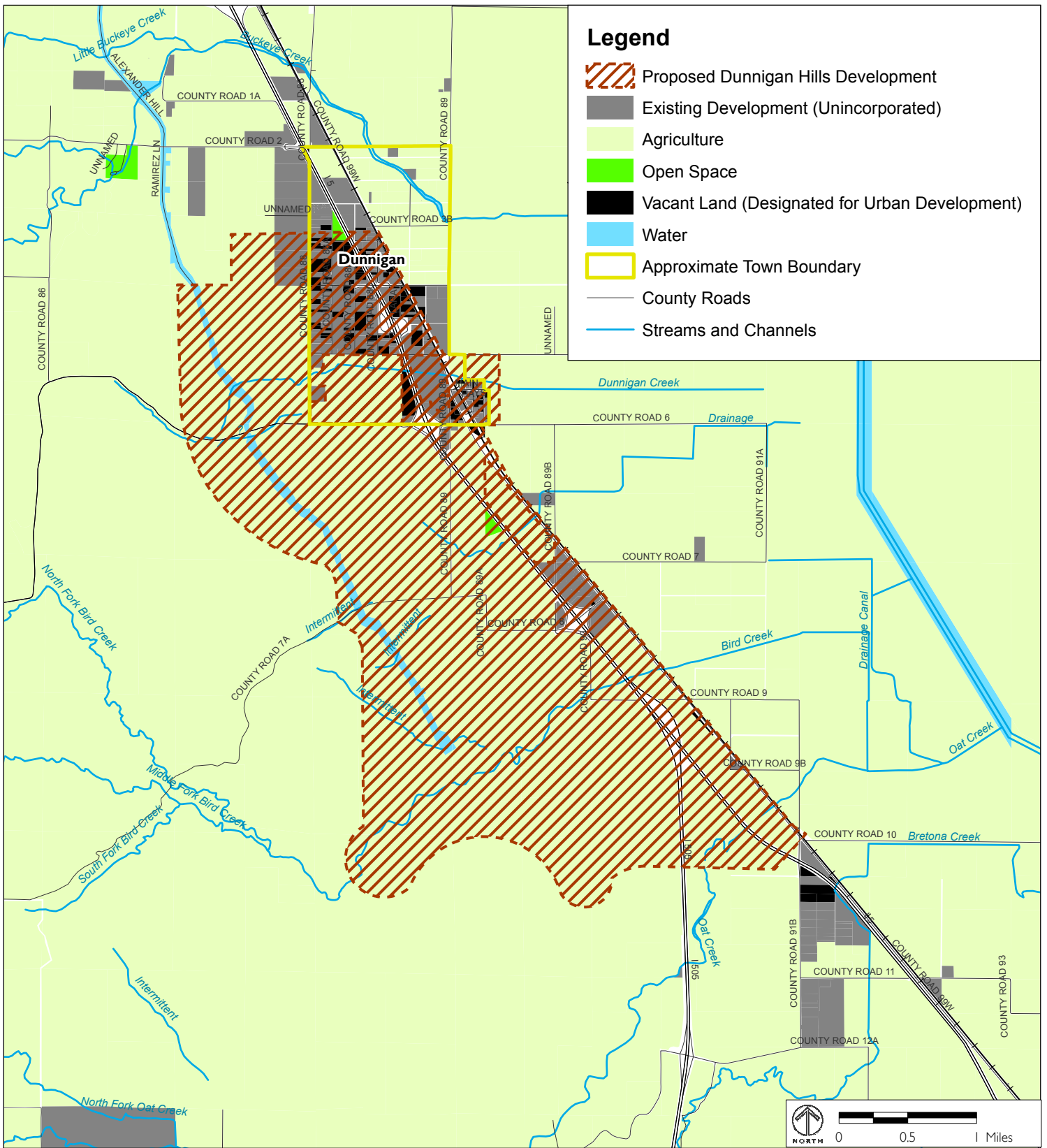


FIGURE A-5

PROPOSED DUNNIGAN HILLS DEVELOPMENT

TABLE A-5 **BUILDOUT COMPARISON, PROPOSED DUNNIGAN HILLS DEVELOPMENT AND ALTERNATIVES**

	Dunnigan Hills	Alt 1	Alt 2	Alt 3	Alt 4
Housing Growth					
New Units	10,000	173	1,273	7,000	3,000
Acres	3,200	173	241	1,326	375
Density	3.1	1	5.2	5.2	8
Job-Generating Growth					
Acres	615	100	154	464	100

The alternatives were previously written assuming that the amount of growth in the county as a whole (including the four cities) might be constant through 2030. However, further analysis has shown that this is unlikely to be the case. Instead, it is likely that the cities' growth will occur independently of the growth allowed by the county, and will be the same through 2030 regardless of what Yolo County allows in its jurisdiction.

Growth that will occur in the cities can be split into two components: that which will generally occur within current city limits, and that which will occur outside of these boundaries. This report analyzes that portion of the growth that would occur outside city limits, with the assumption that such growth would occur either under county auspices or, more likely, under a cooperative annexation agreement with the county. In either case, the county would have some jurisdiction over this growth, so an evaluation of it is relevant.

In order to ascertain how much growth might occur at the cities' edges, DC&E worked with the county's four cities to develop projections of growth likely to occur in each city.⁵ DC&E then further split this growth into components that could be accommodated inside current city limits versus growth outside city boundaries. For growth at the cities' edges, DC&E also identified likely locations.

Overall, the four cities of Yolo County are projected to add nearly 40,000 residential units in next 25 years. As shown in Table A-6, units are split among the four cities, and their respective edges and infill areas, as follows:

1. Davis

Davis is projecting approximately 6,700 new units over the next 25 years. Approximately 60 percent of this (4,600 units) are assumed to be built within the city limits, with the remaining 2,100 units on the city's northern edge.

2. West Sacramento

West Sacramento expects to grow by approximately 20,500 new units in the next 25 years. Up to 18,000 units could be accommodated as infill inside the current city limits and, more significantly, through buildout of the Southport area. The remaining 2,500 units are expected to be built south of Southport, outside the city's sphere of influence, most likely as part of the proposed University Park development. Since this area is outside the city's current Sphere of Influence, it is considered to be "edge" development.

3. Winters

Winters is expecting to grow by 2,000 units in the next twenty-five years. 1,150 units are expected to be built inside the city limits of Winters, with the remaining 850 units likely to be built northwest of current city boundaries.

⁵ DC&E contacted and conferred with: Bob Wolcott, City of Davis; Steve Rikala, City of West Sacramento; Dan Sokolow, City of Winters; Barry Munowich and Cindy Norris, City of Woodland

TABLE A-6 CITIES INFILL AND EDGE GROWTH^a

	Infill ^b	Edge ^c	Total
Davis	4,600	2,100	6,700
West Sacramento	18,000	2,500	20,500
Winters	1,150	850	2,000
Woodland	8,028	2,552	10,580
Total Incorporated Cities	31,778	8,002	39,780

^a Based on the March 29, 2006 draft SACOG Housing and Land Use Committee Blueprint-based 2032 housing and jobs growth allocation, as adjusted by planning staff at each of the cities.

^b Infill is defined, for the purposes of this table, as growth expected to occur inside the current city limits.

^c Edge is defined as growth expected to occur near but beyond the current city limits.

4. Woodland

Over the next 25 years, Woodland is expected to grow by approximately 10,580 units. The Spring Lake development is expected to generate 6,935 units, mostly inside city boundaries. A further 1,093 units can be expected to be built through infill. The remaining 2,550 units are expected to be built outside of Woodland city limits, primarily on the north and west sides of the city.

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