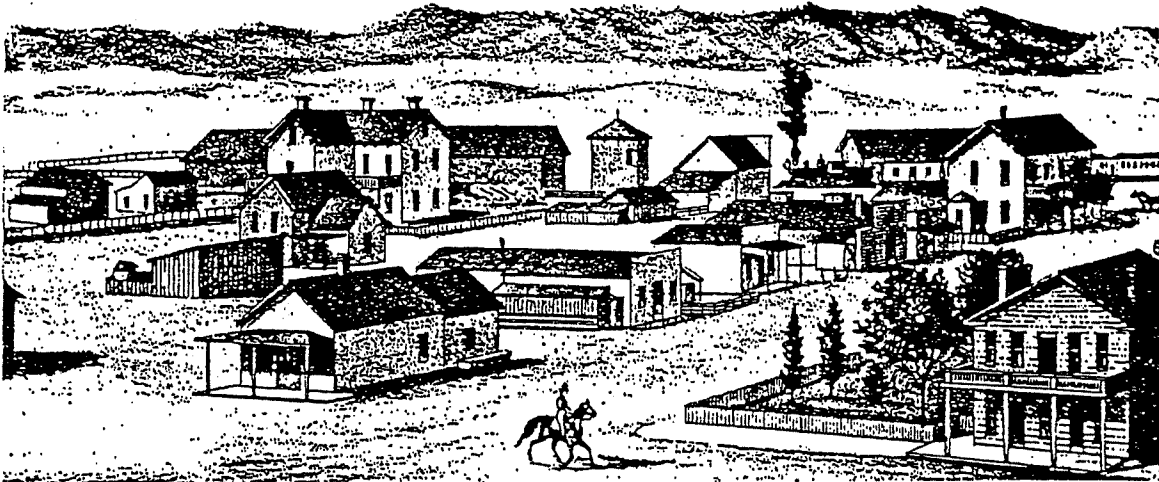


# YOLO COUNTY

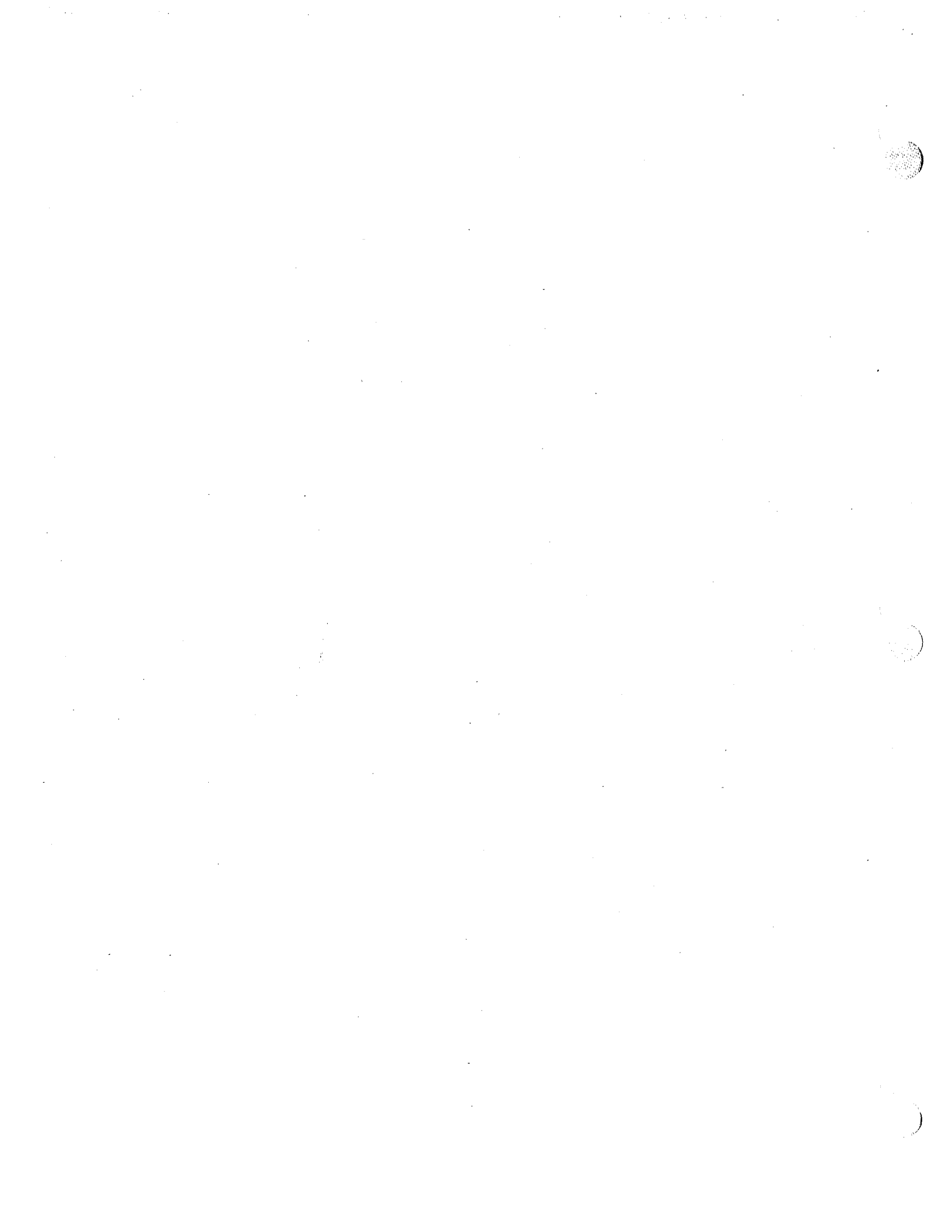
## Town of Dunnigan General Plan



Dunnigan, Circa 1879

February 2001

Yolo County Planning and Public Works Department



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The staff would like to thank the Dunnigan General Plan Advisory Committee and all the community members who participated in the workshops and public meetings for their hard work and genuine concern about the future of their town. The following is a list of all present and former Dunnigan community members and other interested persons who have participated in the Dunnigan General Plan Advisory Committee.

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## EXECUTIVE SUMMARY

### Preface

Dunnigan originally developed as an agricultural service center, sited along the railroad, and surrounded by farmland. It remains today a small, rural town, set amid open space, grazing land and cultivated fields. Residents enjoy the lifestyle associated with small towns in rural settings.

There are, however, two important features, which make Dunnigan different from other small towns in Yolo County. First, most of today's residents live in the Hardwood Subdivision, which was originally an area devoted to growing eucalyptus trees. When it was recognized that these trees had little commercial value, the woodlots were sold as homesites. Thus, unlike other Yolo County towns which have a compact form, utilizing a traditional grid street pattern around a town center, the largest part of Dunnigan consists of big lots, spread along lengthy road segments, far from the old downtown. The General Plan aims to tie together the Hardwood Subdivision and the Old Town, provide for the development of local commerce and improve the availability of local public services to serve existing and future homes.

Second, the town is divided by Interstate 5, the major north-south transportation corridor in this part of the State. The large number of travelers along this route makes Dunnigan attractive for highway-oriented businesses. The General Plan accommodates reasonable amounts of this kind of development while striving to maintain and enhance the small town, rural character of the area for people who live there.

By this General Plan, Dunnigan citizens have set a course for new development which accommodates commercial demand and provides new housing by in-fill development in the Old Town and the Hardwood Subdivision portions of town. New development that is allowed will build on the small town character, which is attractive elsewhere in rural Yolo County: a compact physical form, a grid street pattern, protection of surrounding open space and agriculture, and maintenance of the rural ambience. New development must contribute toward the creation or enhancement of these qualities.

### Relationship to the Yolo County General Plan

The focus of the Yolo County General Plan seeks to retain the rural agricultural character of the County, while directing limited amounts of urban development to existing cities and unincorporated towns such as Dunnigan. Permitted development is to be located and designed in such a way as to protect, preserve and perpetuate the small town characteristics and qualities of the various towns in the County. In order to retain a separate identity of these towns, ultimate urban service boundaries will be identified.

New residential development in Dunnigan will have a roadway network that is based on a grid system. New buildings will be of a character, scale and level of affordability that is in keeping with the current character of the town. New local-serving businesses will be located and designed to integrate with the community. In summary, this General Plan for Dunnigan is intended to result in a compact and recognizable small town having its own character.

**Plan Contents**

The Dunnigan General Plan is composed of five chapters. The Introduction describes the planning area, plan organization, and relationship among government jurisdictions affecting Dunnigan.

The Community Development chapter consists of six sections covering issues relating to land use, development standards, housing, circulation, public services, and fiscal considerations.

The Conservation chapter describes the diverse natural and human-made resources in and around Dunnigan, and how these resources will be preserved and protected through the time frame of the General Plan.

The Safety chapter discusses natural and human-made hazards and how the effect of these hazards can be minimized.

Lastly, is the Implementation chapter, which details the necessary steps to implement the goals, policies, and programs of the General Plan. A timeline is established through which these various steps should be implemented. The Implementation chapter also contains a table of 5-year and 10-year objectives, which are measurable outcomes by which the success of the General Plan can be evaluated.

**Goals and Policies, and Programs**

The Dunnigan General Plan consists of a Land Use Map, which illustrates the location for different kinds and intensities of land uses, as well as a number of goals, policies, and programs. Goals are statements about the preferred condition the town is aspiring toward. Policies articulate the County's position on public improvements, land use, and new development. Proposals for new public facilities and private developments must all comply with these policies.

This General Plan also includes a series of objectives. These are measurable outcomes by which the progress of the plan can be assessed. Table 3 and 4 lists a summary of the plan objectives and timeframes for their implementation.

A goal of overriding importance is a dedication to enhancing the quality of life and maintaining the "small town," ambiance, community character, design and scale for present and future generations of Dunnigan residents. The standard of living and quality of life available will be influenced in part by public policies, which reflect sensitivity to the many ways in which "community character" is nurtured and achieved.

All new development and construction activity shall comply with the map, policies, and standards contained in this Plan.



**Land Use Goals**

To provide effective standards for the location, amount, rate, type and quality of new development so that the rural character of the town is preserved, agriculture is enhanced and maintained, and the natural environment is protected.

To create a physical form and character which improves the way the community functions.

To avoid the premature conversion of agricultural land to urban use.

To reflect the design, scale, character, heritage and appearance of small towns in Yolo County in new development, through development regulations which express appropriate concern for visual quality through site planning and engineering, architectural design, landscaping, use of signs, and the maintenance of public and private buildings and sites.

To manage the growth of the town so that adequate facilities and services can be provided in pace with development.

To provide Dunnigan and the surrounding area with a wider variety of goods and services.

**Circulation Goals**

To provide a safe and efficient circulation network for Dunnigan.

To encourage alternate commute modes of transportation and a reduction of single occupancy vehicle trips thereby reducing traffic congestion, vehicle emissions, and energy consumption.

**Housing Goals**

To provide a continuing supply of affordable housing to meet the needs of existing and future residents of Dunnigan in all income categories.

**Public Facilities Goals**

To provide the level of public services desired by the residents at an equitable cost.

To insure that the provision of public services keeps pace with new development.

To expand recreation opportunities for Dunnigan residents.

**Economics and Fiscal Goal**

To provide funding for necessary or desired public facilities and services.

**Economics and Fiscal Policy**

- E.1. In all expansion areas, new roads and drainage systems needed to serve new development shall be provided by the developer.

**Conservation Goal**

To protect the town's natural, cultural, visual, and historical resources.

**Natural Hazards Goal**

To protect the lives and property of the residents of Dunnigan from unnecessary risk due to flooding, earthquakes, and other natural and human-made hazards.

**Safety Goals**

To provide adequate fire and police protection.

To shorten emergency response times within practical limits of funding and staffing.

To undertake appropriate measures that lessen the possibility and severity of fires.

**Noise Goal**

To preserve the quiet, rural setting of the town and protect residents from exposure to excessive noise.

## I. INTRODUCTION

Dunnigan is a small, unincorporated community in northern Yolo County that is bisected by Interstate 5 (I-5) (See Figures 1 and 3). Dunnigan has traditionally been a service center for the surrounding agricultural area. Today it is home to about 750 people and provides highway-related services to travelers on I-5.

The main residential area west of the freeway is the Hardwood Subdivision, which consists primarily of one-acre lots on individual wells and septic systems. The area was originally subdivided as wood lots and extensive eucalyptus groves which still cover much of the area. When the trees were found to have no commercial value, the lots were sold as homesites.

East of the freeway is the historic Old Town area. It is now the site of the fire station, town hall, several homes, and a few commercial establishments. Most commercial developments in Dunnigan are located near the two I-5 interchanges and are oriented primarily toward freeway travelers. There are stores, motels, restaurants, and service stations as well as two small markets.

The town of Dunnigan is surrounded by agricultural land. Much of this land is under Williamson Act conservation contracts. The Williamson Act provides property tax reductions to farmers who agree to preserve their land in agricultural use.

A small mobile home park and public golf course are located in the northwestern portion of the town. A senior mobile home park and recreational vehicle park are located on County Road 99W and County Road 8. Two freeway rest stops are located just north of the town along I-5. There are no public parks or other recreation facilities.

The purpose of this General Plan is to protect the characteristics which make the town a pleasant place to live and to specify the changes which should occur to correct existing problems and to improve the quality of life. A separate background report which provides the informational framework for the General Plan was prepared early in the planning process. That report is part of the General Plan but is published as a separate document.

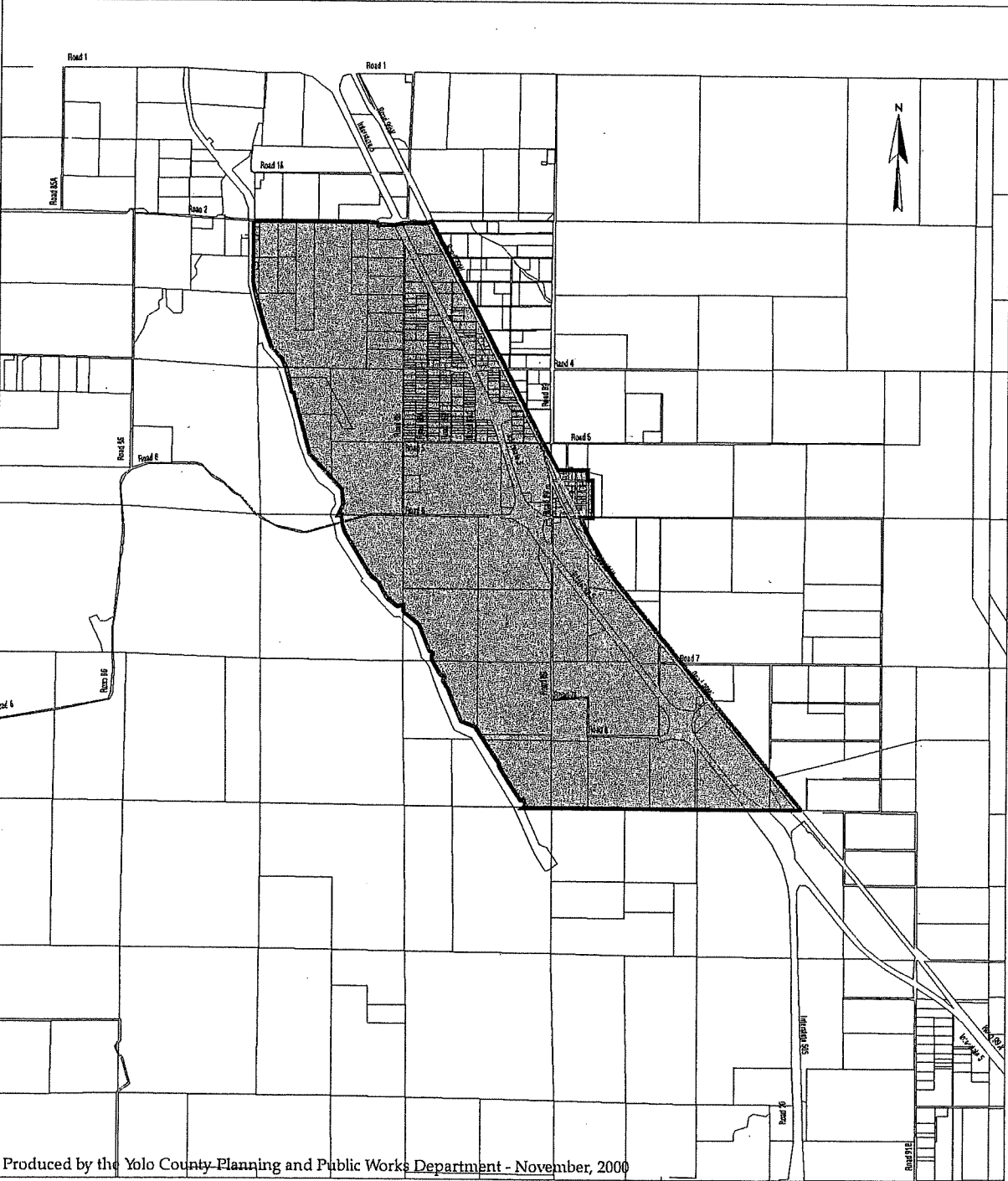
### **Dunnigan Planning and Sphere of Influence**


The boundaries of the Dunnigan Planning Area are shown on Figure 2. As noted above, the developed portion of the plan area is focused on both sides of I-5 between County Roads 2 and 5, and at the County Road 6 and Road 8 interchanges. (see Figure 3). The proposed town limit line, which defines the ultimate boundary of urban development, is illustrated on Figures 4A, 4B and 4-C.


The County Service Area (CSA 11) currently includes only the Old Town and Hardwood Subdivisions. This plan recommends that the Sphere of Influence (SOI) of CSA 11 be expanded to include certain potential expansion areas (discussed in the Community Development chapter below). Urban development outside the new SOI will be prohibited. New development within the proposed SOI will only be allowed if found to be in conformance with the land use designations, phasing, infrastructure and development standards contained in this plan.



# Figure 2 - Plan Area Boundary



 Proposed Plan Area Boundary

 Parcel Boundaries & Roads

Scale in Miles

0 1 2

1 : 70 000



**Relationship to the County General Plan**

The Dunnigan General Plan supplements the Yolo County General Plan. It provides guidance specific to Dunnigan which may not be relevant to other parts of the County. On the other hand, most of the goals and policies in the Countywide General Plan have some application to Dunnigan.

**Governmental Jurisdiction**

Since the town is unincorporated, the County of Yolo has the primary responsibility for providing most of the local government services, including planning and development regulations, review and approval.

In addition to the County, several special districts are involved with shaping Dunnigan's future. The implementation of this plan will require a coordinated effort among these different public agencies. The Dunnigan County Service Area 11 (CSA 11) is a dependent special district that collects funds to install lighting at intersections that often become obscured by heavy fog. While currently providing only street lighting, CSA 11 could provide other services such as sewer, water, storm drainage, parking, parks and recreation, solid waste collection and ambulance service, among others. However, formation of a Community Service District would be preferable to serve new development.

The Dunnigan Water District distributes water from the Tehama-Colusa canal for irrigation to approximately 10,500 acres of agricultural land in the vicinity of Dunnigan. The district's water allocation contract is with the U.S. Bureau of Reclamation. The district does not currently have the infrastructure to serve additional non-agricultural lands. However, the Best Western and Value Lodge Motels, Pilot Travel Center, Dunnigan Junction and Grant Park Developments currently utilize District water for landscaping and fire protection.

Schools are provided to Dunnigan residents through the Pierce Unified School District. Children from the Dunnigan area are bused to schools in Arbuckle, about ten miles north of Dunnigan in Colusa County. The district superintendent estimates that about 200 students originate from the Dunnigan area. The district at one time operated a school in Dunnigan, but that facility was closed because it was considerably more expensive to operate than busing the students to Arbuckle.

The Dunnigan Fire Protection District provides fire protection service to Dunnigan and the surrounding 105 square mile area. The district has about 23 volunteers including a fire chief, assistant chief, two captains and two lieutenants. The general condition of all the equipment is good, though some of the individual units are quite old.

**Organization of the Plan**

The key issues relevant to Dunnigan's future have been organized into five chapters of the Plan. The Introduction, Chapter I, discusses the characteristics of Dunnigan; Planning Area and relationship to the Yolo County General Plan. Community Development, Chapter II, covers the type, location and intensity of new land uses; agricultural protection; affordable housing; and design standards and guidelines for new development. This chapter also discusses circulation and transportation, parks, and other public facilities needed to serve the future development of the town. The last section in the Community Development chapter discusses economics and financing options for the desired changes.

Chapter III, Conservation, covers issues related to natural and man-made resources including air quality, habitat areas, soils, visual amenities and historical buildings.

The Safety chapter discusses natural hazards, such as flooding, fire and police protection, and the potential impacts from noise.

Each of these chapters includes goals and policies as well as specific programs or actions for implementing the plan.

The last chapter expands on the implementation measures and includes a schedule for actions necessary to make the plan work and a table of objectives by which the success of the plan can be measured.

**GOALS FOR DUNNIGAN****The Value of Goals**

Goals give meaning to the short, medium and long-range directions for policy and action provided by the General Plan. Goals express the highest aims and aspirations of the community which should be reflected in the day-to-day conduct of the peoples' business. They also express what the community feels it is capable of achieving and what they are willing to work to achieve over time. As the community proceeds with the multiple tasks of plan implementation, some projects and services reflected in the goals may have to be deferred, while others are advanced in priority, depending on realities or needs at any one point in time.

**Guiding Goal**

A goal of overriding importance is a dedication to enhancing the quality of life and maintaining the "small town" community character, design, and scale for present and future generations or residents of Dunnigan. The standard of living and the quality of life available will be influenced in part by public policies, which reflect sensitivity to the many ways in which "community character" is nurtured and achieved.

## II. COMMUNITY DEVELOPMENT

The Community Development chapter of the General Plan establishes goals, policies, and programs to guide the growth and development of the town. The Community Development chapter must work in concert with the Conservation and Safety chapters of the General Plan to determine the location, rate, and timing of growth; to protect nearby agricultural activities; to plan for the development of new housing, public facilities and services; and to identify areas where human activities should be limited because of sensitive environmental characteristics and natural or human-caused hazards.

For the policies and programs of the General Plan to provide effective guidance for future land use decisions in Dunnigan, they must be founded in an understanding of the town's setting and of the historical development pattern which has shaped the present land use and population. That information is summarized below and discussed in greater detail in the *Background Information and Environmental Setting Report*, Appendix A.

The Community Development chapter is divided into six sections:

- Land Use
- Circulation
- Housing
- Community Design Standards
- Public Services and Parks & Recreation
- Economics and Fiscal Considerations

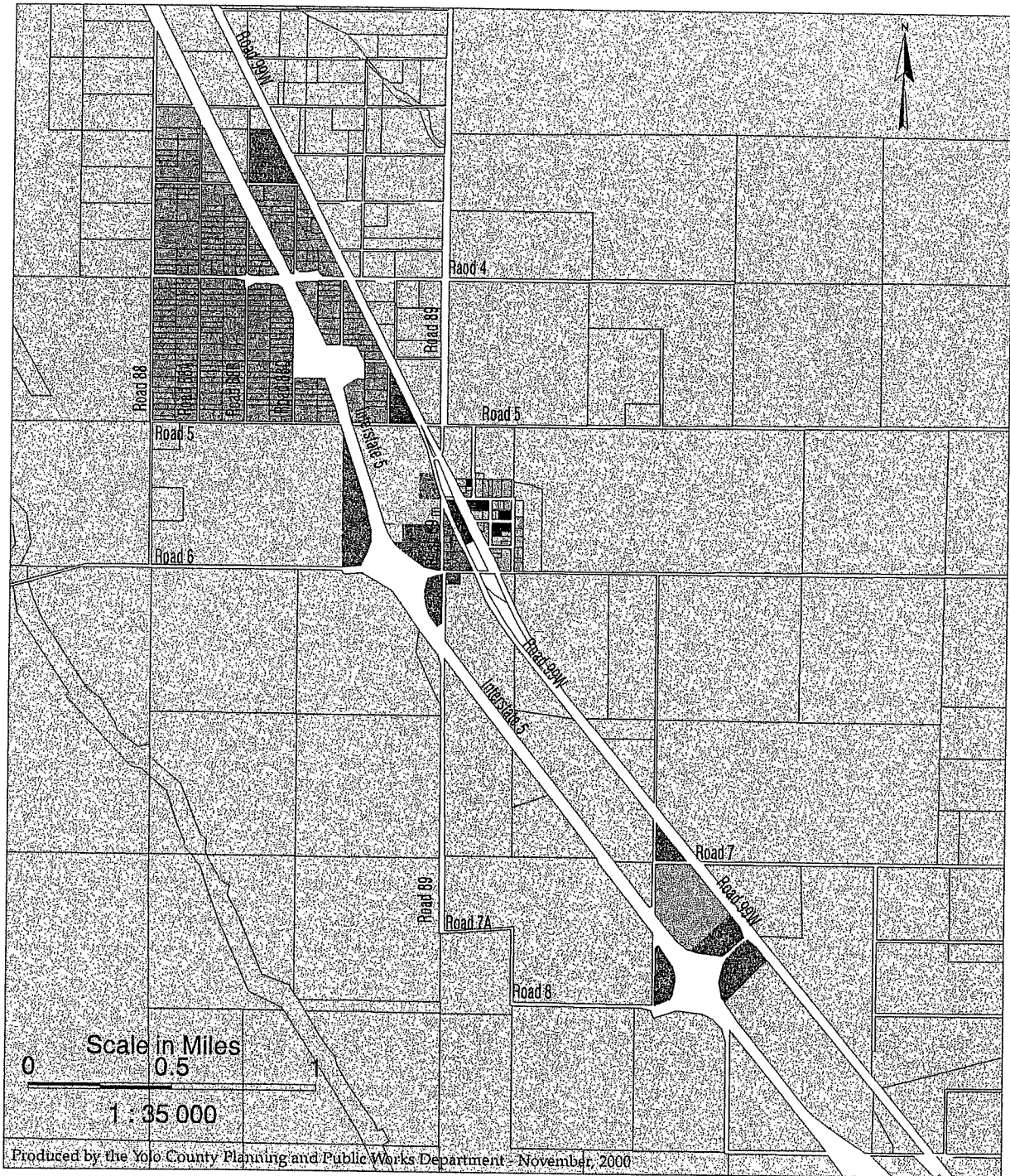
### LAND USE

Dunnigan is a small residential enclave surrounded by agriculture, with highway commercial service businesses that cater primarily to Interstate 5 travelers. The existing land uses are shown in Figure 3.

Figures 4A, 4B and 4C show the General Plan Land Use Designations.



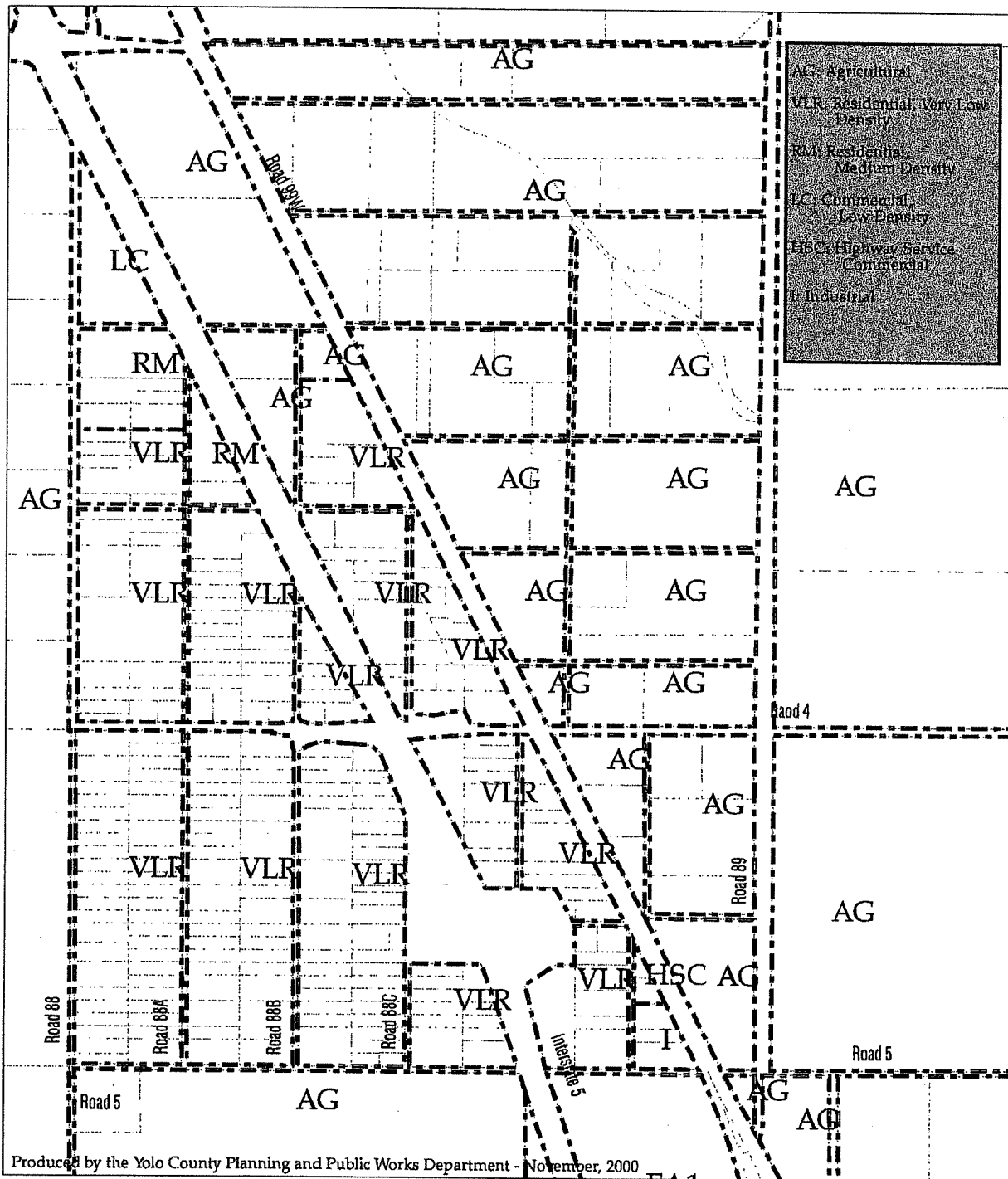
# Figure 3 - Existing Land Uses



- |                               |                            |
|-------------------------------|----------------------------|
| Agricultural                  | Highway Service Commercial |
| Residential, Medium Density   | Industrial                 |
| Residential, Very Low Density | Public & Quasi Public      |
| Commercial, Low Density       | Parcel Boundaries & Roads  |



# Figure 4A - Landuse Designations



Produced by the Yolo County Planning and Public Works Department - November, 2000

Parcel Boundaries & Roads

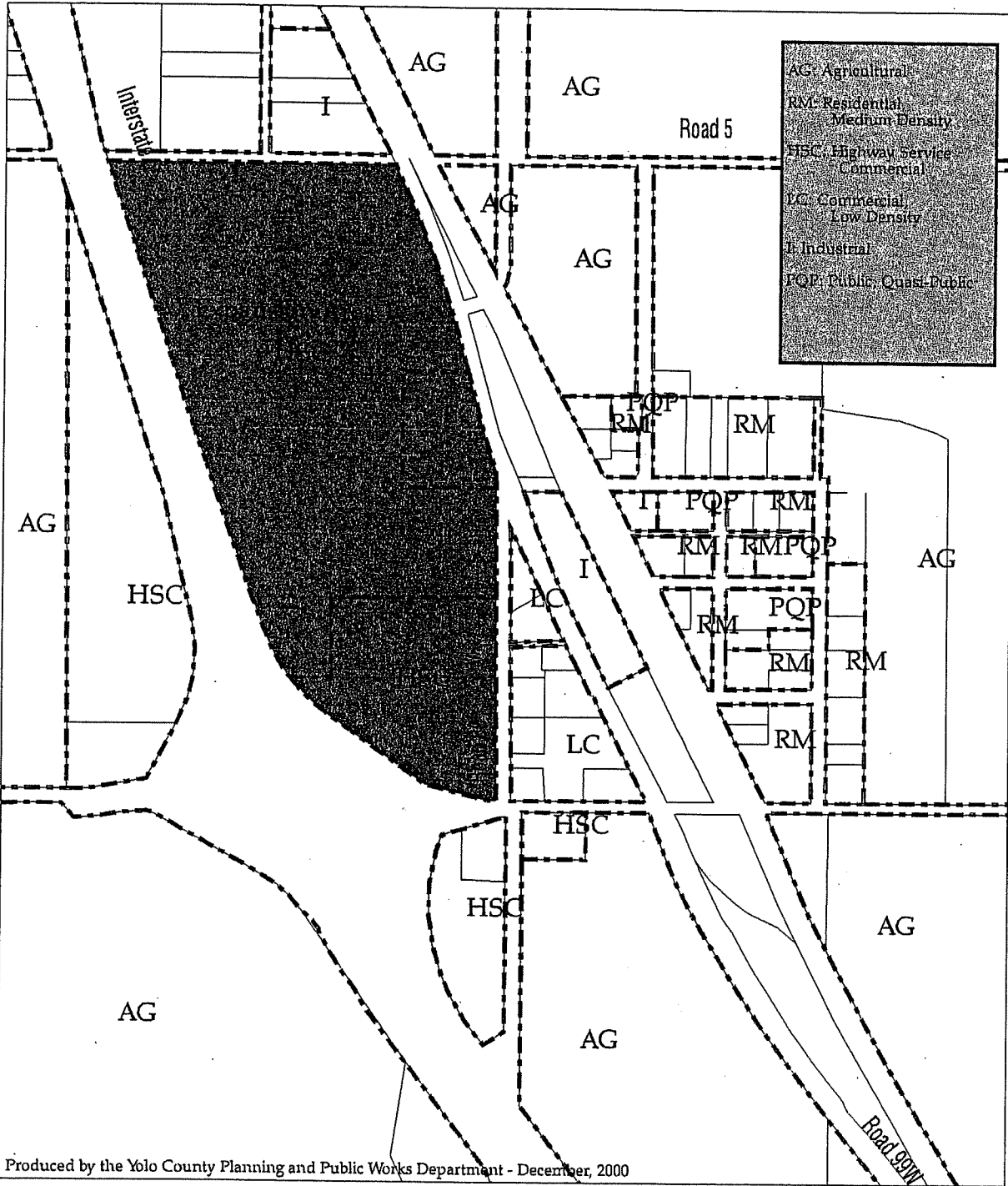


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



# Figure 4B - Landuse Designations



AG: Agricultural  
 RM: Residential Medium Density  
 HSC: Highway Service Commercial  
 LC: Commercial Low Density  
 I: Industrial  
 POP: Public-Quasi-Public

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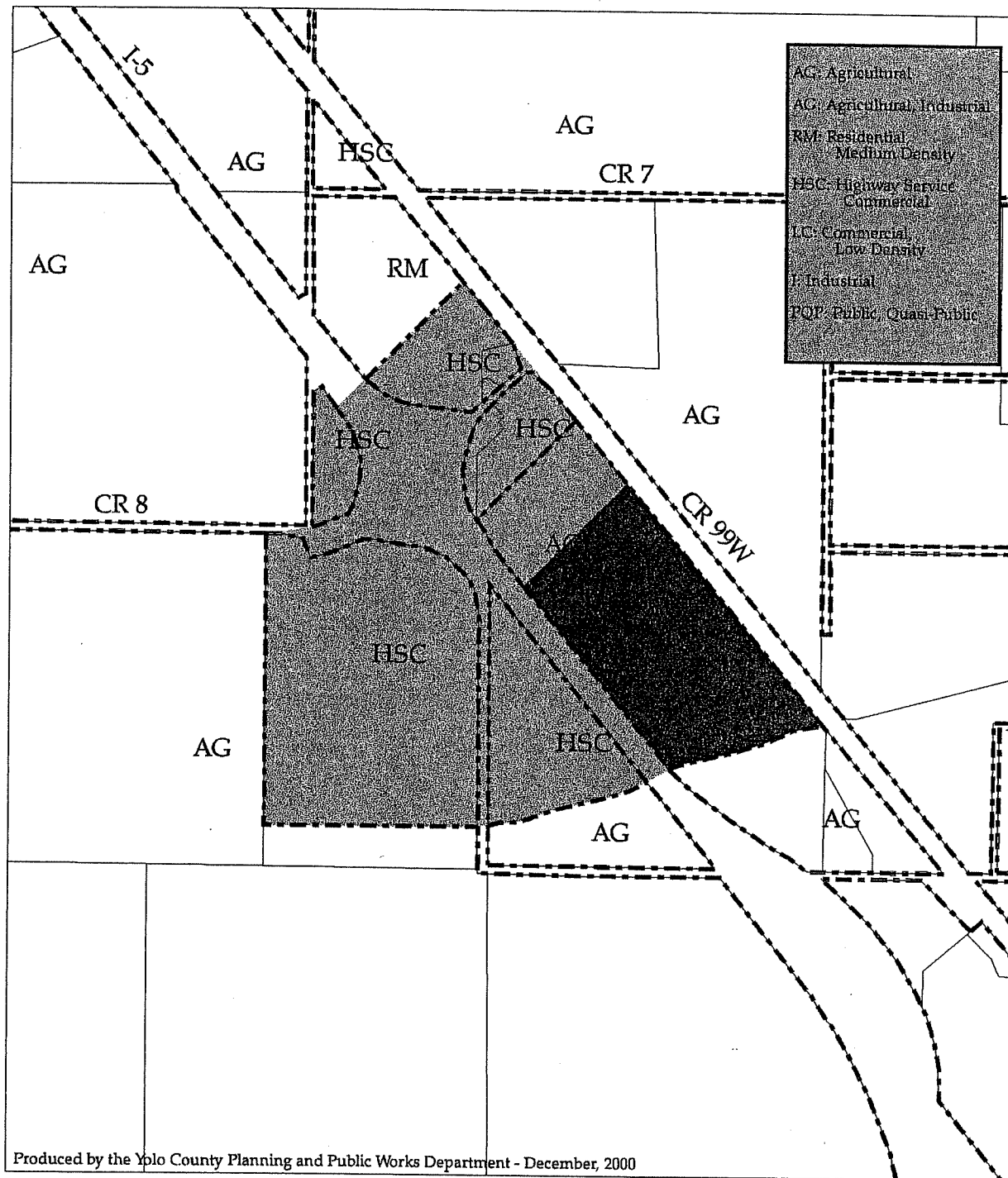
 Parcel Boundaries & Roads  
 Expansion Area 1






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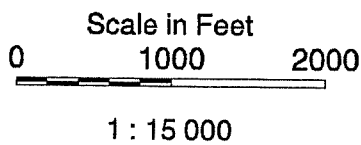


# Figure 4C - Landuse Designations



Produced by the Yolo County Planning and Public Works Department - December, 2000

-  Parcel Boundaries & Roads
-  Expansion Area 2
-  Expansion Area 3



**Land Use Issues**

- *Dunnigan is a good location for highway-related services.*

Dunnigan is located near the intersection of two interstate highways, and it is a good location for highway commercial services and business. The demand for such businesses has been studied in a market analysis by the Real Estate and Land Use Institute of the California State University system (*Market Analysis for the Proposed Dunnigan Park Specific Plan and General Plan Amendment*, 1991). For several miles to the north and south, there are few such services.

- *Dunnigan's location makes it inappropriate for major residential development.*

Dunnigan has no school. It does not have community sewer or water facilities. The town is far from large job centers requiring new residents to commute to Woodland or Sacramento. Significant new residential development is, therefore, not appropriate here.

As new commercial businesses are established in the Dunnigan area, residential opportunities within the existing community should be made available to the workers of those establishments. Some new commercial services that serve the local population (such as a hardware store, food market, barber/beauty shop) would also be desirable.

- *New residential development shall be controlled in terms of amount and pace, so that the small town character is protected and new residents can be absorbed into the fabric of the town.*

Residential development should initially consist of in-fill development of the Hardwood Subdivision and Old Town. Land use designations for commercial and industrial enterprises within the expansion areas located at the County Road 6 and County Road 8 interchanges will result in an increased demand for residential opportunities in the Dunnigan community. However, new residential growth should be limited in both amount and timing in accord with commercial and industrial developments. New residential development should be tied to job creation generated by those developments. A new school and local infrastructure should precede or coincide with any large residential development that is permitted.

- *New highway service commercial businesses in Dunnigan should not occur as strip development along the Interstate-5 corridor. Development along the I-5 corridor has in some instances contributed to visual blight when viewed from the highway.*

There has been increasing interest in more highway service commercial business development in the area. However, strip development along I-5 will detract from creation of a community core for Dunnigan and could be unattractive. Therefore, such uses should be focused around the interchanges rather than spread along the freeway.

The topography immediately surrounding Dunnigan is generally flat which causes any break in the landscape to stand out more than it might otherwise. Development that has

occurred along the highway in the past has not been subjected to any kind of design review for visual impacts. Toward the northern end of town, large tracts of eucalyptus groves help provide some visual screening around adjacent land uses.

There are several ways to lessen the visual impact of development along I-5. First, large setback requirements can be used to increase the distance between new development and the freeway. Second, development standards relating to landscaping can help to break up and soften visual impacts. Finally, clustering requirements combined with open space easements or dedications can be used to direct development into appropriate areas while maintaining large frontage areas in open space.

- *Development is constrained within the Old Town area.*

The Old Town area (Figure 5 shows a detailed map of the Old Town area) has a history of a nitrate problems in the drinking water. Elevated nitrate levels were detected in 1982 in a study conducted by Yolo County Environmental Health Services and in 1993 by Wallace, Kuhl & Associates in their Groundwater Pollution Study for the Dunnigan area. Both studies indicated that on-site septic systems, especially those that are old and close to old water wells could be a major cause for the nitrate problem. Both studies did not preclude other factors such as domestic or commercial agricultural practices and other old and improperly constructed sewage systems in the area. High levels of nitrates in drinking water may cause health problems, particularly in infants.

- *Dunnigan lacks a focal point for the community.*

Old Town currently functions as a Town Center for Dunnigan. Although, there are severe constraints to future development in the Old Town area, it functions as the social and geographical focus of Dunnigan and should be revitalized. For this reason, the existing town center should be refurbished or a new Town Center should be developed in the Old Town to better serve the needs of the community.

- *The agricultural base of the community should be maintained.*

Agriculture has played, and continues to play, an important role in the economy and development of the Dunnigan area. Aside from actual development of such land, the most significant threat to continued agricultural viability is the encroachment of urban uses that may be incompatible with the noise, dust and chemical use associated with agricultural operations. Residents next to agricultural operations may complain and demand restrictions upon the agricultural operations to reduce nuisance impacts. In December of 1991, the County of Yolo adopted a right-to-farm ordinance that provides protection for agricultural uses against such complaints.

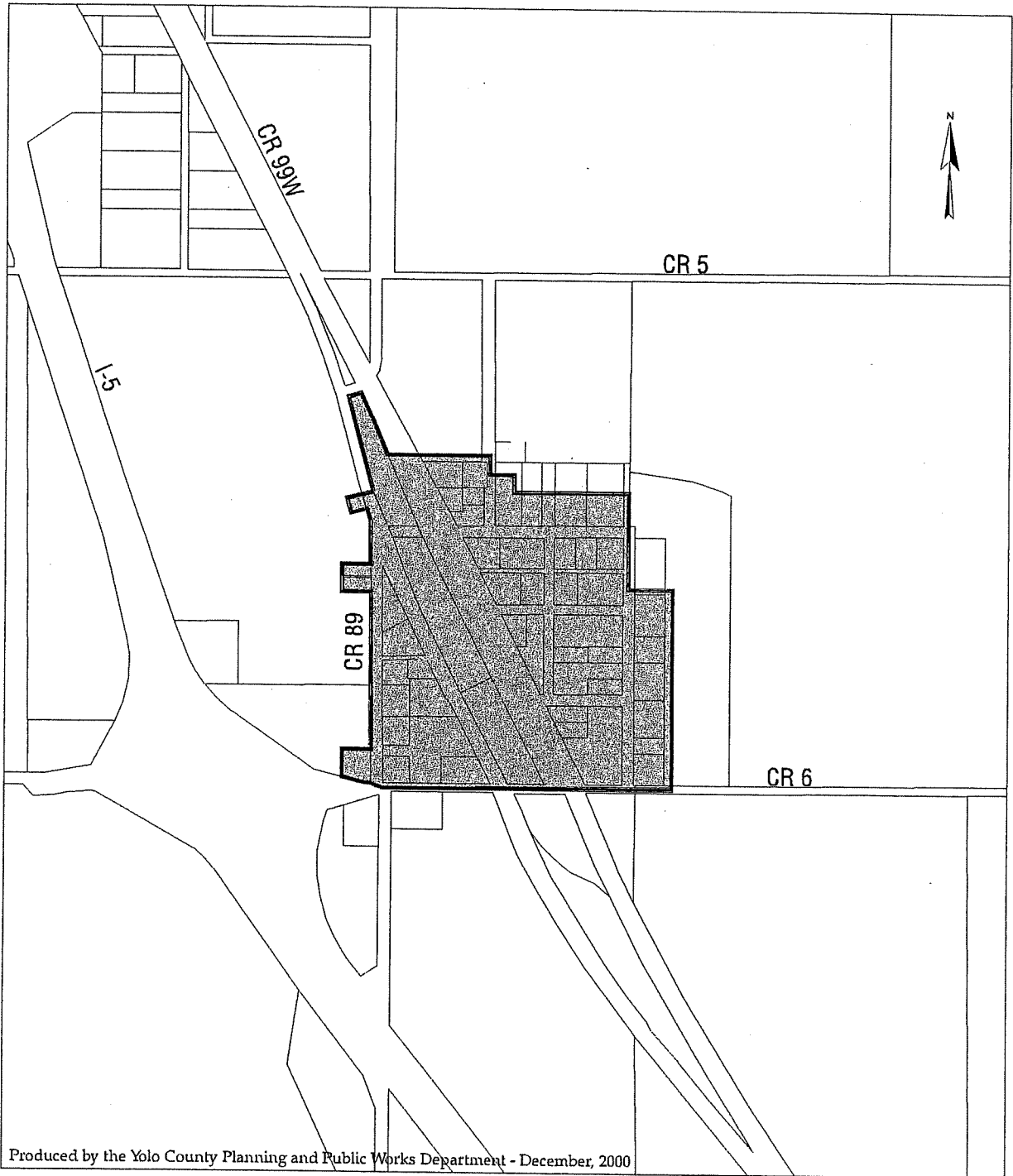
Another way to minimize potential conflicts between agriculture and urban uses is to maintain buffer zones between such uses. Buffers may also provide a secondary benefit by creating open space areas for visual enhancement or recreational use. The size of the buffer should depend upon the type and intensity of agricultural uses that occur.

**Expansion Areas**

The General Plan proposes three expansion areas for Dunnigan. Each expansion area is labeled on Figure 6 and is discussed below. Prior to development of any of these areas, the developer shall submit a planned development (PD) master plan that addresses public facilities and services, design standards, phasing, and protection of environmental quality.

Development within Expansion Areas shall not occur until such time as a subsequent environmental assessment has been conducted in accordance to the California Environmental Quality Act & Guidelines for a site specific development project(s) certified by the County of Yolo. A subsequent environmental assessment for a site specific development project may involve: a supplemental EIR, subsequent EIR, addendum to the certified Dunnigan EIR or a Mitigated Negative Declaration pending the County's review of the scope of the development project and its accompanied project specific information. A new EIR may be required if the site specific development project is not consistent with the project description and environmental assessment conducted in the certified Dunnigan EIR.

# Figure 5 - Old Town



Produced by the Yolo County Planning and Public Works Department - December, 2000



Old Town



Parcel Boundaries  
& Roads

Scale in Miles  
0 500 1000

1 : 10 000





*Area 1: Highway Service Commercial (53± acres)*

The area located generally between Interstate 5 and County Road 99W from County Road 5 south to County Road 6 is proposed for highway service commercial uses. This designation is intended to achieve innovative, creative commercial development and promote a unified grouping of travel-oriented uses such as gas stations, restaurants, motels and retail outlets. This area will increase job opportunities for Dunnigan residents and increase sales tax revenues available to provide funds for new services in Dunnigan, as well as additional monies for the County General Fund.

*Area 2: Truck Related Highway Service Commercial (75± acres)*

This expansion area is at the Interstate 5/County Road 8 interchange. This area is purposefully separated from the rest of the Dunnigan community to minimize noise and other potential land use conflicts associated with large-scale truck service areas. The interstate off-ramps and on-ramps currently support a number of highway service commercial uses that cater to large trucks and their drivers. This is an excellent location for such uses, and the plan encourages the further use of this area for this purpose. The plan envisions an area that would have a restaurant, motel, diesel gas stations, overhaul repair station, and other uses that would provide a full range of services for truckers. Commercial uses that cater primarily to automobile travelers, such as retail outlets, shall be discouraged. Special requirements for truck parking spaces shall be specified in the development standards for this area.

The northeast quadrant of County Road 8 and Interstate 5 currently is composed of a RV Park and Mobile Home Park. Also present in this quadrant is 10 acres of vacant land presently zoned for Highway Service Commercial use next to the RV Park. New development should be so structured as to avoid potential conflicts due to noise, odor, aesthetics and air quality. A buffer between any type of commercial development in this area should be created between commercial uses and the RV Park.

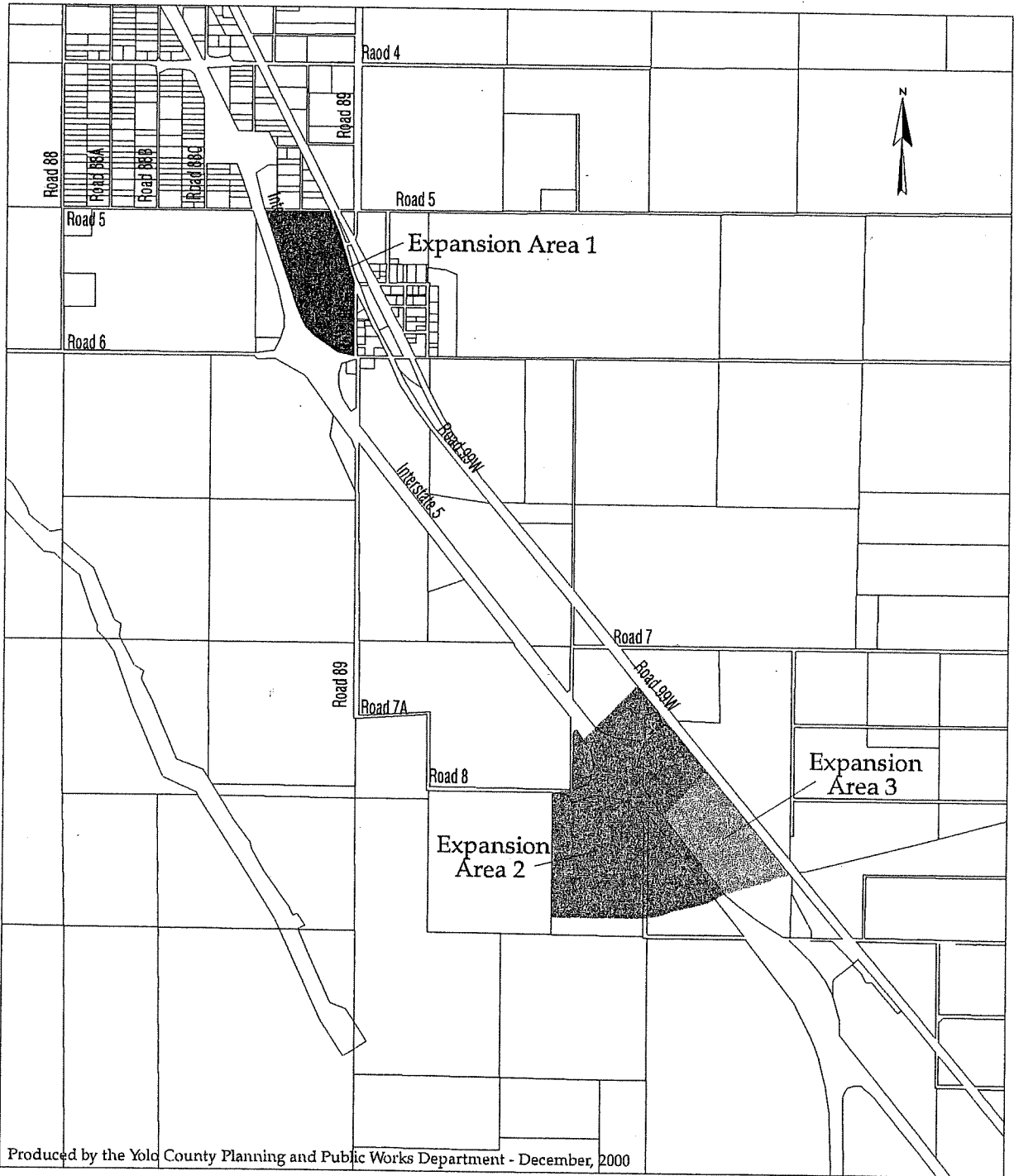
*Area 3: Agriculture Industrial (71± acres)*

Dunnigan has traditionally provided support uses for agriculture. In order to accommodate future expansion of such uses, the area between Interstate 5 and County Road 99W south of the I-5/County Road 8 intersection shall be designated for agriculture related industrial. This location provides convenient access yet is removed from residential development.





The purpose of this expansion area is to encourage the development of intensive commercial agricultural and resource service uses that are an integral part in supporting an agricultural resource raw material operation. Limited retail and office uses are allowed to the extent that they are compatible with the commercial agricultural/natural resource service use and incidental to it.

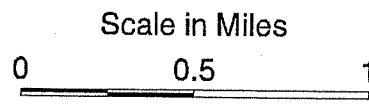
It is also the purpose of the agricultural industrial area to prevent or to minimize the negative interaction between intensive commercial agricultural resource uses from encroachment by unrelated land uses which by their nature would be injurious to the physical and economic well-being of the agricultural resource operation and the surrounding community.

# Figure 6 - Expansion Areas



Produced by the Yolo County Planning and Public Works Department - December, 2000

-  Expansion Area 1
-  Expansion Area 2
-  Expansion Area 3
-  Parcel Boundaries & Roads



1 : 35 000



## Density Standards

There are three basic categories of residential densities in this plan, as shown in Table 1.

**Table 1**

Residential Densities	
Density Category	Number of Housing Units per Net Acre
Very Low	1
Low	6
Medium	12

The *very low-density* category encompasses the Hardwood Subdivision which was parcelized in 1909 into one acre lots. This kind of inefficient subdivision pattern is no longer encouraged in Dunnigan.

The *low-density* category assumes an average of six units per net acre, using a variety of lot sizes and housing types. Small lot, detached single family homes (including two-bedroom, "entry-level" housing) are envisioned along with some duplexes, "half-plexes," and small (four units or fewer) townhouse and apartment buildings.

The *medium density* category assumes a range of 12 units per net acre. Only a small portion of Dunnigan is envisioned for this density (transition areas). A variety of housing types including duplexes, triplexes, fourplexes, small garden apartments, townhouses, and manufactured housing on permanent foundations on separate lots are envisioned.

Any permanent residential development of mobile homes in a mobile home park would be considered a medium density residential land use; the appropriate density for mobile home parks shall be a maximum of eight mobile homes per net acre. There are two mobile home parks in Dunnigan.

In addition to the residential districts, housing is explicitly encouraged in the mixed use and commercial districts, especially on second stories above businesses. The density will be determined through the Planned Development (PD) process, but projects in the medium density range are encouraged.

The RS (Residential Suburban) zone is used to implement the very low-density designation.

Zoning compatibility with variations in low density development are provided by the R1 (one family residential) and R2 (one family residential or duplex) zoning districts. The PD will encourage innovation in overall design, a mixture of dwelling types and the inclusion of smaller, more affordable units.

Zoning compatibility with variations in medium density is provided by the R3 (multi-family) zoning district combined with the PD process.

**Standards of Building Intensity**

State Planning Law requires that the Land Use Element "...shall include a statement of standards of ...building intensity recommended for the various districts and other territory covered by the [General] plan." In the case of Twain Harte Homeowners Association v. Toulumne County (1982) 138 Cal. App. 3d 664, the court determined that "building intensity" must be defined for each land use category included in the Land Use Element. Prior to this decision, cities in California have typically provided standards of building intensity for each of the separate zoning districts contained in the zoning ordinance. The Yolo County Zoning Regulations therefore provided a series of quantitative standards for each land use category which in turn are intended to indicate the typical building intensity that may be permitted within any of the land use classifications depicted on the General Plan. However, these standards may be modified on a case-by-case basis as part of the County's Site Plan Review process in order to ensure compatibility with the existing character, design and scale of the town and the other policies of this plan.

**Land Use Goals, Policies, and Programs**

**Goals**

1. To provide effective standards for the location, amount, rate, type and quality of new development so that the rural character of the town is preserved, agriculture is enhanced and maintained, and the natural environment is protected.
2. To manage the growth of the town so that adequate facilities and services can be provided in pace with development.
3. To provide Dunnigan and the surrounding area with a wider variety of goods and services.

**Policies**

**General**

- D-LU.1      New residential development shall be located within or contiguous to established neighborhoods including the Hardwood Subdivision, Old Town, and County Fair Estates Mobile Home Park north of County Road 8.
- D-LU.2.      The Dunnigan General Plan Advisory Committee shall continue as a permanent body to provide a formal and on-going forum for representing community interests to the County and local special districts with respect to implementation of this Plan.

- D-LU.3. Public improvements and new development proposed in this planning area (see Figure 2) shall be referred to a Dunnigan Advisory Committee, established by the Board of Supervisors, for review and comment regarding the conformance of the proposal with this plan.
- D-LU.4. New development in expansion areas shall be prevented in areas where natural conditions are a threat to public safety or produce excessive maintenance costs.
- D-LU.5. Except for infill in existing developed areas, new urban development may be allowed only on those parcels designated as expansion areas by the General Plan (See Figures 4A, 4B, 4C and Figure 6.) The Land Use Designations established by the General Plan are as described on Table 2. All such new urban development shall be in accordance with the Planned Development (PD) requirements of the Yolo County Zoning Regulations.
- D-LU.6. The town shall maintain a comprehensible scale and compact form.
- D-LU.7. New development shall not be allowed unless adequate water facilities meeting Drinking Water Regulations (Title 22, State of California), wastewater facilities meeting the requirements of the Porter-Cologne Water Quality Control Act, and drainage facilities meeting Yolo County design standards are available to serve such new development.
- D-LU.8. New development shall pay its fair share of providing additional public services needed to accommodate such development.
- D-LU.9. All new development shall be subject to the development standards described in *Community Design Guidelines and Development Standards* herein.
- D-LU.10. All buildings on property fronting I-5 in the expansion areas shall be set back at least 50 feet from the CalTrans right-of-way, provided however, that this minimum may be reduced by the Director of Planning and Public Works based on the following findings:
- a. The building and related features, including parking lots, are adequately screened from view from the freeway corridor; and,
  - b. Noise impacts on the occupants of the building have been adequately mitigated.

In all cases, a detailed landscaping plan shall be required, subject to the review and approval of the County. Exceptions to this setback requirement may also be granted for sections of on-ramps and off-ramps outside the main freeway corridor.

Table 2

General Plan Designations and General Description		
Land Use Designation	Residential Density	General Description
Residential Very Low Density	1 dwelling unit per net acre	Single family dwellings.
Residential Low Density	6 dwelling units per net acre	Single and multi-family dwellings.
Residential Medium Density	12 dwelling units per net acre	Multi-family dwellings.
Mixed Use	Per Planned Development (PD)	A wide range of uses, including retail, restaurants, specialty shops, personal services, and entertainment with residential unit or offices on the upper floors.
Local Commercial	Per Planned Development (PD)	Retail and other businesses that serve everyday needs of residents, including grocery, restaurants, offices, and like uses.
Highway Service Commercial	Per Planned Development (PD)	Visitor serving and highway related uses such as service stations, restaurants and motels and retail outlets.
Truck-Related Highway Commercial	NA	Commercial trucking uses that cater to large trucks and their drivers, such as diesel service stations, restaurants, motels, and overhaul repair stations.
Public/Quasi-Public	NA	Public Services and facilities.
Agriculture	1 main dwelling unit and 1 ancillary dwelling unit per 20 acres	Farming, orchards, ranching, and related activities.
Agricultural-Related Industrial	NA	Industrial uses designed to serve the surrounding agricultural industry, including farm equipment sales and repair, agricultural processing and warehousing.
Industrial	NA	Light industrial and service commercial businesses including those that serve the needs of agriculture.

Source: Yolo County Community Development Agency, *Yolo County General Plan, 1983 and Title 8, Chapter 2 of the Yolo County Code.*

**Residential Development**

- D-LU.11. New residential development shall be located within or contiguous to established neighborhoods including the Hardwood Subdivision, Old Town, and County Fair Estates Mobile Home Park north of County Road 8. Provisions shall be made to include adequate housing for each income group in accordance with the adopted Yolo County Housing Element.
- D-LU.12. The Hardwood Subdivision shall be maintained as a residential area. The density shall be one unit per net acre. No new parcelization or increased density shall be permitted until a publicly owned and operated community water and/or sewer system is installed in the area.
- D-LU.13. The area east of I-5, west of the Southern Pacific Railroad between County Road 3B and County Road 5 also referenced as "The Gap" will be designated for very low density residential, with a Planned Development (PD) overlay. This area has historically been zoned for commercial uses.

**Commercial Development**

- D-LU.14. Refurbishment of the existing town center or a new Town Center should be developed within the Old Town as delineated in Figure 5.
- D-LU.15. Visitor and highway related commercial uses shall be encouraged on the east side of I-5, north of County Road 6, south of County Road 5, and west of County Road 99W. The businesses should focus on those uses whose primary clientele arrive by automobile, not trucks.
- D-LU.16. Highway service commercial uses shall be allowed at the County Road 8/I-5 interchange. Uses on this property shall be limited to those that serve truck traffic such as truck stops with associated restaurants, motels, truck service stations, truck repair and maintenance, and overhaul facilities.
- D-LU.17. The highway service commercial designation shall allow all of the uses described in Section 8-2.1502 and 8-2.1504 of the County Zoning Regulations subject to approval of a Planned Development (PD) application, which may modify the range of allowable uses in particular cases.
- D-LU.18. Allowed uses in the truck related highway commercial service designation shall include all of the uses described in Section 8-2.1502 and 8-2.1504 of the County Zoning Regulations (subject to review and approval pursuant to the required Planned Development (PD) application) except the following:
- retail nurseries and greenhouses

- sale of new or used cars, mobile homes or boats
- animal hospitals
- drive-in theaters
- mobile home parks
- dwellings

D-LU.19. Truck parking lots shall be an allowed use in the areas designated as agriculture-related industrial and truck-related highway service commercial. Parking shall be in accordance with the Yolo County Code.

### Industrial Development

D-LU.20. New agriculture related industrial development may be allowed from County Road 8 to Bird Creek on the east side of I-5, west of the Southern Pacific Railroad and County Road 99W. Examples of such uses include farm machinery sales and repair, agricultural processing facilities, product or equipment warehousing, and farm supply stores.

D-LU.21. All industrial development shall be designed and located so as to be screened from I-5.

D-LU.22. Industrial uses shall be allowed to continue in the area east of County Road 99W and west of the Old Town area. However, these uses shall not be expanded, intensified or enlarged in any manner.

### Agricultural Land/Open Space

D-LU.23. Except for those areas designated as expansion in this plan, agricultural lands in and surrounding the Dunnigan planning area shall be protected from the encroachment of urban development. The conversion of agricultural land to urban uses may only occur on lands within the Plan Area Boundary contiguous to existing development and phased for future urban use on an adopted General Plan map.

D-LU.24. Parcels in Williamson Land Conservation Act contracts (Agriculture Preserves) shall not be eligible for urban development and shall be preserved for agriculture.

D-LU.25. The eastern boundary of Expansion Area 3 shall maintain a minimum setback of 100 feet on site from adjoining agricultural parcels. The roadway and railroad right-of-way may not be counted as part of the buffer. The setback is extended in this area because adjacent agriculture parcels are irrigated and sprayed row crops.

D-LU.26. Owners of land outside of the areas shown for development by the Plan shall be encouraged to enter into agricultural preserve contracts.



**Land Use Programs**

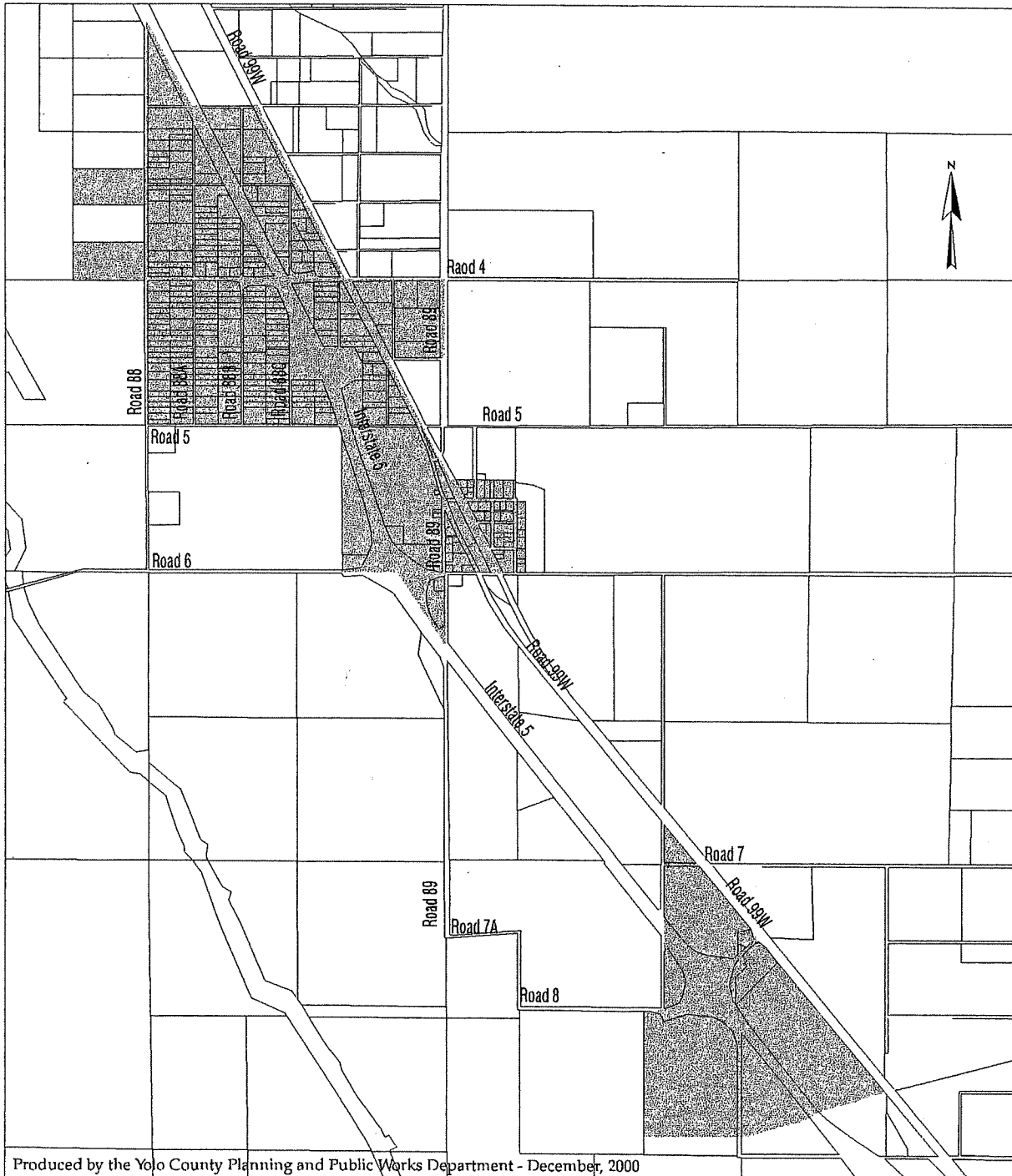
1. The County will amend its zoning regulations and district map to reflect the land use designations of this General Plan. Where necessary, the new zoning districts applicable to Dunnigan will be created.

Responsible Agency/Department: Planning and Public Works  
Funding: County General Fund  
Monitoring: Planning and Public Works



2. The County will request that the Dunnigan County Service Area apply for an amendment to its sphere of influence boundary with the Yolo County Local Agency Formation Commission (LAFCO). The amended CSA area will be as depicted on Figure 7. If a community water and sewer system is created, a public district will be the agency managing and maintaining the publicly owned and operated community water and sewer systems within the boundaries of the "Town Limit Line."

Responsible Agency/Department: Planning and Public Works, LAFCO  
Funding: County General Fund  
Monitoring: Planning and Public Works

# Figure 7 - CSA 11



Produced by the Yolo County Planning and Public Works Department - December, 2000

-  CSA 11
-  Parcel Boundaries & Roads

0 Scale in Miles 1  
1 : 35 000



## CIRCULATION

The Circulation section of the General Plan describes the existing transportation system serving the town, and establishes policies and programs to meet the present and future transportation needs of the community.

The circulation system in the Dunnigan area is typical of small rural communities. It is dominated by a major highway thoroughfare that connects to small distribution roads that provide access to the outlying areas (see Figure 8). Interstate 5 (I-5) is the major north-south highway that links the west coast of the United States from Canada to Mexico. On average, about 25,000 vehicles per day traverse I-5 near Dunnigan. Just south of Dunnigan, Interstate 505 (I-505) heads in a southwesterly direction from I-5 toward Vacaville and the San Francisco Bay area. Average traffic flow on I-505 near the I-5 junction is about 12,000 trips per day.

Two interchanges from I-5 provide the principal access into Dunnigan. The County Road 8 interchange lies south of the town proper; the County Road 6 interchange provides access directly into the heart of Old Town Dunnigan. Just north of Dunnigan lies the Dunnigan Safety Rest Area that provides a rest stop for travelers on I-5. Neither the northbound or southbound rest stop allows access to areas beyond the immediate rest stop facilities.

County Road 99W runs diagonally through Dunnigan, roughly parallel to Interstate 5 to the east and the Southern Pacific railroad tracks to the west.

The surrounding circulation system is characterized by a pattern of County roads at right angles to each other. The majority of the local streets are maintained by the County, though there are some private roads in the Hardwood Subdivision. There is concern about fire equipment access on some of the private roads in the Hardwood Subdivision that do not meet County standards.

There is also some concern that the intersections of local and collector streets create blind spots and confusion for motorists not familiar with the area. Examples of this are the intersections of Main Street and County Road 99W, and County Road 8 and County Road 99W.

Transit service is currently not available from Dunnigan to Woodland.

The Southern Pacific railroad offers freight transportation through the Dunnigan area. The railroad right-of-way parallels I-5 on the east. The nearest passenger rail service is the Amtrak station in Davis.

There are no established bike routes in the Dunnigan area.

### Circulation Issues

- *Because of the way I-5 and County Road 99W bisect the town at an angle, intersections do not always occur at right angles. This creates confusion and safety problems.*

While the County maintained road system in the Dunnigan area has been established in a grid pattern, I-5 and County Road 99W, along with the Southern Pacific Railroad right-of-way, bisect the town from the northwest to the southeast. Thus, a few intersections of County roads and County Road 99W occur at acute angles. In some cases, this creates sight distance problems for motorists attempting to cross or turn at such intersections. This alignment can also create confusion for visitors who may not be familiar with the area.

- *Trucks parked along County Road 99W and County Road 8 cause safety problems for local motorists.*

The County Road 8 off ramp businesses cater primarily to truckers, yet there is insufficient parking available for large trucks and trailers. Frequently, the drivers use the shoulders on County Road 99W and County Road 8 as parking areas. This creates sight distance and safety problems, especially in foggy conditions. In the land use section of this document, a program is proposed to allow truck parking lots as an allowed use in Truck Related Highway Service Commercial and in Agriculture Related Industrial.

- *Private roads, particularly in the Hardwood Subdivision, are not built to County standards. This can create access problems for emergency vehicles.*

There are private roads within the Dunnigan planning area that have not been constructed according to County standards. These roads are not paved making access difficult, particularly for emergency vehicles such as fire trucks.

- *Improved facilities and routes for alternative forms of transportation are needed.*

Enhancement of the pedestrian and bicycle network in and around town is needed. Bicycle and pedestrian paths will provide a recreational amenity for local residents as well as an alternative transportation route.

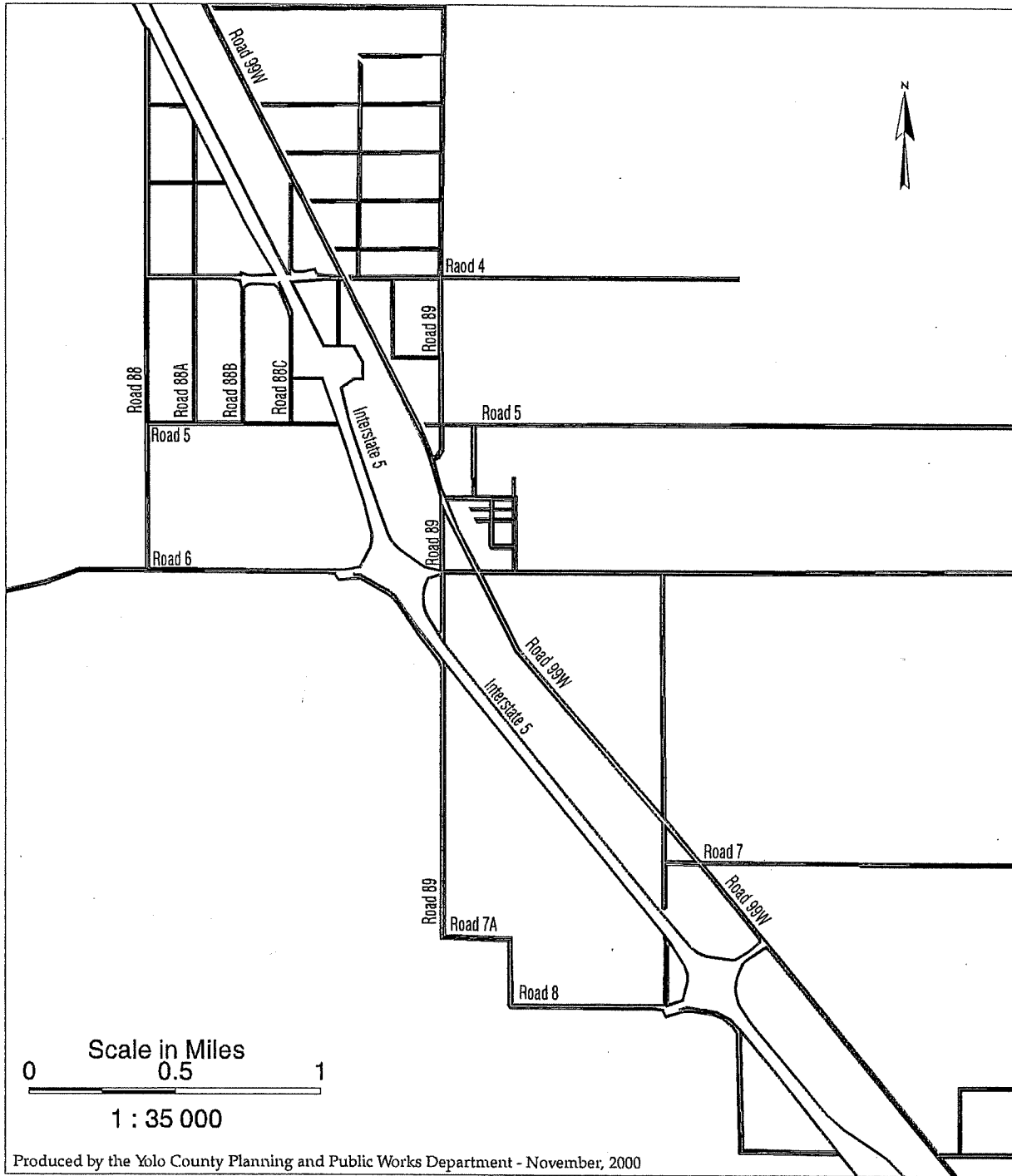
- *Poor drainage in the Dunnigan area can cause flooding that creates circulation problems during periods of heavy rain.*

Drainage problems in the Dunnigan area include ponding in the Hardwood Subdivision west of I-5 and a smaller area of ponding east of and adjacent to the Southern Pacific Railroad tracks at County Road 4. Bridge locations crossing creeks are also subject to potential flooding where their design prohibits 100 year storm flows causing access problems during periods of heavy rain. There are several such locations along Dunnigan and Buckeye Creeks.


- *Circulation problems may develop at the County Road 6 interchange as new commercial establishments are constructed.*

This plan allows a substantial amount of development near the County Road 6 interchange. Developers should be required to conduct a study of traffic patterns anticipated at full build-out to determine necessary street widths, signalization (if any), intersection locations for new roads, and other necessary infrastructure improvements.

# Figure 8 - Major Roads



Produced by the Yolo County Planning and Public Works Department - November, 2000

 Parcel Boundaries & Roads



**Circulation Goals, Policies, and Programs**

**Goals**

1. To provide a safe and efficient circulation network for Dunnigan.
2. To encourage alternate commute modes of transportation and a reduction of single occupancy vehicle trips thereby reducing traffic congestion, vehicle emissions, and energy consumption.

**Policies**

- D-CIR.1. Improvements to Arterial and Collector streets should be made on a highly selective basis which seeks to improve capacity, flow and safety by the use of traffic engineering solutions where feasible as compared to major structural improvements.
- D-CIR.2. Facilities that promote the use of alternate modes of transportation, including bicycle lanes, pedestrian and hiking trails, and facilities for public transit shall be incorporated into new development, and shall be encouraged in existing development.
- D-CIR.3. Improved public transit to surrounding communities, especially Woodland, is encouraged.
- D-CIR.4. Direct access to Arterials and Collectors from residential development is to be discouraged except where physical conditions do not allow for other design solutions.
- D-CIR.5. Private roads shall be improved with all-weather surfaces to a width of at least 20 feet with an additional 10 feet designated for utility easements.
- D-CIR.6. The safety of public highways and County roads shall be improved with respect to sight distance problems caused by trucks parking along the road shoulders.
- D-CIR.7. Development in Dunnigan should contribute to any Countywide funding mechanism, which might be established for the local share of the regional highway improvements in the County. If 20-year traffic projections on I-5 are realized, widening of the freeway from four to six lanes would be required. This is consistent with improvement needs previously identified by CALTRANS for segments of I-5 to the south of Dunnigan.
- D-CIR.8. Subdivision layouts should include safe and pleasant designs which promote pedestrian access to Arterial and Collector streets, and consider the location of

community and commercial services, such as schools, parks, and neighborhood shopping activity centers in the accessibility of their design.

- D-CIR.9. A vehicular and/or pedestrian crossing is desirable at County Road 4 connecting Old Town with the Hardwood Subdivision.

**Circulation Programs**

- 1. Prior to approval of any new commercial development in Expansion Area 1 or Expansion Area 2, the County will require a traffic analysis to determine potential traffic impacts and mitigation measures. Said analysis shall include assessment of the capacity of the over crossing, stacking distances from off-ramps and on-ramps to streets or drives entering the site, signalization or other traffic controls and cumulative impacts from other existing or proposed developments. The developer shall be required to prepare a capitol improvement plan for developing the necessary improvements to address the impacts and mitigation measures identified.

Responsible Agency/Department: Planning and Public Works  
 Funding: Developer Funding  
 Monitoring: Planning and Public Works

- 2. As a condition of approval for any discretionary permit in the Hardwood Subdivision, where the subject property includes a private street or alley, an easement to the public for the right to pass and repass over said street or alley shall be required.

Responsible Agency/Department: Planning and Public Works  
 Funding: Developer Funding  
 Monitoring: Planning and Public Works

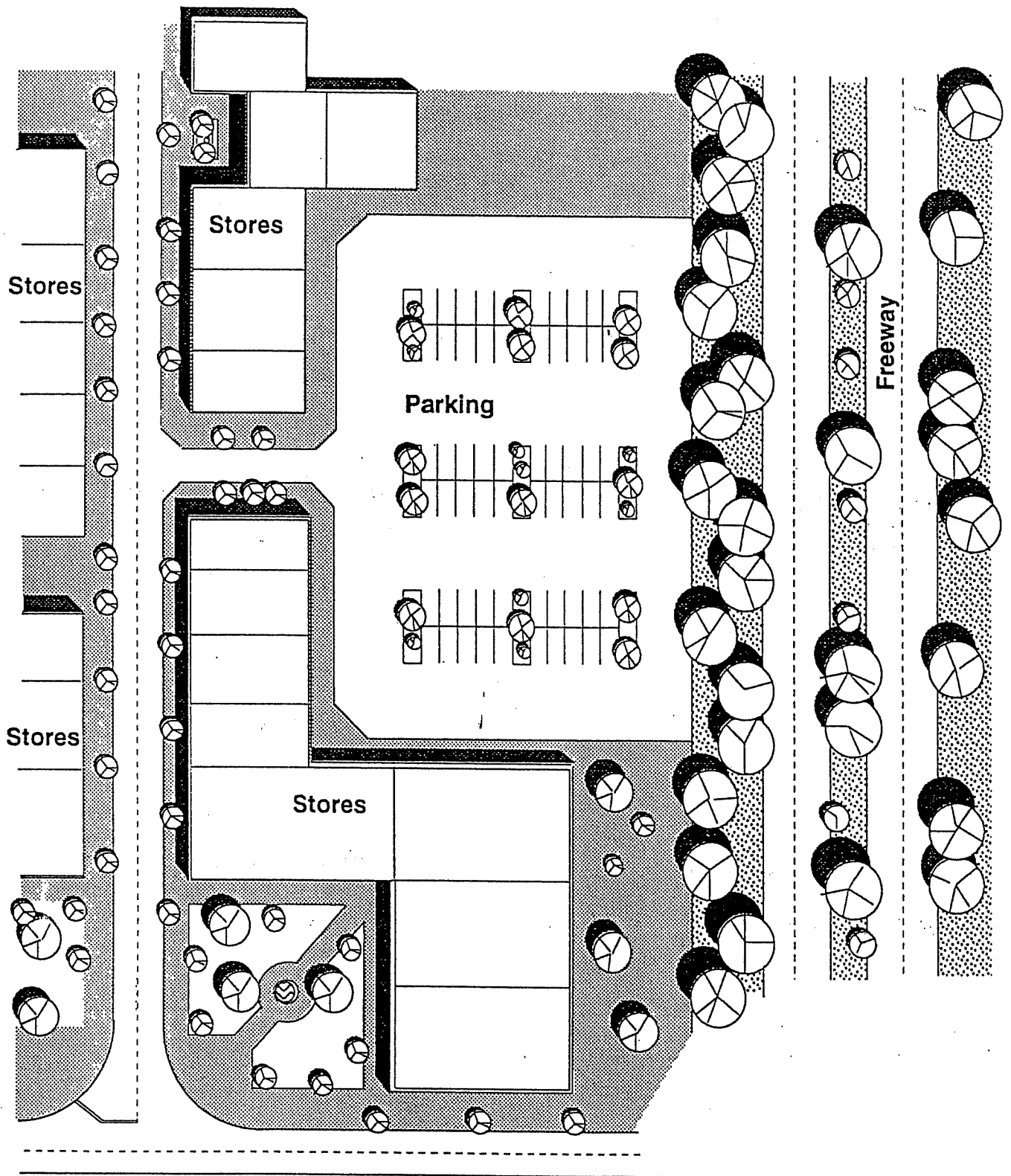
- 3. Signs will be posted along County Road 8 and County Road 99W stating that truck parking is prohibited. The County Sheriff will regularly patrol the area to monitor compliance with this regulation.

Responsible Agency/Department: Planning and Public Works, County Sheriff  
 Funding: County General Fund  
 Monitoring: Planning and Public Works, County Sheriff

- 4. The County will work with the Yolo Regional Public Transit Authority (YoloBus), Sacramento Area Council of Governments (SACOG), Mini-trans, Greyhound, and other interested parties to improve public transit and rideshare programs between Dunnigan and surrounding communities.

Responsible Agency/Department: YoloBus, SACOG  
 Funding: Ridership fees, State Highway funds  
 Monitoring: Planning and Public Works





**Figure 9 – New Commercial Street**

Source: Crawford Multari & Starr, 1992



## HOUSING

The availability and affordability of housing is mandated by the State of California and depends on a variety of factors, including local land use policies. The Housing section of the General Plan sets forth the goals, policies, and programs to meet the housing needs of present and future residents of Dunnigan. The policies contained in this section are intended to supplement the policies contained in the Housing Element of the Yolo County General Plan, as amended.

### Housing Issues

- *New residences in Dunnigan should be linked to the development of employment opportunities in Dunnigan, and a significant portion of the homes should be affordable to workers employed in the commercial businesses.*

Dunnigan is too far removed from major employment centers (i.e. Woodland and Sacramento) and lacks the necessary urban services (e.g. schools, sewer, water service, library, entertainment, basic personal services) to serve as a bedroom community. For that reason, new residential development in Dunnigan should be linked to the development of local employment opportunities. In order to keep prices low, the homes should be of modest size. Other methods for creating affordable housing should be used as well, such as density bonuses for low and moderate income housing; density bonuses for rental units; requirements to provide a percentage of new homes for low income households; requirements for some units to be attached; and the use of redevelopment monies for low income housing.

- *Dunnigan is home to many low-income households.*

A large percentage of Dunnigan residents are low income. One of the reasons these individuals are attracted to Dunnigan is because of the relatively affordable housing. Care must be exercised in planning Dunnigan's future so that policies and programs intended to improve the overall quality of life do not inadvertently force low income residents to leave because of unacceptable higher housing or service costs.

- *Many homes in Dunnigan are in need of repair.*

Even a casual tour of the Hardwood Subdivision reveals a number of homes that are in need of repair. Many of the residents have low incomes, therefore repairs are frequently postponed as other needs take priority. The County should try to assist such low-income residents to rehabilitate their homes.

**Housing Goal, Policies, and Programs**

**Goal**

1. To provide a continuing supply of affordable housing to meet the needs of existing and future residents of Dunnigan in all income categories.

**Housing Policies**

The policies contained in the adopted Yolo County Housing Element are hereby incorporated as part of this plan to the extent that they may be applicable to Dunnigan.

- D-H.1. A variety of housing types and densities shall be required in Dunnigan. At least 15% of all residential lots shall be available for sale to local building contractors and developers at fair market prices.
- D-H.2. Affordable housing shall be encouraged and maintained. New residences that are affordable to low income households shall be dispersed throughout the town and not concentrated in one place. In all subdivisions or housing projects, at a minimum, 10% of the units shall be affordable to households with low or very low incomes. Such housing shall meet the applicable requirements of the Yolo County Housing Element. Projects will be eligible for applicable density bonuses allowed pursuant to the Yolo County Housing Element.
- D-H.3. The design of multi-family housing should be in scale and character with the homes in the existing town. Such buildings should appear similar to large single family homes in size, architectural style and usable yard areas. This policy shall be implemented through the Community design guidelines and Planned Development (PD) standards.
- D-H.4. New development in Dunnigan which provides at least 50% of the units for low or very low-income households shall be eligible for a density bonus of 50%, subject to the approval of the Planning Commission.

**Housing Programs**

1. The County will require minimum amounts of lower income units in new projects as stated in the adopted County Housing Element.

Responsible Agency/Department: Planning and Public Works  
Funding: County General Fund  
Monitoring: Planning and Public Works

2. The County will apply, when feasible, for Community Development Block Grant or other State or Federal funds for rehabilitation of existing low income housing stock.

Responsible Agency/Department: Housing Authority, Planning and Public Works  
Funding: Community Development Block Grant  
Monitoring: Housing Authority, Planning and Public Works

**COMMUNITY DESIGN STANDARDS**

The Community Design Standards contained in this section are to assist in the design and review of new development.

**General**

- D-D.1. New development shall be consistent with the applicable standards set forth in the adopted Yolo County Zoning Regulations, unless otherwise established by a Planned Development (PD) consistent with the Dunnigan General Plan.
- D-D.2. Landscaping shall be required in all development projects subject to Site Plan Review. Landscaping plans shall include a generous number of trees in a variety of sizes. The landscape plan must comply with the Model State Ordinance or the County Ordinance for Water Efficient Landscape.
- D-D.3. New development shall be set back from Interstate 5 as illustrated on Figure 9 to reduce impacts from noise, emissions, and associated nuisances.
- D-D.4. New development shall be maintained in a neat and orderly manner at all times. The storage of abandoned vehicles or refuse in areas visible from a public street shall be prohibited.
- D-D.5. Where on-site detention basins are proposed to serve the drainage needs of new development, a landscaping plan shall be provided.
- D-D.6. New development shall be designed to minimize conflicts and potential nuisance problems between land uses, including light, glare and noise.
- D-D.7. New development shall incorporate features that promote the use of alternate forms of transportation including but not limited to items recommended by the Yolo-Solano Air Quality Management Plan.
- D-D.8. An application for a planned development shall be required for all new development on parcels with a PD zoning. Such an application shall include at least the following:
1. A statement of objectives to be achieved by the project through the particular approach chosen, including proposed land uses and residential densities.
  2. A site plan consistent with the requirements of Section 8-2.2006 of the County Zoning Regulations.
  3. Information on existing land on the site and on surrounding parcels.

4. Any additional information which may be required by the Director of the Planning and Public Works Department.

D-D.9. Under an approved planned development project, lot size and configuration, required yards, building height, lot coverage, and parking may be specified for the project without conformance to County standards if one or more of the following findings can be made:

1. The project provides facilities or amenities suited to a particular occupancy group (such as low-income groups, the handicapped or elderly) which would be infeasible under conventional development standards.
2. Features of the particular design achieve the intent of conventional development standards (adequate parking, compatibility with surrounding neighborhood character, etc.) as well or better than the standards themselves.
3. The project provides exceptional public benefits such as parking, open space, landscaping, public art, or other amenities that would not be feasible under conventional development standards.

D-D.10. A sign plan shall be submitted with all new commercial, industrial and mixed-use development. The proposed sign plan shall be an integral design element of the project and be compatible with the other features of the project in terms of height, location, lettering, scale, and color.

#### **Very Low Density Single Family Residential**

D-D.11. Land designated for very low-density residential development may accommodate parcels at least one acre in size. The maximum residential density shall be determined based on the gross area of the lot before dedication of streets, parkland or other requirements.

D-D.12. New very low-density residential subdivisions shall utilize a grid street system with clear connections to the existing pattern, to the extent feasible.

D-D.13. New very low-density residential development shall enhance the existing character of the town and include the following:

- A variety of architectural styles and materials
- At least one street tree in the public right-of-way for every 35 feet of street frontage and trees in front yards.

- D-D.14. Street sections for new very low-density residential streets should have a 50-foot right-of-way and 32 feet of pavement from curb to curb, and five-foot sidewalks. Sidewalks shall be optional.

**Single Family Residential**

- D-D.15. The average residential density shall be at least six dwellings per net acre, unless otherwise provided by the Yolo County Housing Element and this General Plan.
- D-D.16. New residential subdivisions shall utilize a grid street system with connections to the existing town where feasible.
- D-D.17. New residential development shall emulate the character of small rural towns in Yolo County and include the following:
- Modest sized homes with generous front yards
  - A variety of architectural styles and materials
  - Porches
  - Street trees in the public right-of-way and trees in front yards
- D-D.18. Street sections for new residential streets should have a 50-foot right-of-way and 32 feet of pavement from curb to curb, and five-foot sidewalks.
- D-D.19. New residential subdivisions should provide a variety of lot sizes distributed throughout the project.
- D-D.20. At least one 15-gallon street tree shall be planted on every new lot. As these trees mature, they will reduce the heat generated by paved surfaces and thereby reduce air conditioning needs and energy use in the home.
- D-D.21. Mature trees shall be preserved to the maximum extent feasible.

**Low Density and Medium Density Residential**

- D-D.22. Low-density and Medium-density projects involving 10 or more housing units shall include a minimum of 20% of net site area developed as landscaped open space, including front, side and rear yard areas required by the adopted Zoning Regulations. A minimum of 10% of net site area developed as landscaped open space, excluding required yard areas, shall be for the recreational use of residents.
- D-D.23. Low-density and Medium-density projects involving less than 10 housing units shall include a minimum of 10% of net site area developed as landscaped open space, excluding required yard areas, for the recreational use of residents.

- D-D.24. Low-density and Medium-density projects where a partial waiver is requested by the applicant for all or part of the recreation impact fees required by County ordinance, if adopted, all of the following areas and facilities shall be provided on a minimum of one acre of aggregate site area.
- a. Recreational open space for either passive or active recreation use, including at least one-half acre of automatically irrigated lawn area.
  - b. Court area involving any combination of area for tennis, badminton, volleyball, shuffleboard or similar hard-surfaced areas designed and intended exclusively for court games. Recreational swimming areas devoted primarily to swimming and wading may be substituted for court game area, including lap pools and training pools, and further including adjacent lawn area, decks, cabanas or similar facilities.
  - c. In-door building(s) and facilities, including meeting rooms, exercise rooms and dining rooms, for the recreation needs or project residents.
- D-D.25. All multi-family housing projects shall provide off-street parking for visitors at locations reasonably central to the units to be served at the rate of one space for each four (4) units. On-street parking spaces may be substituted for off-street visitor parking at the ratio of one space for each eight (8) units.

**Commercial (including Highway Service Commercial, Truck Related Highway Service Commercial, and Local Commercial)**

- D-D.26. Trash areas shall be screened and located away from adjoining residential neighborhoods.
- D-D.27. Existing mature trees shall be incorporated into the design of the project to the maximum extent feasible.
- D-D.28. Rooftop mechanical equipment, including satellite disks, shall be screened from public view by the use of architecturally compatible materials.
- D-D.29. Ground level mechanical and service equipment, including satellite disks, shall be screened using fencing, landscaping, walls, or a combination.
- D-D.30. Reduced parking and lot area/setback requirements may be considered in carrying out the overall intent of the Plan. All parking is to be at the rear or consolidated on a separate lot. Street parking may be credited towards required spaces. Reduced and shared parking is encouraged and is consistent with the overall intent of the Plan.



- D-D.31. All parking lots shall provide landscaping and shall be setback a minimum of ten feet from the street. The setback area shall be landscaped to screen parked vehicles from public view. To reduce the heat generated by the parking lot surface and thereby reduce air conditioning needs, the landscape plan shall include drought tolerant shade trees that will (after five years of growth) shade 50 percent of all paved surfaces.
- D-D.32. Landscaping and street trees shall be required for all new commercial development, including all parking lots.
- D-D.33. Parking requirements for truck stops shall satisfy the requirements for each proposed use as described in the County Zoning Regulations, in addition to one truck parking space for every 500 square feet of total building areas.

**Mixed Use**

- D-D.34. New mixed use development shall be subject to the development standards outlined under the Community Design Policies and the Multi-family Residential in this plan.
- D-D.35. New buildings should be built to the street and side property lines on both the east and west sides of the street similar to the illustration in Figure 9.
- D-D.36. New buildings with two stories are encouraged.
- D-D.37. Parking shall be prohibited between the street and the proposed buildings and in required side yards.
- D-D.38. Parking should be provided between new mixed-use development and the single family residential.
- D-D.39. Street trees shall be required at 50-foot intervals on both sides of the street. Lights shall be hooded, and located and designed to not shine off site. Illuminated highly reflective or mirrored signs within view of Interstate 5 shall be prohibited.
- D-D.40. The first floor of commercial buildings in the mixed use zone should be reserved for retail, restaurants, and offices with high visitor use. Other types of commercial, office and retail businesses, including residences, should be allowed on the upper floors. Second floor residential use is encouraged as a means for providing affordable housing and to assist in achieving financial feasibility of ground floor commercial development.
- D-D.41. Allowed uses in the mixed use zone shall include those described in the Community Commercial (C-2) Zone, of the County Zoning Regulations,

including residences and professional offices and other compatible uses prescribed through a Planned Development project.

**Industrial Development (including Agriculture Related Industrial)**

- D-D.42. Building setbacks should be proportionate to the scale of the buildings. Larger structures should be set back further on the lot to provide balance with open space and so that buildings do not impose upon neighboring properties.
- D-D.43. Access to new industrial development shall make use of common driveways to the extent feasible, reducing the number of driveways onto public streets and highways.
- D-D.44. Lights shall be hooded, and located and designed to not shine off site. Illuminated highly reflective or mirrored signs within view of Interstate 5 shall be prohibited.
- D-D.45. Large expanses of parking area to be avoided. Landscaping, including trees, shrubs and ground cover shall be provided throughout parking areas in accordance with County standards.
- D-D.46. All parking areas shall be visually screened from the street view. Landscaped berms and shrubs, combined with low walls, may be used to screen parking areas.
- D-D.47. Loading facilities should be located at the rear or side of the building and screened from view. When loading facilities are located on the front of the building they should be adequately screened and designed so that the loading areas do not dominate the view from the street.

**Community Design Program**

- 1. The County will amend its Zoning Regulations for Dunnigan as necessary to include or reference the development standards outlined in Community Design policies.

Responsible Agency/Department:	Planning and Public Works
Funding:	County General Fund
Monitoring:	Planning and Public Works

## PUBLIC FACILITIES AND PARKS AND RECREATION

The Public Facilities and Parks and Recreation section of the General Plan establishes goals, policies, and programs to insure that the provision of public services and facilities keeps pace with new development, and to help remedy present infrastructure inadequacies. This chapter also identifies public facilities desired by the residents of Dunnigan, and strategies to help pay for the infrastructure and facilities improvements needed over the time frame of the plan.

### General Services

Yolo County provides many of the public services in Dunnigan including law enforcement, planning, building inspection, and road and street maintenance.

The Dunnigan Water District provides agricultural water services, maintains fire fills and one fire hydrant in Dunnigan. The fire fills are dry part of the year. The boundaries of the water district are shown in Figure 10.

### Street Lighting

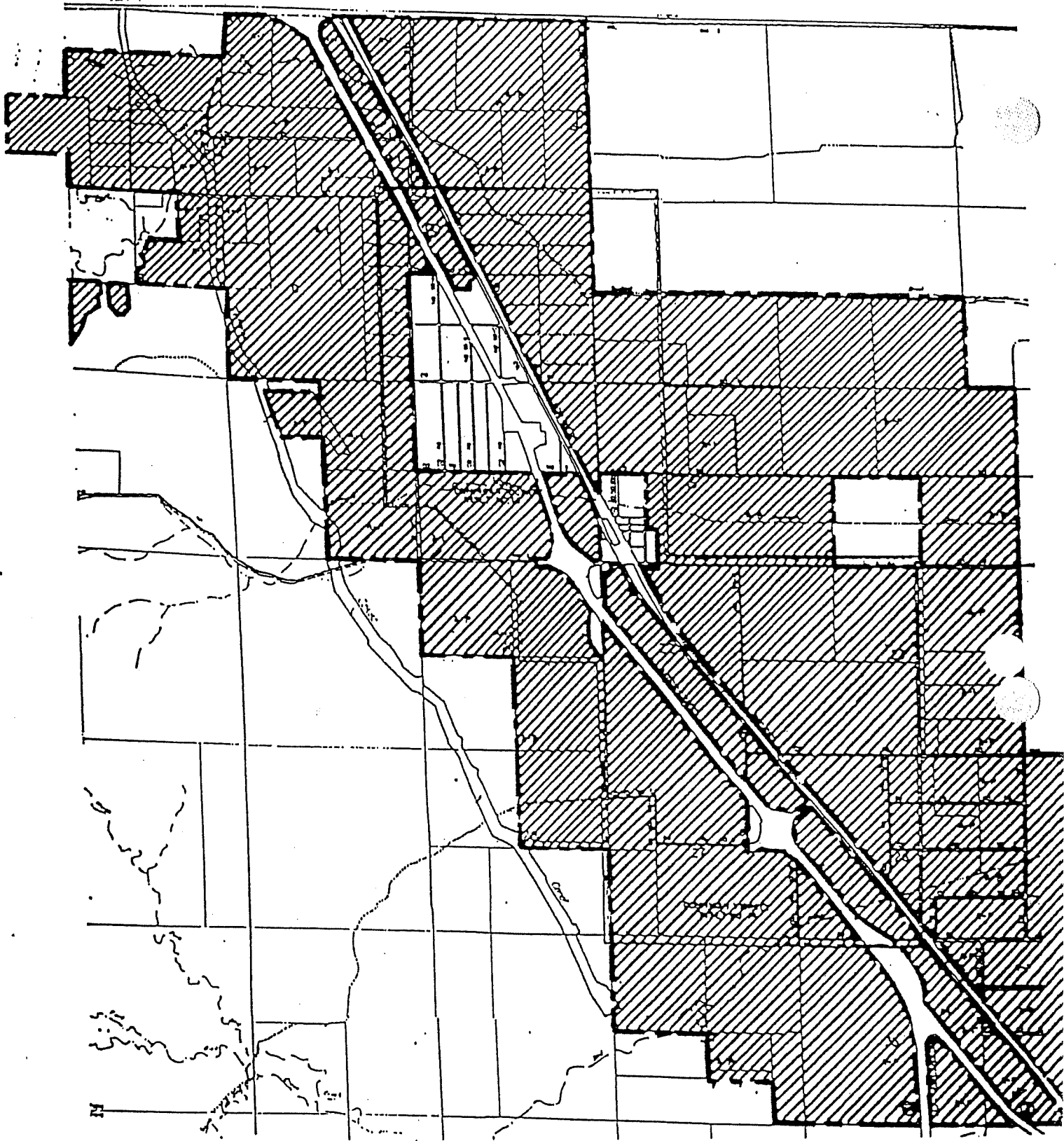
County Service Area 11 (CSA 11) is a dependent special district that was formed under the auspices of the Yolo County Board of Supervisors in response to Dunnigan residents' desire for street lighting and more local control over public services. The primary goal of the lighting is to identify street intersections that often become obscured by heavy fog. Thirty-five lights have been installed; there are no current plans to increase this number. The district encompasses about 605 acres. The boundary includes the Hardwood Subdivision and the Old Town area of Dunnigan. Under the correct circumstances this district could be expanded (as shown on Figure 7) to provide multiple community services.

### Pierce Union School District

Children from the Dunnigan area are bused to public schools in Arbuckle, about ten miles north of Dunnigan in Colusa County. The Pierce Union School District operates four schools, three of which are in Arbuckle: an elementary school (grades K-6); a junior high school (grades 7-8); and a high school (grades 9-12). The district also operates an elementary school in the community of Grimes. While technically below the State standards for overcrowding, all of the facilities are near capacity.

The district superintendent estimates that about 200 students originate from the Dunnigan area. The district at one time operated a school in Dunnigan, but that facility was closed because it was considerably more expensive to operate than busing the students to Arbuckle. The district has sold the old school site in Dunnigan, and has no plan to reopen a school in Dunnigan unless there was sufficient population to have full classes (30 students per class) for each grade level. For a kindergarten through sixth grade elementary school, this would require about 210 students.

In-fill residential development will result in more students attending the Pierce Union School District. State law allows school districts to collect fees to construct new facilities from new development.



**Figure 10 – Dunnigan Water District**

**Dunnigan Fire Protection District**

The Dunnigan Fire Protection District was officially organized in the mid-1940s to provide fire protection service to the Dunnigan area. The district encompasses a large portion of northern Yolo County; an area of approximately a 105 square miles as shown on Figure 11.

The Dunnigan Fire Protection District is a volunteer-staffed district. The district has about 23 volunteers including a fire chief, assistant chief, two captains and two lieutenants. The station is located in the Old Town area of Dunnigan. Fire fighting equipment includes two pumper trucks, one tanker truck, and four smaller brush/grass units. Water is supplied within the district by the Dunnigan Water District conveyance system. The district also maintains a resuscitator and inhaler for basic medical emergencies. The general condition of all the equipment is good, though some of the units are quite old. The fire district has a mutual aid agreement with other Yolo County fire districts to provide fire suppression services.

**Sewer and Water**

All homes in Dunnigan have domestic wells and septic tank leach field systems. Although there are several small shared water systems that serve several residences from common wells, there is no community water supply or sewer system. Some water quality problems exist in town, which may require the installation of a public water and/or sewer system.

**Solid Waste Disposal**

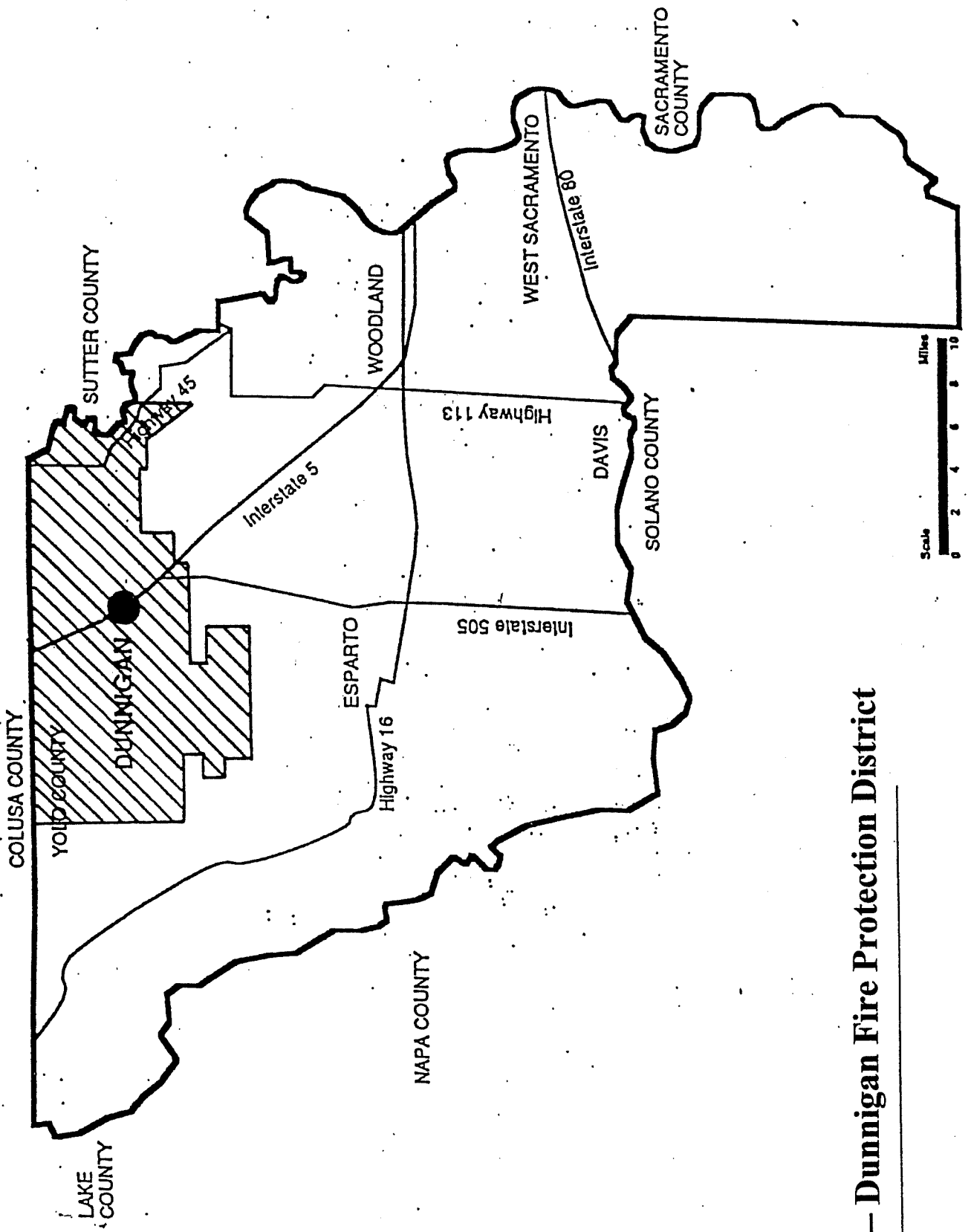
Solid waste disposal is provided to the Dunnigan area by private waste disposal carrier(s) franchise agreements with the County of Yolo. Most wastes are disposed at the Yolo County Central Landfill, which is located near the City of Davis. The landfill is projected to have a life expectancy beyond the year 2020.

**Health Facilities**

There are no medical or other health care services offered in the Town of Dunnigan. Health services are generally sought in Woodland or Davis. Emergency medical transport (ambulance service) dispatched from Woodland usually require 45 minutes to deliver a Dunnigan area resident to a Woodland hospital.

**Parks and Recreation**

There are no parks within the Dunnigan area. The old Dunnigan school site once provided recreation opportunities; however, since the school has closed this site has been closed to public access. The Camper's Inn Recreational Park, located on County Road 88, operates a nine hole, three par golf course. The course is privately owned, but open to the public year-round.



**Figure 11 – Dunnigan Fire Protection District**

### Public Services Issues

The old town in Dunnigan has a history of a nitrate problem in the drinking water. An elevated nitrate level was detected in a study conducted by Yolo County Environmental Health Services in 1982 and again in a Groundwater Pollution Study conducted by Wallace, Kuhl & Associates in 1993.

Both studies indicated that on-site septic systems, especially those that are old and in proximity to old water wells could be a major cause for the nitrate problem. Neither study however, precluded the possibility that the problem may be caused by other factors such as domestic or commercial agricultural practices, or other old and improperly constructed sewage disposal systems in the area.

Although nitrate contamination has been found in specific locations within the Planning Boundary area, the *Dunnigan Facilities Plan* states that a supply of good quality groundwater can be found in deeper aquifers where minimal treatment, if any, would be necessary.

Excess water and sewer capacity should be considered in the future to allow existing development in the Old Town area and Hardwood area to eventually use the collection and treatment facilities. The County can adopt an ordinance that includes the requirement that "improvements installed by the subdivider shall contain supplemental size, capacity, number, or length for the benefit of property not within the subdivision, and that those improvements be dedicated to the public (Govt. Code 66485)." The County would be required to enter into an agreement with the subdivider for reimbursement for costs in excess of the construction required for the subdivision.

The Dunnigan Facilities Plan recommends the development of a central wastewater facility and the eventual elimination of the existing individual septic tanks that serve the single family residential developments and the individual small pond systems that serve the commercial uses and mobile home parks. The Dunnigan Facilities Plan recommends development of a conventional gravity wastewater collection system. In such a system, the wastewater mains and individual services flow by gravity to the wastewater treatment plant. The recommended wastewater treatment process system would involve the use of aerated lagoons.

The County of Yolo has established a number of County Service Areas and Community Service Districts throughout the unincorporated County that provide public services, such as water, sewer, storm drainage, and road maintenance; the governing body for a County Service Area is the Yolo County Board of Supervisors. County Service Area No. 11 or formation of a Community Service District would likely be the water and/or sewer purveyor. County Service Area No 11 (CSA-11) was formed to provide street lighting for the Dunnigan area. The petition adopted by the Local Agency Formation Commission when the service area was formed allows CSA-11 to provide other urban services that may include water and/or sewer service. However, formation of a Community Service District would be preferable to serve new development.

- *Private or Community water supply and sewage systems will be required to accommodate new development.*

At the densities anticipated in the expansion areas, individual wells and septic systems are infeasible. Therefore, community water and sewer systems will be required in the designated expansion areas. In addition, if a public water and/or sewer system is deemed necessary to solve the nitrate problem in the existing town as described above, the capacity of the major water and sewer lines and of the sewer plant should be sufficient to accommodate the demand from these existing developed areas. If this approach becomes necessary, developers should be reimbursed for providing this additional capacity to solve existing problems.

- *More recreational facilities are needed.*

Organized recreation opportunities in Dunnigan are limited when compared with larger communities and cities. The kinds of facilities that could practically be provided include walking and hiking trails, nature preserves, and park and open space areas.

- *A comprehensive study is needed of the equipment, staffing, and facility needs of the Dunnigan Fire Protection District.*

The increase of commercial, industrial, and residential businesses will require a commensurate increase in fire-fighting capabilities. The Dunnigan Fire Protection District should conduct a study of the equipment, staffing, and facility needs of the fire protection district at full build-out of this plan. As a condition of approval, developers should pay for their fair share amount of the fire protection equipment and facilities to service their development.

- *A Sheriff's substation may be required with major commercial expansion.*

If a large amount of commercial and retail businesses locate in Dunnigan, there may also be an increase in law enforcement problems associated with this development. Prior to approving such projects, the County shall review law enforcement service needs generated by the new development. If the study concludes that cumulative impacts require a new substation in Dunnigan, developers should pay their fair share amount towards building such a facility to service their development.

- *Funding is necessary for public services improvements and desirable new facilities.*

New development is expected to pay its fair share for the cost of providing additional services. However, the cost of upgrading and expanding public services that serve the existing residents can not be shifted to developers. At the same time, the costs of new facilities to existing residents can not be so onerous that low-income families are forced to move. Funding options are identified in Section II(F): Economics and Fiscal Considerations.



**Public Services Goals, Policies, and Programs**

**Public Facilities Goals**

1. To provide the level of public services desired by the residents at an equitable cost.
2. To insure the provision of public services keeps pace with new development.
3. To expand recreation opportunities for Dunnigan residents.

**Public Facilities Policies**

- D-S.1. A publicly owned and operated community water and wastewater system should be created. A public agency should be the operating entity and appropriate fees charged to the users of the system to pay for ongoing management, maintenance and capital replacement costs. The boundaries of the County Service Area (CSA) shall be expanded to include only those lands shown for urban expansion by the Dunnigan General Plan prior to rezoning of agricultural parcels to urban use. Expansion of the Sphere of Influence and annexation to the Dunnigan Water District may occur at the same time.
- D-S.2. In-fill development will be allowed in the "Old Town" area and no more than one residential unit per lot will be allowed in the Hardwood Subdivision.
- D-S.3. Existing sewage oxidation ponds shall be allowed to remain in use as long as they meet the standards of design and operation adopted by the California Regional Water Quality Control Board. The conversion of these ponds to connect with any community sewer system developed in the future is encouraged.
- D-S.4. New water wells in the expansion areas shall be sealed to a depth sufficient to protect existing domestic wells subject to Environmental Health Services approval.
- D-S.5. The County shall not grant any zoning approvals which may result in the construction of residential housing capable of generating additional student population within Pierce Unified School District until one of the following occurs: 1) A landowner/developer enters into an agreement with the Pierce Unified School District, satisfactory to the Pierce Unified School District and the County, for the purpose of financing adequate school facilities to be made available concurrently with the need for such facilities; 2) Pierce Unified School District certifies to the County that the landowner/developer has made alternative arrangements to offset the project's impacts on the affected school district;

or 3) That the District otherwise has capacity to serve new student population anticipated to be generated by the project.

- D-S.6. The maximum density in the Hardwood Subdivision shall be limited to one residential unit per residential parcel until the installation of a water storage and distribution system, including fire hydrants, capable of delivering adequate fire flow as determined by the Fire Chief of the Dunnigan Fire Protection District has been completed.
- D-S.7. A Stormwater Pollution Prevention Plan (SWPPP) for the Dunnigan Area, as defined in the National Pollutant Discharge Elimination System (NPDES) shall be completed prior to development of any Expansion Area. The strategy of this plan should address residential, commercial and municipal programs. The strategy should insure that all regulated industries have and comply with their SWPPP.
- D-S.8. Health care and emergency services should be expanded in Dunnigan. Health care and emergency services should be planned to precede or coincide with the increase in the demand beyond current capacities as a result of development in accordance with the Dunnigan General Plan.
- D-S.9. Recreational opportunities must be made available concurrent with growth inducing development consistent with the Dunnigan General Plan, as amended. Provisions for adequate parks and recreational services in Dunnigan shall be achieved through community and/or specific planning efforts. Yolo County shall continue to acquire land utilizing the provisions of the Quimby Act.

**Public Facilities Programs**

- 1. A future water distribution system and/or sewer collection system shall be considered to be installed in the Old Town area and/or Hardwood Subdivision. The County will estimate the costs of providing these services and a plan for financing the costs. A funding vehicle developed by County staff may include a program to reimburse developers who provide excess capacity in the systems constructed by them.

Responsible Agency/Department:	Environmental Health, Planning and Public Works
Funding:	Community Development Block Grant
Monitoring:	Environmental Health, Planning and Public Works

## **ECONOMICS AND FISCAL CONSIDERATIONS**

This section describes financing options to pay for the services needed to implement the goals, policies, and programs of the General Plan. The discussion is deliberately general and is intended to provide an overview of financing options. The information presented will need to be further refined to produce a precise analysis of the actual cost of providing facilities and the specific financing options to be employed by the County and other affected special districts.

### **Economics of Commercial Development**

Highway related and local commercial development, as called for by the proposed Dunnigan land use plan, can have significant economic and fiscal impacts on the surrounding area. First, such development will create jobs for local residents. Second, some of the income earned by local residents will be spent in the area, thus increasing the level of economic activity. Finally, commercial development generally generates substantially more tax revenues for local governments than it costs to provide public services for such uses.

One of the goals of this plan is to balance the development of new housing opportunities in the Dunnigan area with the availability of jobs in the area. Due to the small number of existing commercial establishments in the area, there are currently many more residents in the Dunnigan area than there are jobs. While it is impossible to accurately estimate the number of jobs that will be created in Dunnigan under the proposed general plan, some averages derived from other areas may provide some insight.

In Expansion Area 1 (highway commercial area north of County Road 6 on the east side of the freeway) approximately 50 acres of land is available for highway service and general commercial type uses.

Jobs created will include many management, finance, and supervisorial positions; however, most jobs will be for relatively low paying clerks and salespersons.

Economists use multipliers to quantify the total economic activity that results from a given economic action. For example, if one spends a dollar in a doughnut shop, that dollar provides the baker with the opportunity to spend a dollar on shoes (or any other commodity). Various studies cite spending multipliers ranging from 1.5 to as high as 3.5, though a recent study cites 1.9 as a conservative figure. This suggests that for every dollar of wages, another 90 cents worth of economic activity will result.

Finally, one must consider the tax revenues generated by commercial development versus the cost of providing public services such as water and sewer, or police and fire protection. The largest contribution of commercial development will likely come from retail sales taxes, property taxes, and in case of motels and hotels, transient occupancy taxes.

Typically, when revenues from commercial development are weighed against the cost of public services needed by the development, most commercial development is shown to be fiscally

beneficial. Commercial development will need additional levels of police and fire protection; however, such uses generally require fewer parks, schools, and personal services than residential development. Combined with the significantly large revenues generated by commercial development, this fact generally causes commercial development to generate more revenues than expenses.

### **Sewer and Water Services**

New development shall not be allowed unless adequate water, sewer, and drainage facilities are available to serve the new development. New development will be required to pay for water and sewer facilities to adequately serve the development. These facilities should be planned to precede or coincide with any new development that is approved.

The old town in Dunnigan has a history of elevated nitrate levels in the drinking water. Elevated nitrate level was detected in a study conducted by Yolo County Environmental Health Services in 1982 and again in a Groundwater Pollution Study conducted by Wallace, Kuhl & Associates in 1993.

Both studies indicated that on-site septic systems, especially those that are old and in proximity to old water wells could be a major cause for the nitrate problem. Neither study however, precluded the possibility that the problem may be caused by other factors such as domestic or commercial agricultural practices and other old and improperly constructed sewage disposal systems in the area.

Although nitrate contamination has been found in specific locations within the Planning Boundary area, the Dunnigan Facilities Plan states that a supply of good quality groundwater can be found in deeper aquifers where minimal treatment, if any, would be necessary.

The Dunnigan Facilities Plan recommends the development of a central wastewater facility and the eventual elimination of the existing individual septic tanks that serve the single family residential developments and the individual small pond systems that serve the commercial uses and mobile home parks. The Dunnigan Facilities Plan recommends development of a conventional gravity wastewater collection system. In such a system, the wastewater mains and individual services flow by gravity to the wastewater treatment plant. The recommended wastewater treatment process system would involve the use of aerated lagoons.

Concurrent with new development, excess water and sewer capacity should be considered to allow existing development in the Old Town area and Hardwood area to eventually use the collection and treatment facilities.

The County can adopt an ordinance that includes the requirement that "improvements installed by the subdivider shall contain supplemental size, capacity, number, or length for the benefit of property not within the subdivision, and that those improvements be dedicated to the public (Govt. Code 66485)." The County is required to enter into an agreement with the subdivider for reimbursement for costs in excess of the construction required for the subdivision.

### Fire Protection Services

The Dunnigan Fire Protection District budget is around \$91,000.00 per year, of which about half pays for worker compensation and liability insurance. About half of the budget revenues are derived from secured property taxes, with the remainder coming from special district augmentation funds and other sources.

### Schools

State law allows school districts to collect fees from new commercial and residential development. An additional fee may also be charged if required as a mitigation measure to compensate the school district for a "significant environmental effect" to the district generated by the new development in accordance to the California Environmental Quality Act and Guidelines. The Pierce Unified School District will assess whether they have the appropriate capacity in their District to accommodate new growth in the Dunnigan area; or, Alternatively whether a new school would be warranted in Dunnigan.

### Countywide Fees for Services

In 1991 the County of Yolo enacted a Countywide development impact fee ordinance (Ordinance No. 1119, County Facilities Authorization and Fee) that is levied upon all new development in the cities and unincorporated areas. The revenue from this fee is used to construct County operated public facilities that serve the entire County, such as social services, criminal justice and health services, etc.

### Economics and Fiscal Issues

- *Yolo County has limited funding resources to construct necessary infrastructure, therefore the developers of new residential, commercial, and industrial areas shall construct or contribute funds toward the construction of such facilities.*

Dunnigan lacks many of the facilities needed to support development. The Yolo County General Fund cannot carry the financial burden of providing the support facilities. A variety of financing options will have to be implemented by the County to finance infrastructure improvements in the Dunnigan area, including developer land dedications, and monetary dedications.

- *Funding for services to address the needs of existing residents should carefully analyze how to minimize impacts on low-income households.*

Many people in Dunnigan live in low income households. Fees or charges for new services should not be so onerous as to force low-income people to move to less expensive areas.

**Economics and Fiscal Goal and Policy**

**Goal**

1. To provide funding for necessary or desired public facilities and services.

**Policy**

- E.1. In all expansion areas, new roads and drainage systems needed to serve new development shall be provided by the developer.
- E.2. Where appropriate, new roads and drainage systems needed to serve new development should be sized and designed to allow existing development in the Old Town and Hardwood Subdivision to eventually use the new roads and collection and treatment facilities.
- E.3. Increased revenues produced by Development within the scope of the adopted Dunnigan General Plan, as amended, should be encouraged to be reinvested into the Dunnigan community for the establishment and/or provisions of sustained services for the Dunnigan community.

**Economic and Fiscal Program**

Programs are covered in other sections of the plan, notably land use and circulation.

### III. CONSERVATION

The lands surrounding Dunnigan possess diverse natural resources that include fertile soils, seasonal creeks, beautiful trees and clean air. If the rural character and quality of life enjoyed in Dunnigan are to be preserved, the General Plan must contain policies and programs that protect and conserve these valuable resources in and around the town. The Conservation chapter of the General Plan addresses these issues.

#### NATURAL RESOURCES

##### Plants and Animals

The Dunnigan area has two major plant communities--those associated with open agricultural land and those related to riparian corridors--although some oak woodland-grassland remains in the west part of the Planning Area.

The agricultural land was originally an oak woodland-grassland community. With the advent of the early settlers, much of the land was converted to farming and livestock raising. Farm land provides cover for a variety of animals, birds, reptiles, and amphibians.

The riparian communities are located along Buckeye Creek, Dunnigan Creek and Bird Creek. Buckeye Creek is dominated by willow trees. The Bird Creek and Dunnigan Creek riparian corridors are relatively absent of trees. Saturated soils or higher water tables limit the type of tree species found here. Periodic use of herbicides has also limited the natural progression of shrubs and grasses found along the creeks. The riparian corridor along Dunnigan Creek between County Road 88 and I-5 was altered from its natural state when material from this area was used for fill during construction of I-5.

##### Soils

The U.S. Department of Agriculture, Natural Resources Conservation Service has developed a system for placing soils in land capability classes. The system uses a scale from I to VIII, with Class I having the most desirable characteristics and Class VIII having the least desirable characteristics. Soils Classes I and II are considered prime agricultural land. Class I soils are very deep and well drained, with moderately fine texture on nearly level topography. Class II soils are also prime agriculture land but may have minor problems, such as inferior drainage, too fine a texture, or a slight slope (between 0% and 2%). Class III and Class IV soils have additional restrictions (slopes, drainage, texture), but may still be suitable for agriculture. Class V and VI are generally unsuitable and unarable because of excessive slopes or rocky soils.

In an effort to monitor the amount and productivity of the State's farmlands, the State of California Department of Conservation has mapped soils that it considers to be "prime" and of "statewide importance." Almost all of the soils surrounding Dunnigan are considered "prime" on the State Important Farmland Map. The *Background and Environmental Setting* report

(Appendix A) contains a more complete discussion of the soils and important crops grown in the area surrounding Dunnigan.

### **Air Quality**

Dunnigan enjoys relatively clean air, but occasionally experiences high levels of ozone and other pollutants that are transported from the Sacramento area. More localized sources of air pollution include dust and smoke from agricultural operations as well as vehicular emissions associated with Interstate 5.

The *Background and Environmental Setting Report* (Appendix A) contains a more detailed discussion of air quality in the Dunnigan area.

### **Visual Resources**

The Dunnigan Planning Area consists largely of a rural, agricultural landscape containing grazing land, orchards, cultivated fields, and rural home sites. Developed areas occur in the town itself and at the I-5 interchange. The Dunnigan Hills provide a scenic backdrop to the area west of Interstate 5. On clear days, the Sutter Buttes to the east are visible as well. It is important to Dunnigan residents to preserve the rural setting of the area.

### **Groundwater**

Dunnigan lies within the Colusa Groundwater Basin. This basin extends from the Yolo-Colusa County line on the north to Cache Creek on the south and between the eastern slopes of the Dunnigan Hills on the west to the Sacramento River on the east.

Water table measurements regularly taken from three wells located between County Road 99W and I-5 provide a reasonable assessment of general ground water conditions throughout the planning area. Measurements have been taken since 1926 during the wet winter and late dry summer conditions. All wells exhibit declining ground water levels over time with greater fluctuations during the summer months, when ground water pumping for agricultural lands in the area are at their highest level.

Since the Dunnigan Water District began delivery of surface water to agricultural uses from the Tehama-Colusa Canal, fluctuating ground water levels in the Dunnigan area have stabilized and in some cases ground water levels have risen. Since 1981 a trend of higher ground water levels has been noted with some areas increasing as much as 20 feet.

As noted earlier, the County's Environmental Health Services has surveyed a number of small public water systems in the Dunnigan area and found nitrate levels that exceed State and Federal standards.



### Natural Resource Issues

- *Expansion of the town will result in the loss of some fertile agricultural soils.*

If Dunnigan is to expand in accordance with the goals, policies, and programs of the General Plan, it will do so on agricultural land. The continued potential for agricultural production will be effectively lost. Much of the surrounding agricultural land is maintained as agriculture and restricted from any urban development. This topic is also discussed in the *Land Use* section beginning on page 10.

- *The continued development of the town will contribute to the incremental area-wide deterioration of air quality.*

In February, 1992, the Boards of Supervisors of Solano and Yolo Counties adopted a Clean Air Plan as required by State law. The plan contains strategies for attaining the pollutant emission reductions required by the California Clean Air Act, which focus on reducing dependence on the automobile as the primary mode of transportation. Under the Dunnigan General Plan, pollutant emissions would increase as commercial and industrial development occurs and as the population grows. Therefore, it is important for the General Plan to contain policies and programs that further the goals of the Clean Air Plan and help achieve the air quality standards mandated by State and Federal laws.

- *The storage of inoperable automobiles and other debris in yards detracts from the attractiveness of the town.*

Dunnigan is a rural community where cars and farm machinery are sometimes repaired and stored at residences. The storage of old cars and other materials that are visible from the streets diminish the attractiveness of Dunnigan. Better property maintenance standards and enforcement are needed.

- *Development along the I-5 corridor has in some instances contributed to visual blight when viewed from the highway.*

This topic was introduced in the *Land Use* section to establish the basis of setbacks from Interstate 5. Development that has occurred along the highway in the past has not been subjected to any kind of design review for visual impacts. Setbacks and vegetative screening can help to break up and soften visual impacts. Also, clustering requirements combined with open space easements or dedications can be used to direct development into appropriate areas while maintaining large frontage areas in open space.

- *Riparian vegetation and oak trees should be protected.*

The native tree species in the Dunnigan area are oaks. These trees provide shade and shelter; they are an important part of the biotic community. Preserving oak trees will help to maintain the oak/savannah habitat of the area.

Other trees such as willows and cottonwoods grown along creeks. These corridors of trees and other plants are visually pleasing, as well as ecologically valuable, and should be protected.

- *There are thick groves of eucalyptus trees in the Hardwood Subdivision that provide some benefits to the community, but also present a fire hazard to residents.*

The eucalyptus groves in the Hardwood Subdivision are very dense in some areas. On the positive side, these trees provide shade and a windbreak for homes in the area. Harvesting the trees as firewood provides a source of fuel for some of the residents. Unfortunately, the trees can also present a fire hazard to residents.

### ARCHAEOLOGICAL, CULTURAL, AND HISTORICAL RESOURCES

No archaeological sites have been identified in the Dunnigan area. However, should development in the Dunnigan Area encounter an archaeological resource, the Yolo County Planning and Public Works Department must be contacted. Developers are required by State law to stop any digging or excavation work immediately and contact the County. The County then refers the matter to individuals at California State University at Sonoma or another appropriate group to survey and examine the site to determine the proper safeguards so that development may proceed.

The County of Yolo has identified eight residences and buildings within the Dunnigan area as historic resources. Two of these properties are eligible for nomination to the National Register of Historic Places. If the properties were placed on the national register, additional grants and funds (as well as additional regulations) would be available to preserve the structures.

The *Background and Environmental Setting* report (Appendix A) contains a more complete discussion of the archaeology and history of the town, and an inventory of historic buildings.

### Conservation Goal, Policies, and Programs

#### Goal

1. To protect the town's natural, cultural, visual, and historical resources.
2. To continue neighborhood clean-up programs and activities coupled with increased efforts of code enforcement in accordance with the Yolo County Zoning provisions and Dunnigan General Plan.

#### Policies

- D-CON.1. Appropriate trees within the public right-of-way are to be retained and new street trees planted and maintained. Oak trees shall be protected from damage or removal. New development shall be designed to preserve oak trees. Only trees

which are either badly diseased, disruptive of street improvements because of root growth, result in significant economic damage, or dangerous to the public shall be allowed to be removed. The installation of street trees shall be made a condition of approval of residential, commercial, industrial and institutional development along such streets.

Adequate setbacks shall be provided around the base of all oak trees to be retained, with grading, construction, and creation of impervious surfaces generally restricted within the dripline of individual trees. Any landscape improvements within the dripline of trees to be retained should be designed by a landscape architect familiar with the sensitivity and growing requirements of native oaks, and should ensure that drainage modifications or proposed irrigation does not damage the tree root systems.

- D-CON.2. The County shall prohibit development in or damage to the existing riparian habitats along Buckeye Creek, Bird Creek, Dunnigan Creek and Azevedo Draw to the east of County Road 89.
- D-CON.3. Trees that contain nests for Swainsons' Hawk shall be protected in accordance to the California Endangered Species Act and the California Department of Fish and Game Guidelines for the species.
- D-CON.4. Residential development projects larger than 10 dwelling units, and any commercial and/or industrial projects of more than 10,000 square feet, shall implement measures to reduce air quality emissions resulting from implementation of the project to the satisfaction of the Director of Planning and Public Works. This may include the use of offsets (such as retiring older vehicles from within the air basin), or the use of other Transportation Control Measures.
- D-CON.5. Policies and programs that promote the use of alternate forms of transportation shall be encouraged as a way to conserve air and energy resources. Public transit to surrounding communities, especially Woodland, shall be improved as a way to reduce dependence on the automobile and to conserve air and energy resources.
- D-CON.6. Properties shall be maintained in an orderly fashion, including the removal of old cars, dead vegetation, trash, and other materials that are visible from the street.
- D-CON.7. If the development of a site uncovers cultural resources, the recommendations of Section 21083.2, Archaeological Impacts of the California Environmental Quality Act and Guidelines shall be followed for identification, documentation and preservation of the resource. The developer shall contact the Director of the Planning and Public Works Department immediately if uncovered cultural resources are found.

- D-CON.8. Historically or architecturally significant buildings should not be demolished or substantially changed in outward appearance, unless doing so is necessary to remove a threat to health and safety and other means to avoid the threat are infeasible in accordance with the Yolo County Zoning Regulations and California Environmental Quality Act.
- D-CON.9. Through the environmental assessment and review process, the County shall encourage developers to limit fireplace installations in new projects, and encourage the use of EPA Phase II-Certified woodstoves and fireplaces, LPG-fired fireplaces, pellet stoves, or other devices which minimize emissions.
- D-CON.10. New development in close proximity to Interstate 5 shall be subject to design review in accordance with the goals, policies, and programs of the Dunnigan General Plan, Yolo County General Plan and Yolo County Zoning Ordinance.
- D-CON.11. The Yolo County Planning and Public Works Department shall progressively enforce adopted Dunnigan General Plan policies, goals, and programs, as amended, through increased code enforcement measures in accordance with the Yolo County Code.

**Conservation Programs**

1. New development projects that occur within a riparian corridor shall be requested to participate in a riparian corridor preservation program. Such a program may include the following components:

- Maintenance requirements and procedures for property owners that front along creek corridors.
- Maintenance requirements and procedures to allow for public use of the Dunnigan Creek Open Space area.
- Vegetation protection and removal standards and the penalty for non-compliance.

Responsible Agency/Department:	Planning and Public Works
Funding:	Development Funding
Monitoring:	Planning and Public Works

2. The County will continue to enforce zoning regulations relating to property maintenance.

Responsible Agency/Department:	Planning and Public Works
Funding:	County General Fund
Monitoring:	Planning and Public Works

## IV. SAFETY

The Safety section of the General Plan identifies areas subject to natural or human-made hazards, and establishes goals, policies, and programs to protect people and property from their effects. This chapter also discusses ways to improve public safety and the provision of public safety services.

### NATURAL HAZARDS

Dunnigan is located on relatively flat farmland in the west central Sacramento Valley; few natural hazards affect the area. However, there are two forms of natural hazards that can affect the town: flooding and seismic (earthquake activity).

#### Flooding

During periods of heavy rains, saturated soils combined with high water levels in the Sacramento River and Colusa Basin Drainage Canal can slow drainage from the planning area, resulting in backup and overflow of Dunnigan and Buckeye Creek's banks near their confluence with the canal.

Other drainage problems include ponding in the Hardwood Subdivision west of I-5 and a smaller area of ponding east of and adjacent to the Southern Pacific Railroad tracks at County Road 4. Bridge locations crossing creeks subject to 100 year storms are also subject to potential flooding where their design prohibits 100 year storm flows causing access problems during periods of heavy rain. There are several such locations along Dunnigan and Buckeye Creeks.

Areas subject to flooding and localized ponding of stormwater drainage are shown on Figure 12.

#### Seismic Safety

Major earthquake faults that may impact Yolo County include the San Andreas Fault Zone along the Pacific Coast and the Bear Mountain and Melones Fault Zones located to the east along the Sierra Nevada mountains.

The Index to Official Maps of Earthquake Fault Zones, "Fault-Rupture Hazard Zones in California, Special Publication 42, Revised 1997" prepared by the California Department of Conservation Division of Mines and Geology (State Geologist) delineate the County of Yolo's only active earthquake fault zone within Quadrangle – Jericho Valley 83. This earthquake fault zone is located in extreme northwest Yolo County within the Little Blue Ridge near the junction of the Yolo County, Lake County, and Napa County boundary lines.

There are other locally known fault zones in Yolo County; the Midland fault zone and the Capay Valley zone. The Midland zone is located between the Town of Winters and the Coast Range in the southwest corner of the County. It includes a number of relatively small faults. The Capay Valley area has two major faults. The Sweitzer fault is located just below the ridge of the Capay

Hills paralleling the valley. The Eisner fault is located at the upper end of Capay Valley just below the Sweitzer fault.

The Dunnigan Fault was identified in 1987 lying west of the planning area, paralleling the Dunnigan Hills. The age of the most recent activity along this fault has not been verified. Two inferred, or concealed, faults have also been identified by the State Department of Mines and Geology in this area, paralleling I-5, west of the highway.

An 1892 earthquake centered in the area between Vacaville and Winters was assigned a Mercalli scale intensity of IX and caused considerable damage to the town of Winters. The Dunnigan area has the potential to experience an earthquake of Mercalli scale intensity VI magnitude or greater based on projects from historical data and geologic conditions in the area. An earthquake of this magnitude may cause minor damage to weak plaster or unreinforced masonry buildings, but should not cause damage to properly constructed modern buildings.

Earthquakes can cause landsliding, subsidence, ground displacement, ground shaking, and dam and levee failure. The following discusses the likelihood of these in Dunnigan.

*Landsliding.* The Dunnigan Planning Area is relatively flat and would not be affected by landslides from unstable slopes.

*Subsidence.* Subsidence is the settling or sinking of land with little or no horizontal motion. Ground water pumping may cause localized areas to subside, as documented in other parts of the Central Valley but this is not likely given the known soil and ground water conditions in the Dunnigan planning area. No significant areas of subsidence have been reported nor are expected in the Dunnigan area.

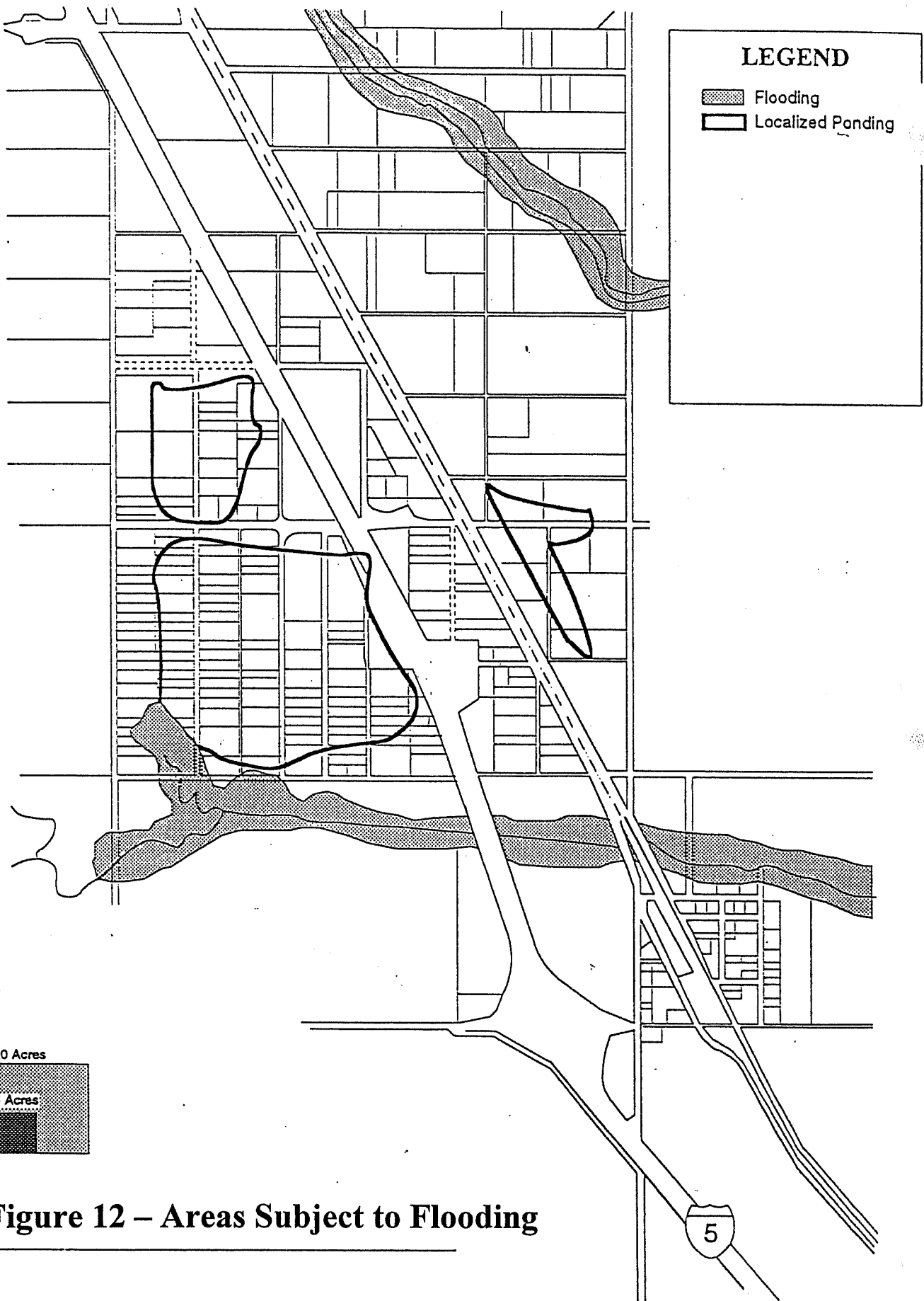
*Ground Displacement.* Major earthquakes in California have caused significant surface displacement. Analyses by the State of California have not identified surface displacement hazards in the area.

*Ground Shaking.* The Dunnigan planning area may be subject to ground shaking during an earthquake. Damage to structures caused by an earthquake depends upon distance to the epicenter; earthquake magnitude and duration; soil characteristics; ground water levels; building materials, height and construction technologies. The soil characteristics of the Sacramento Valley, including the Colusa Basin, will transmit shock waves generated by an earthquake. A large magnitude earthquake near the Dunnigan area could create strong ground shaking that could affect local buildings.

Many one and two-story wood structures with good foundations will survive the ground motions generated by even a strong earthquake. The flexibility of the materials and construction methods used allow for some degree of movement without total collapse. Conversely, unreinforced brick or masonry buildings tend to be more rigid and may be hazardous during an earthquake.

*Liquefaction.* Liquefaction occurs in areas when saturated soils exposed to ground shaking become temporarily liquid and cause the soil to lose its ability to support structural loads. Ground saturation in the Dunnigan planning area would not be anticipated except in areas where high ground water has been noted.

*Dam and Levee Failure.* The Dunnigan area may be impacted by failure of the Oroville Dam in Butte County and Lake Shasta Dam located in the northern Sacramento Valley. The approximate area of inundation lies within a mile of the eastern edge of the Dunnigan Planning area boundary as shown on the Oroville Facilities Emergency Action Plan F.E.R.C. Lic. No. 2100, Revision No. 6 and Central Valley project Shasta Dam Inundation Map, Source: USGS 7.5 Minute Quadrangle Maps. Projection: UTM, Zone 10.



**Figure 12 – Areas Subject to Flooding**



**Natural Hazard Issues**

- *The flat topography and lack of a comprehensive drainage system in the town have resulted in localized flooding from the ponding of water after heavy rains.*

Localized ponding and flooding can be remedied through properly engineered flood control and drainage systems.

- *Dunnigan could be subject to seismic shaking in a large earthquake or nearby faults.*

New construction codes in California have design requirements to withstand medium to large size earthquakes. These codes are likely to be sufficient to protect new structures in the Dunnigan area.

**Natural Hazards Goal, Policies, and Program**

**Natural Hazards Goal**

1. To protect the lives and property of the residents of Dunnigan from unnecessary risk due to flooding, earthquakes, and other natural and human made hazards.

**Natural Hazards Policies**

- D-HZ.1. New development shall be prohibited in areas with sensitive environmental characteristics, or where natural or human-caused hazards pose a significant threat to safety and property.
- D-HZ.2. Any new development proposal in the town shall include a drainage plan. The drainage plan shall provide facilities, including detention basins designed to accommodate a one hundred (100) year, twenty-four (24) hour storm event. Incremental stormwater flows created by development shall be detained within the development. The incremental flow is the difference between pre-development and post development stormwater design flows.
- D-HZ.3. Any project in a Flood Zone A as shown on the Federal Flood Insurance Rate Map (F.I.R.M.) shall provide detailed mitigation plans for the protection of lives and property from flooding, meeting Federal flood insurance standards. The project shall be in compliance with the adopted County Flood Protection Regulations.
- D-HZ.4. The County shall maintain drains and ditches in the public right-of-way.

- D-HZ.5. All property owners shall be required to maintain private creeks and sloughs for the free passage of storm water.
- D-HZ.6. The seismic safety standards contained in the Uniform Building Code shall be enforced.
- D-HZ.7. Developers of all Expansion Areas shall provide adequate flood protection for the development, including the construction of any off-site facilities required for such flood protection.
- D-HZ.8. The County will assist a developer in acquisition of needed rights-of-way for flood protection facilities located off the project site, including the use of eminent domain proceedings. All costs shall be born by the developer.
- D-HZ.9. The developers or successors shall maintain all flood protection facilities construction for their projects which are not accepted for maintenance by the County. Such maintenance shall be defined in the entitlements for each development.

## PUBLIC SAFETY AND EMERGENCY SERVICES

### Emergency Response

Emergency response includes fire, police and ambulance services.

Law enforcement in Dunnigan is provided primarily through the Yolo County Sheriff's Department. Telephone calls for services are routed to the dispatch at the Yolo County Communications Emergency Services Agency in Woodland. From this point, deputies are assigned to respond.

The California Highway Patrol provides limited services to the Dunnigan area. Wireless phone calls for service involving the use of 911 are sent to the California Highway Patrol's communications dispatch in Sacramento.

The Dunnigan Fire Protection District is a volunteer staffed district which provides fire protection and medical emergency services to an approximate 105 square mile area. Fire district staffing consists of 23 firemen. Several of the volunteers have emergency medical technician training. The fire district has a mutual aid agreement with other Yolo County fire districts to provide fire suppression services.

There is no medical care in Dunnigan; the nearest hospital is in Woodland. The nearest ambulance service is also in Woodland. Non-life threatening calls can take as long as one hour from the initial call to delivering a person via ambulance to the hospital in Woodland. For life threatening emergencies, the fire department or the California Highway Patrol will call Life Flight, a medical-helicopter service based in Sacramento.

See also the Public Facilities chapter.

### Health Facilities

There are no medical or other health care services offered in the Town of Dunnigan. Health services are generally sought in Woodland or Davis for complicated or extensive medical treatment.

### Safety Issues

- *Emergency medical services may need to be expanded, including a first aid facility in new major commercial projects.*

Emergency medical services are limited in Dunnigan. If major commercial complexes are developed attracting hundreds of worker and shoppers some onsite emergency first aid facility may be required.

- *The relative isolation of the town has resulted in long response times for ambulance service.*

The Town of Dunnigan has no medical and other health care services. Health services are generally sought in Woodland or Davis for any complicated or extensive medical treatment. Ambulances dispatched from Woodland can take up to an hour to deliver a Dunnigan area resident to a Woodland hospital. As a result of the time lag, many people choose to drive the injured or ill into Woodland rather than rely on an ambulance. For these reasons, emergency medical technicians (EMTs) are needed to serve the Dunnigan area.

- *Immediate or timely response by the Sheriff's Department is not always possible.*

The Sheriff's Department covers all of the unincorporated areas of Yolo County. The time it takes an officer to arrive to an emergency call can vary greatly, depending on proximity of a patrol vehicle. The County should evaluate if a Sheriff's substation is warranted in Dunnigan to serve new development envisioned by this plan.

- *Additional development will necessitate upgrading fire fighting facilities.*

As new development occurs, the Dunnigan Fire District will need to acquire new equipment and facilities.

## Safety Goals, Policies, and Program

### Safety Goals

1. To provide adequate fire and police protection;
2. To shorten emergency response times within practical limits of funding and staffing;
3. To undertake appropriate measures that lessen the possibility and severity of fires;

### Safety Policies

- D-PS.1. All proposed development within the jurisdiction of the Dunnigan Fire Protection District shall be reviewed for fire safety standards by the Fire Chief or designee, including the provision of adequate water pressure for fire suppression, and adequate egress and ingress.
- D-PS.2. The County shall require fire-proof roofs on single family dwellings in the Hardwood Subdivision.
- D-PS.3. Homeowners shall be required remove all weeds and hazardous debris from their property.

- D-PS.4. Sheriff's department staffing shall be maintained at a level consistent with the officer-to-population ratio established by the Board of Supervisors.
- D-PS.5. New development shall pay the appropriate fees including, but not limited to: Dunnigan Fire District Fees, Pierce Unified District Fees, and Community Service Facilities Fees.

**Safety Program**

- 1. The Dunnigan Fire Protection District will train and maintain certification of a sufficient number of emergency medical technicians to serve the community. The Fire Chief will investigate the possibility of receiving State funding for this program. The rationale for the funding is that many of the responses are for accidents along Interstate 5.

Responsible Agency/Department:	Fire Protection District
Funding:	Fire District General Fund, Developer Funding
Monitoring:	Fire Protection District

**NOISE**

Excessive noise is a form of pollution that has measurable adverse effects on human health. This section of the General Plan supplements the Noise Element of the Yolo County General Plan and addresses how noise levels will be minimized to preserve the quiet environment of the town.

Environmental noise is frequently measured in decibels (dB). The A-weighted decibel (dBA) refers to a scale of noise measurement which approximates the range of sensitivity of the human ear to sounds of different frequencies. On this scale, the sound level of normal talking is about 60 to 65 dBA. The Yolo County General Plan sets the upper limit of "clearly acceptable" noise levels for residential areas at 60 dBA.

The primary noise source generators currently in Dunnigan are I-5 traffic and freight trains moving along the Southern Pacific railroad tracks parallel and east of County Road 99W. The Town of Dunnigan contains many residences subject to such noises. There are several other noise-sensitive land uses in the planning area including two mobile home parks, two motels and various enclaves of residential units located a short distance from the freeway. The balance of the planning area is considered agricultural and rural residential on larger parcels of land.

It is the County of Yolo's policy to review all new developments, public and private, for noise compatibility with surrounding uses to protect the occupants of nearby lands from undesirable noise levels. The County discourages new residential development in areas subject to legal, long term, excessive noise. The County may require noise reduction, avoidance, or mitigation as necessary.

**Noise Issues**

- *Noise levels in and around the town are likely to increase as a result of increased urban development and traffic within Dunnigan itself and along Interstate 5 in general.*

Although the Dunnigan area is rural and sparsely settled, Interstate 5 is traveled by numerous large trucks and automobiles. The proximity of homes to the Interstate creates noise issues. As traffic on I-5 increases, there will be increased levels of noise.

- *Uses that are sensitive to noise, such as residential areas and schools, should be protected from excessive noise from traffic.*

The General Plan designates residential areas that are near I-5. As these properties develop, there will be a need to mitigate the impacts of noise on the residences.

- *Residents near the CalTrans rest stop along I-5 have experienced nighttime noise disturbances from trucks idling at the rest stop and from compressors on refrigerated trucks.*

The rest stop is operated by CalTrans, the County cannot directly influence the use of the property. The County can request that CalTrans implement programs to reduce noise effects on surrounding properties.

**Noise Goal, Policies, and Programs****Goal**

1. To preserve the quiet, rural setting of the town and protect residents from exposure to excessive noise.

**Noise Policies**

- D-N.1. Areas within the town shall be considered noise impacted if exposed to existing or projected noise levels on the exterior of buildings that exceeds 60 dB. New development of commercial, industrial or other noise generating land uses shall not be permitted if resulting noise levels shall exceed 60 dB in areas where residential or other noise-sensitive land uses exist or are planned.
- D-N.2. Noise analysis and mitigation, if deemed necessary, shall be required for new residential projects located near County Road 99W, the freeway and the railroad line.
- D-N.3. New development shall mitigate outdoor and indoor noise levels for existing residences that would be exposed to an increase in noise level of five dBA or more and would be exposed to an  $L_{dn}$  in excess of 60 dB.

D-N.4. Noise sensitive land uses shall not be allowed where the noise due to nontransportation noise sources will exceed an hourly  $L_{eq}$  of 55 dB between 7:00 am and 10:00 pm and 50 dB between 10:00 pm and 7:00 am.

**Noise Programs**

1. The County will continue to enforce the policies contained in the Noise Element of the Yolo County General Plan.

Responsible Agency/Department:	Planning and Public Works
Funding:	County General Fund
Monitoring:	Planning and Public Works

2. Development standards will be implemented as a way to mitigate the effects of noise on new development.

Responsible Agency/Department:	Planning and Public Works
Funding:	Developer Funding
Monitoring:	Planning and Public Works

3. The County will request that CalTrans install noise mitigations at the existing Interstate 5 rest stop. CalTrans should conduct an analysis to determine the most cost effective mitigation techniques. Possibilities include re-striping parking areas; building berms or solid walls between the rest stop and the residences.

Responsible Agency/Department:	Planning and Public Works
Funding:	County General Fund
Monitoring:	Planning and Public Works

## V. IMPLEMENTATION

The process of implementing or carrying out the goals, policies, and programs of the Dunnigan General Plan will require the completion of a series of steps. Table 4 highlights the key implementation actions. The implementation process will begin with the formal adoption of the plan itself by the Board of Supervisors and the certification of its environmental impact report (EIR). The EIR identifies the environmental consequences that will likely result if further land use and development occurs in Dunnigan as envisioned by the Dunnigan General Plan.

### **Environmental Impact Report and the General Plan**

The Draft Dunnigan General Plan and Specific Development Projects EIR (SCH #93053066) considered the environmental impacts that could result from the adoption of the Draft General Plan (as of October, 1995) and three specific projects: The Dunnigan Village project, the Dunnigan Park project, and the Aulman Property project. The Dunnigan Village project was removed from consideration in the draft General Plan during the September 3, 1997 Yolo County Planning Commission meeting by the Planning Commission due to the extensive "significant environmental effects" it presented to the town. The Dunnigan Park project and the Aulman Property project lay in wait pending completion of the Dunnigan General Plan. These two properties are within the proposed expansion areas and may develop in accordance with this General Plan. However, adoption of this General Plan does not automatically grant approval of either project.

The draft EIR has been prepared pursuant to the California Environmental Quality Act, Public Resources Code, section 21000 et seq. (CEQA) the State CEQA Guideline, Code of California Regulations, Title CIV, Section 15000 et seq. (The CEQA Guidelines), and the environmental guidelines of Yolo County. The EIR was designed to be a program EIR, as defined by the State CEQA Guidelines. According to Section 15168 of the guidelines, a program EIR is an EIR prepared on a series of actions that constitute one large project and are related geographically as a logical part in the chain of contemplated actions, in connection with the issuance of rules, regulations, plans, or other criteria, or as individual activities carried out under the same authorizing statutory or regulatory authority.

Program EIRs are best suited to assessing a series of actions that constitute one large project and:

- Are related geographically, as would be the case in establishing the proposed land use pattern for the Town of Dunnigan.
- Are logical parts in the chain of contemplated actions, as would be the case when development anticipated by the Draft Dunnigan General Plan, proposed and then reviewed and approved by the County of Yolo.
- Are connected by the issuance of rules, regulations, or other general criteria to govern the conduct of a continuing program, as would be the case when the Draft Dunnigan General Plan is adopted by the County.



Once it is certified, the program EIR will become the environmental baseline for consideration of further steps by County of Yolo and ancillary actions by other agencies who will act as responsible agencies under CEQA. Depending on the particular approval involved, the form of any future approval, and the circumstance existing at the time of the approval, each governmental approving action may rely on this EIR alone, or may be supported by an additional environmental document that incorporated this EIR by reference.

In addition to being a program EIR for the Draft Dunnigan General Plan the document is a project EIR for three specific development proposals within the Dunnigan General Plan planning area consisting of: Dunnigan Village, (removed from General Plan Consideration) Dunnigan Park, and the Aulman Property.

The EIR examines the Draft Dunnigan General Plan and the three specific projects by slightly different methods. An EIR examines different activities depending upon how detailed these actions are. This is known as the "Degree of Specificity" rule. As the Draft Dunnigan General Plan is less specific, its effects are more uncertain than for the three specific projects, and the resulting discussion and analysis projects will be less detailed than for the three specific plans.

Any other future specific development proposals within the Draft Dunnigan General Plan area may require additional environmental review, depending on such circumstances such as if new information becomes available, new significant effects are discovered, or change occurs to the Draft Dunnigan General Plan. However, it is anticipated that any subsequent environmental review will employ the concept of "tiering." According to Section 15152 of the Guidelines tiering can be used to avoid repetitiveness, wasted time, and unnecessary premature speculation. The first EIRs in such a series are broad and general in scope, such EIRs generally discuss broad environmental issues, affecting a large physical area. Subsequent environmental review is narrow in scope and is even site-specific. Tiering can be used where the later site-specific project is consistent with applicable land use plans and any other applicable program, policy, plan, or ordinance, unless circumstances require a supplemental EIR.

### **Interpreting the Dunnigan General Plan**

The entire text of this document and the General Plan map(s), which accompany it, constitutes the Dunnigan Comprehensive General Plan. Rezoning of parcels to a higher intensity of use consistent with the land use designation on the Plan map(s), as amended, will require that an appropriate application be filed with the Yolo County Planning and Public Works Department. The application process ensures that the proposal can be reviewed and appropriately conditioned so as to carry out the overall purposes and intent of this plan, and to preserve, protect and perpetuate the existing scale, design and small town character of Dunnigan.

The wide range and complexity of subject matter covered by the General Plan is certain to generate questions of interpretation. As questions arise, the County's Planning and Public Works Department should prepare written interpretations for public review. Staff interpretations, in concurrence of other affected bodies (e.g. the School District and LAFCO) may be appealed to the Yolo County Planning Commission and Board of Supervisors. These written interpretations will become a body of official opinion and a public record for consistent application of policies

and proposals of the plan, and for discussion during annual review and consideration of proposed amendments to the plan.

The word "general" is a key to understanding the nature of policies and programs. It implies overall agreement on major issues without a straight jacket of inflexibility; it implies variation and encourages innovation while working toward the achievement of common goals; and it implies the need for adjustment of policies and proposals as changing conditions may dictate. While not inflexible, neither is the plan to be viewed as totally flexible so as to accommodate whatever position or policy may be sought through interpretation.

A properly administered general plan demands that the rule of "reasonableness" be applied to permit flexibility, variation and adjustment as long as the integrity of basic policies and proposals are maintained. However, any changes that are desired must result from careful study. Such study should be made independent of pending applications for controversial development proposals, temporary fiscal problems and other "matters of the moment." The policies and proposals of the plan are not intended to be interpreted to accommodate special interests, whether public or private. The integrity of the plan must be maintained if it is to be an effective instrument of public policy among units of government, private enterprise and the public-at-large.

#### **Achieving Zoning Consistency with the Dunnigan General Plan**

State Law requires the County's zoning regulations and zone plan be consistent with policies and proposals of the Dunnigan General Plan. In order to fulfill requirements of the law and give the town the types of zoning districts and procedural regulations needed, the first priority of the County after adoption of the plan is a revise the zone map for the community and any amendments to the zone regulations necessary to fully carry out provisions of the revised adopted Dunnigan General Plan.

#### **Annexations to the County Services Area**

A major policy of the General Plan is that the County sponsor the annexation of lands designated for expansion to County Service Area 11 (CSA 11). In order to implement this policy, the Developer will submit an annexation application to the Yolo County Local Agency Formation Commission (LAFCO) to annex lands into CSA 11. Core factors which LAFCO must consider include: population, population density; land area and community-wide land use; per capita assessed valuation; likelihood of significant growth in the area and in adjacent incorporated and the unincorporated area during the next 10 years. The need and future need for organized community services; and, the present cost and adequacy of governmental services and controls in the area.

In addition to the above core factors, the Yolo County LAFCO has adopted policies that it has determined have a countywide importance that it considers in review of a proposal.

1. The likelihood of significant growth and its effect on other incorporated and unincorporated territory during the next 10 years.

2. The costs and capability of providing adequate public facilities and the levels of government service required.
3. The effects on adjacent areas, on mutual social and economic interests, and on the local government structure of the County.
4. Conformity with LAFCO policies which seek efficient patterns of urban development, including encouraging the guiding of urbanization away from existing prime agricultural lands and encouraging development of existing vacant or non-prime lands within the existing urban area before allowing development outside the current boundaries of the District.
5. Maintaining the physical and economic integrity of agricultural lands.

**Redevelopment and Revitalization**

California Community Redevelopment Law is being used by many counties in California, including Yolo County, in order to accomplish economic development and revitalization. Continued consideration of redevelopment may be a major potential implementation tool for the General Plan.

**Implementation Strategy and Annual Report**

Amendments to the State Planning and Zoning Law require a systematic approach to General Plan implementation. Section 65400 of the Government Code requires the Planning and Public Works Department to investigate and recommend to the Board of Supervisors "...reasonable and practical means for implementing the General Plan or element of the General Plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of funds relating to the subjects addressed in the General Plan." The law further requires the Board of Supervisors to receive an annual report on the status of the General Plan and progress toward its implementation. This requirement seeks to avoid the often fragmented and incomplete attention to plan implementation that has characterized the actions of some cities and counties.

To assist in the ongoing monitoring of the plan's implementation, Table 4 sets forth a series of objectives by which the success of the plan can be assessed.

Table 3

Summary Implementation Schedule and Time Frame Dunnigan 2000				
Implementation Program	Before Substantial New Development	Within 5 Years	5 to 10 Years	Ongoing
Prepare EIR	√			
Adopt General Plan	√			
Amend Zoning Ordinance and Map	√			
Prepare Fire Department Master Plan			√	
Prepare School District Master Plan			√	
Amend Boundary of CSA 11		√		
Plan for Expanded Garbage Pick-up		√		
Request CalTrans Move or Redesign Rest Stop		√		
Develop Capital Improvement Plan concurrent with Development			√	
Review Projects for Consistency with General Plan and Development Standards				√
Acquire Easements over Private Roads				√

Table 4

Summary of Objectives Dunnigan 2000	
Within Five Years	Within Ten Years
Certified EIR	
Adopted General Plan	
Revised Zoning	
Modified CSA 11 Boundary	Community Sewer and/or Water System
Program for Community Water and/or Sewer	Use of Development Funds to Improve Roads/Drainage in Hardwood Subdivision and Old Town

## **APPENDICES**

**APPENDIX A**

**(Background and Environmental Setting Report)**

**Printed as a separate Document**