



COUNTY OF SOLANO

GENERAL PLAN UPDATE

Department of Resource Management
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MEMORANDUM:

TO: Solano County Planning Commission

FROM: Mike Yankovich, Harry Englebright & Jim Louie

DATE: May 22, 2008

RE: Public Hearing Draft Environmental Impact Report – Draft 2008 Solano County General Plan.

RECOMMENDTION:

Staff recommends that the Planning Commission:

Hold public hearing to accept public comments on the 2008 Draft Solano County General Plan

I. GENERAL PLAN UPDATE OVERVIEW

The 2008 Draft Solano County General Plan takes a late 1970's General Plan document into the Twenty First Century. The content of the Draft General Plan represents the local values of Solano County's residents, business and agricultural community and public officials. Protecting agricultural lands and the county's rural character, along with "City Centered Growth" has been an overarching theme of the County's planning efforts for many decades. The updated General Plan contains the policy framework to fulfill the community's vision of Solano County to 2030. The 2008 Draft General Plan established a vision founded on principles of:

- The Economy: *"We will use our natural and agricultural resources as economic opportunities... We will encourage businesses that support our communities...."*

- The Environment: *“We will maintain and enhance much of our County’s environmental resources for the benefit and enjoyment of future generations...”*
- Social Equity: *“People are our greatest assets and should be treated equitably... We will provide our citizens with an opportunity to succeed.... [and] promote public health, safety and security, and environmental justice as part of an equitable society.”*

General Plan Organization

The updated Draft General Plan has chosen a format that combines related topics and adds emphasis to agriculture and economic development. The Draft General Plan is divided into eight updated chapters.

- Chapter 1: Introduction
- Chapter 2: Land Use
- Chapter 3: Agriculture
- Chapter 4: Resources
- Chapter 5: Public Health & Safety
- Chapter 6: Economic Development
- Chapter 7: Transportation & Circulation
- Chapter 8: Public Facilities

These chapters address all elements for a general plan as required by state law (land use, circulation, housing, conservation, open space, noise and safety). Three current and up to date General Plan elements: Housing, Park & Recreation and Tri City Cooperative Plan for Agricultural & Open Space Preservation will be incorporated in their current form into the updated General Plan.

General Plan Objectives

The primary objective of the 2008 Draft General Plan is to provide policy guidelines for future development and conservation in the unincorporated portions of Solano County and adapt the plan to pertinent issues that have emerged since the preparation of the previous general plan elements. Major objectives of the Draft 2008 General Plan are:

- Maintain the current development strategy of city-centered growth, where most urban growth is located within the incorporated cities through city annexation where urban services are provided.
- Retain the overall function of the County’s Orderly Growth Initiative, while refining the policies and land use designations.

- Protect and support agriculture as an important component of the county's economy and quality of life.
- Encourage the location of needed new industrial and agricultural facilities through appropriate land use designations on parcels of sufficient size and locations in relation to existing agriculture, industry, and infrastructure to support such development.
- Sustain and enhance the county's natural environment, including its diverse species, watersheds, natural communities and wildlife corridors.
- Continue the existing development pattern of distinct and identifiable cities and communities.
- Encourage economic development within the unincorporated county.
- Ensure sufficient residential, commercial, and industrial development within areas serviced by cities to support a vibrant economy and provide affordable housing options.

General Plan Summary

A copy of the Solano County 2008 Draft General Plan Executive Summary is attached (Exhibit A). The Executive Summary provides a brief summary of each chapter highlighting key policies and implementation programs. The following summarizes the key land use diagram and policy changes:

Highlights' of General Plan Land Use Diagram changes:

- Public/Quasi Public Classifications: Recognizes existing public and quasi public land uses; i.e., Sacramento Valley VA Cemetery, land fills, Solano College
- Traditional Community Classifications: Preserves and enhances the character and quality of existing communities like Old Town Cordelia, Elmira and Collinsville, Home Acres/Starr Subdivision.
- Commercial Recreation Classifications: Recognizes the existing overnight RV parks and marinas in Solano County.
- Travis Reserve Area: Preserves lands adjacent to Travis AFB from residential development to protect the mission of the base and allow for future expansion to keep it viable.

- Wind Energy Overlay – Overlay area based on California Department of Energy wind resource classifications
- Resource Conservation Overlay – Overlay area based on California Department of Conservation studies identifying plant and animal species of concern.
- Agricultural Reserve Overlay – Important impacted agricultural areas on Interstate 80 corridor between Vacaville and Solano/Yolo County line.
- Middle Green Valley Specific Project Area – Potential residential development with density transfers and open space preservation. Specific plan required for further refinements.
- Suisun Valley Special Study Area – Land use changes to enhance the agricultural economy and agri-tourism with potential to establish up to eight neighborhood agricultural/tourist centers.
- North Vacaville Rural Residential – Changes approximately 1,120± acres of Agricultural lands to Rural Residential.
 - 402 ± acres are technical changes, land currently developed as rural residential but designated on the General Plan as Agriculture.
 - 718 ± acres from Agriculture to Rural Residential, primarily infill areas within or adjacent to existing North Vacaville rural residential area.
- Northeast Vacaville Limited Industrial Area – Designate approximately 265± acres for business development that has unique requirements that are not feasible or available in cities.
- Highway Commercial Classifications: New opportunities for highway commercial development on the north side of the Interstate 80 / Cherry Glenn interchange and southeast side of the Interstate 80 / Midway interchange.
- Northeast Dixon Limited Industrial: Recognizes existing industrial uses and zoning (250± acres) and incorporates additional acreage to provide specifically for agricultural processing and service uses.

Highlights of Major Policy Changes:

- Agricultural Regions: Based on UC Davis' Solano County Agriculture Futures Report - ten agricultural regions are established based on each region's unique characteristics, agricultural practices, and marketing needs. Each region is defined by combining satellite images, soil survey, infrastructure, topography, and producer interviews. The individual characteristics of each region make them valuable planning units for creating targeted agricultural policies, programs and requirements. The agricultural regions are:
 - Dixon Ridge
 - Elmira and Maine Prairie
 - Montezuma Hills
 - Ryer Island
 - Suisun Valley
 - Winters
 - Jepson Prairie
 - Western Hills
 - Pleasants, Vaca and Lagoon Valleys; and
 - Green Valley

- Value Added /On Site Processing/Services: Increases the value added component of Solano's agricultural economy. The value-added component may be derived from an increase of on-site or local centralized processing facilities to allow a finished product to be sold either locally or to a distributor.

- Transfer of Development Rights: Explore and if feasible implement a voluntary transfer of development rights program to help protect agricultural and open space resources by guiding development to more suitable areas.

- Climate Change-Greenhouse Gas Emission: Various policies and implementation programs to address greenhouse gas emissions and global climate change (AB 32). Program HS.I-73 requires the development and adoption of a climate action plan, that would reduce the total greenhouse gas emissions in the county by 20% below the State mandated 1990 level by 2020.

- Modification of the Sewer and Wastewater Policy: Unincorporated areas – sewer service may be provided through individual on-site sewage disposal systems, or centralized sewage treatment systems. The centralized

treatment system must be managed by a public agency utilizing the best system available that meets tertiary treatment or higher standards.

Property Owner General Plan Requests

The Board of Supervisors provided an opportunity for property owners to submit requests for general plan amendments for consideration as part of the General Plan update. The Board provided a five-month time period between August 1, 2006 and December 31, 2006 for property owners to submit requests for consideration. In response to public notices and newspaper articles, 41 property owner requests were submitted for General Plan amendments. A summary of individual property owner requests for General Plan land use re-designation and disposition of the requests is attached as Exhibit B.

In addition, during the public input process before the Citizens Advisory Committee and the Planning Commission reviewing the draft Land Use Diagram, additional property owners made requests for consideration of General Plan amendments.

General Plan Errata Sheet

An Errata sheet for the Draft 2008 Solano County General Plan document is attached as Exhibit C. The Errata sheet includes technical changes and corrections to the Draft General Plan made after public release of the Draft Plan on March 28, 2008.

General Plan Update Program Public Outreach

A comprehensive update of Solano County's General Plan was initiated in 2006. Over the past two years, the General Plan Citizens Advisory Committee appointed by the Board of Supervisors held thirty-four meetings supporting preparation of the 2008 Draft Solano County General Plan. Thirty-one community workshops were also conducted in four special study areas and six agricultural regions. During this period, the Board of Supervisors and Planning Commission held several workshops to review various topics presented in the Draft General Plan. On March 31, 2008, the Draft 2008 Solano County General Plan was released for public review. A summary of the General Plan update meetings and presentations is provided in Exhibit D

Prior to the release of the 2008 Draft Solano County General Plan, a General Plan Newsletter was mailed to every household and property owner in Solano County (over 181,000 addresses). The newsletter informed the public of the availability of the 2008 Draft General Plan and scheduled release of the Draft EIR for the General Plan. The newsletter provided an overview of the next phase of the

General Plan update, the schedule for community open houses to introduce the 2008 Draft General Plan to the public, and a brief summary of the Draft General Plan.

Five informational Open Houses on the 2008 Draft Solano County General Plan were held in Rio Vista, Fairfield/Suisun, Dixon, Vacaville and Vallejo/Benicia between April 9, 2008 and April 28, 2008.

The Draft 2008 General Plan and Draft EIR were posted on the general plan web site (www.solanocountygeneralplan.net) along with other related information and meeting schedules. Copies of both documents were provided to all of the city and county libraries for public review.

General Plan Draft Environmental Impact Report

The General Plan Draft Environmental Impact Report (Draft EIR) was released for public review on April 18, 2008. This initiated the formal 45-day public review period for the Draft EIR. The review period will conclude at 5:00p.m. on June 2, 2008. The Planning Commission, on May 15, 2008 held a public hearing to accept comments on the Draft EIR for the General Plan. The consultant and staff, after the close of the 45-day review period, will prepare the Final EIR. The Final EIR will have appropriate responses to comments received during the review period. The Final EIR, along with the Planning Commission recommendation on the 2008 Draft General Plan will then be forwarded to the Board of Supervisors for public hearings starting in July, 2008. Comments on the Draft EIR received to date are attached in Exhibit E

II. PUBLIC HEARING – DRAFT 2008 SOLANO COUNTY GENERAL PLAN

The Planning Commission is requested to hold a public hearing to accept public comments on the Draft 2008 Solano County General Plan. The Planning Commission during this review of the Draft General Plan is requested to consider the following:

Public Comments

Public comments received by the Planning Commission. Written comments received on the Draft General Plan to date are attached in Exhibit F.

Draft Environmental Impact Report

Under the California Environmental Quality Act (CEQA), the Planning Commission must consider the impacts of the Draft General Plan on the environment. CEQA Guidelines require the analysis of environmentally superior alternatives to reduce potential environmental impacts. The guidelines further require the implementation of feasible mitigations to reduce environmental impacts or findings of overriding consideration. The recommended mitigations are summarized in the General Plan Draft EIR, Table 2-1, pages 2-10 to 2-70. These mitigation measures, if accepted, will become a part the General Plan and following implementation programs.

The Draft EIR analyzed four alternatives to the proposed Draft 2008 General Plan. The following is a summary of the Alternatives from Chapter 5 of the Draft Environmental Impact Report. For each alternative, a brief summary of the alternative is provided, along with a summary of the land use and policy changes to the Draft 2008 General Plan considered in each alternative. The Draft EIR identified Alternative 2 as the environmentally superior alternative. The impact analysis for each of these alternatives is provided in Section 5 of the Draft Environmental Impact Report:

Alternative 1. No Project: Buildout of the Existing General Plan

The No Project Alternative assumes that the 2008 Draft General Plan would not be implemented, and that the County would build out as indicated by the existing (pre-update) General Plan.

The existing General Plan land use map is provided as Exhibit 5-1 of the Draft EIR, page 5-5. The development capacity under the existing General Plan is provided in Table 5-1 of the Draft EIR, page 5-15.

Alternative 2. Improved Environmental Sustainability

As expressed in Chapter 1, “Introduction,” of the 2008 Draft General Plan, sustainability—meaning that current generations can meet their needs without compromising the ability of future generations to do so—is an underlying principle of the 2008 Draft General Plan. The concept of sustainability is further expressed in three dimensions within the vision of the 2008 Draft General Plan: environmental sustainability, economic sustainability, and social equity.

The public process of developing the 2008 Draft General Plan sought to increase sustainability within Solano County with regard to the economy, the environment, and social equity to the greatest extent feasible, with recognition that there may be trade-offs among the three sustainability goals. For example, greater economic

sustainability may require more land devoted to economic activities that could cause environmental impacts, notwithstanding the County's efforts to decrease those impacts. Therefore, certain proposals and recommendations are incorporated within the project (e.g., increased amounts of land designated Limited Industrial in unincorporated areas of the county) that are meant to achieve economic or social-equity sustainability objectives (e.g., providing additional employment and/or much-needed processing facilities to support agriculture), which have certain environmental impacts.

The Improved Environmental Sustainability Alternative (Alternative 2) seeks to maximize environmental sustainability by modifying the land use diagram, certain land use designations, and certain policies and programs proposed within the 2008 Draft General Plan that are designed to achieve primarily economic or social-equity objectives. The intent of the Improved Environmental Sustainability Alternative is to achieve a lower level of overall development and an increased level of conservation than the 2008 Draft General Plan.

Relative to the 2008 Draft General Plan, Alternative 2 assumes designation of less land as Rural Residential, Limited Industrial, Water-Dependent Industrial, Service Commercial, Highway Commercial, and Agricultural Tourist Center in areas outside of established MSAs, and in the land use diagram it identifies increased amounts of land within the proposed Agricultural Reserve Overlays and Resource Conservation Overlays.

Land Use Diagram Changes:

The following changes to the General Plan land use diagram are assumed within Alternative 2:

- ▶ **Limited Industrial area northeast of Dixon**—The area proposed for Limited Industrial use northeast of Dixon would be reduced from 689 acres to 240 acres. This area would be designated as Agriculture—Dixon Ridge Region.
- ▶ **Agricultural Reserve Overlay south of Winters**—The Agricultural Reserve Overlay located northeast of Dixon would be extended westward to encompass the entirety of the Winters agricultural region, excluding portions of the region designated Service Commercial, and southward along I-505 to McCune Road. This would result in an additional 7,338 acres of Agricultural Reserve Overlay area in the county.
- ▶ **Limited Industrial area north of Vacaville**—Approximately 266 acres proposed for Limited Industrial use north of Vacaville and east of I-505 would be designated Agriculture—Dixon Ridge Region.

- ▶ **Rural Residential area north of Vacaville**—Approximately 300 acres proposed for Rural Residential use north of Vacaville and west of I-505 would be designated Agriculture—Western Hills Region. Additionally, approximately 190 acres proposed for Rural Residential use north of the Pleasants Hills Ranch subdivision in Pleasants Valley would be designated Agriculture in the Pleasants, Vaca, and Lagoon Valleys Region.
- ▶ **Resource Conservation Overlay north of Vacaville**—Approximately 6,652 acres of additional Resource Conservation Overlay would be added north of Vacaville to assist in protection of the North Vacaville wildlife corridor and the Vacaville vernal pool complex. The vernal pool community is located west of I-505 and north of Allendale Road and Rolling Hills Lane, southeast of Olive School Lane. The North Vacaville wildlife corridor is an area of intact habitat that connects the Vaca Mountains to the vernal pool community.
- ▶ **Highway Commercial area at I-80/Cherry Glen Road**—Approximately 30 acres proposed for Highway Commercial use at the northeast corner of the interchange at I-80 and Cherry Glen Road west of Vacaville would be placed within the City of Vacaville’s MSA and designated Urban Commercial. These changes would reflect an assumption that any future services supporting urban development at that location would be provided or coordinated by the City of Vacaville.
- ▶ **Suisun Valley Neighborhood Agricultural/Tourist Centers**—The amount of land assumed to be placed within the proposed Neighborhood Agricultural/Tourist Centers in Suisun Valley would be reduced from 75 total acres among eight centers to 40 acres among eight centers. The remaining 35 acres would be designated Agriculture—Suisun Valley Region.
- ▶ **Water Dependent Industrial area east of Collinsville**—Approximately 4,190 acres proposed for Water Dependent Industrial use east of Collinsville would be designated Agriculture—Montezuma Hills Region.

The resulting General Plan land use diagram for Alternative 2 is provided as Exhibit 5-2 of the Draft EIR, page 5-7. The development capacity under Alternative 2 is provided in Table 5-4 of the Draft EIR, page 5-27

Policies and Programs Changes

The following additional changes to General Plan policies and programs are assumed within Alternative 2:

- ▶ **Agricultural Processing and Services**—Under Alternative 2, numerous policies in the Land Use and Agriculture chapters of the General Plan would be modified to limit agricultural processing facilities on lands designated Agriculture to serve agricultural operations located in Solano County and adjacent counties. This is in contrast to the 2008 Draft General Plan, which does not include proximity restrictions for agricultural processing and services. Specifically, the following policies and programs would be modified (changes are shown in ~~strikeout~~ and underline):

SS.P-13 (Suisun Valley): *Allow farms and vineyards to process, store, bottle, can, package, and sell products produced both on-site and off-site within Solano, Yolo, Sacramento, Contra Costa, Marin, Sonoma, or Napa Counties.*

SS.I-3 (Suisun Valley): *Use zoning and development standards to ensure that future development fits the scale of the Valley's rural and agricultural context. Update the County Zoning Ordinance to incorporate and codify the desired uses. Enact zoning and development standards allowing farms and vineyards to process, store, bottle, can, package, and sell products produced both on-site and off-site within Solano, Yolo, Sacramento, Contra Costa, Marin, Sonoma, or Napa Counties. Develop design guidelines to promote community character and facilitate tourism within neighborhood agricultural centers.*

AG.P-15: *Permit limited agricultural service uses that support local agricultural activities and are not harmful to the long-term agricultural use in the surrounding area. These support services should be located in areas designated Limited Industrial and Agriculture as depicted on the Land Use Diagram. Support services in areas designated Agriculture may only provide services to support agriculture in Solano, Yolo, Sacramento, Contra Costa, Marin, Sonoma, or Napa Counties.*

AG.P-20: *Protect, encourage, and provide incentives to agricultural processors that serve ~~local/regional~~ markets in Solano, Yolo, Sacramento, Contra Costa, Marin, Sonoma, or Napa Counties.*

AG.I-3: *Revise the agricultural zoning districts and other relevant sections of the County codes to facilitate agricultural processing facilities and uses servicing adjacent counties by region. Establish an incentive program to encourage development of local processing capacity to serve ~~local and regional markets~~ adjacent counties. The zoning ordinance and other relevant sections of the County code*

shall permit the establishment of limited agricultural support services in areas designated as Limited Industrial and Agriculture. In Agriculture designated areas, such uses shall only support agriculture in Solano, Yolo, Sacramento, Contra Costa, Marin, Sonoma, or Napa Counties. Remove barriers to agricultural development by streamlining the permitting process for agriculture-supporting uses, including, but not limited to, barns, farm stands, and agricultural processing plants. Consider creating a separate permitting fee structure for these types of projects to promote investment in agricultural improvements. The updated Zoning Ordinance shall include provisions for incidental recreational use of lands designated for agriculture.

- ▶ **Sewer Servicing Policy**—Under Alternative 2, sewer servicing policies for new development would be modified to limit the use of centralized sewage treatment systems to commercial and industrial uses, or rural residential uses consisting of 200 or more units. This is in contrast to the 2008 Draft General Plan, which does not include such use restrictions for centralized sewage treatment systems. Specifically, the following policy and program would be modified (changes are shown in ~~strikeout~~ and underline):

***PF.P-21:** Sewer services for development within the unincorporated area may be provided through private individual on-site sewage disposal systems, or centralized sewage treatment systems permitted and managed by a public agency utilizing the best systems available that meet tertiary treatment or higher standards. Use of such centralized sewage treatment systems shall be limited to (1) commercial or industrial uses, or (2) rural residential uses consisting of 200 or more units.*

***PF.I-22:** On-site sewage disposal systems for individual lots and subdivisions may be operated by private property owners. A public agency shall permit and manage centralized community sewage disposal systems. If lands proposed for community sewage disposal systems are not within the boundaries of an existing public sewage treatment agency, the Board of Supervisors shall, as a condition of development, designate a public agency to provide and manage the sewer service, which may be contracted to a private entity with oversight by the public entity. Sewer treatment facilities shall be designed to provide sewer service to developed areas and areas designated for future commercial, industrial, or rural residential development consisting of 200 or more units within the General Plan.*

Beyond the changes described within this section, all other components of the 2008 Draft General Plan would remain unchanged under Alternative 2. At buildout, this alternative would have a lower level of development and a higher level of conservation than the 2008 Draft General Plan.

Alternative 3. Reduced Commercial and Industrial Development

The Reduced Commercial and Industrial Development Alternative (Alternative 3) modifies the land use diagram, land use designations, and certain policies and programs proposed within the 2008 Draft General Plan that would expand areas designated for commercial and industrial uses relative to the current General Plan. The intent of Alternative 3 is to achieve a lower level of commercial and industrial development and reduce associated impacts.

Relative to the 2008 Draft General Plan, Alternative 3 assumes designation of less land as Limited Industrial, Water-Dependent Industrial, Service Commercial, Highway Commercial, and Agricultural Tourist Center in areas outside of established MSAs. This alternative also places limitations on the policies enabling centralized sewer treatment facilities.

Land Use Diagram

The following changes to the General Plan land use diagram are assumed within Alternative 3:

- ▶ **Limited Industrial area northeast of Dixon**—The area proposed for Limited Industrial use northeast of Dixon would be reduced from 689 acres to 240 acres. This area would be designated as Agriculture—Dixon Ridge Region.
- ▶ **Limited Industrial area north of Vacaville**—Approximately 266 acres proposed for Limited Industrial use north of Vacaville and east of I-505 would be designated Agriculture—Dixon Ridge Region.
- ▶ **Highway Commercial area at I-80/Cherry Glen Road**—Approximately 30 acres proposed for Highway Commercial use at the northeast corner of the interchange at I-80 and Cherry Glen Road west of Vacaville would be designated Agriculture—Pleasants, Vaca, and Lagoon Valleys Region.
- ▶ **Highway Commercial area at I-80 and Midway Road** – Under Alternative 3, approximately 45 acres proposed for Highway Commercial use at the northeast corner of the interchange at I-80 and Midway Road would be designated Agriculture—Dixon Region.
- ▶ **Suisun Valley Neighborhood Agricultural/Tourist Centers**—The amount of land assumed to be placed within the proposed Neighborhood Agricultural/Tourist Centers in Suisun Valley would be reduced from 75 total

acres among eight centers to 40 acres among eight centers. The remaining 35 acres would be designated Agriculture—Suisun Valley Region.

- ▶ **Water Dependent Industrial area east of Collinsville**—Approximately 8,996 acres proposed for Water Dependent Industrial use east of Collinsville would be designated Agriculture—Montezuma Hills Region.

The resulting General Plan land use diagram for Alternative 3 is provided as Exhibit 5-3, page 5-9. The development capacity under Alternative 3 is provided in Table 5-5 of the Draft EIR, page 5-41

Policies and Programs

The following changes to General Plan policies and programs are assumed within Alternative 3:

- ▶ **Sewer Servicing Policy**—Under Alternative 3, sewer servicing policies for new development would be modified to limit the use of centralized sewage treatment systems to rural residential uses consisting of 200 or more units. Centralized sewage treatment systems would not be permitted to support commercial or industrial uses located within the unincorporated county. This is in contrast to the 2008 Draft General Plan, which does not include such use restrictions for centralized sewage treatment systems. Specifically, the following policy and program would be modified (changes are shown in ~~strikeout~~ and underline):

***PF.P-21:** Sewer services for development within the unincorporated area may be provided through private individual on-site sewage disposal systems, or centralized sewage treatment systems permitted and managed by a public agency utilizing the best systems available that meet tertiary treatment or higher standards. Use of such centralized sewage treatment systems shall be limited to rural residential uses consisting of 200 or more units.*

***PF.I-22:** On-site sewage disposal systems for individual lots and subdivisions may be operated by private property owners. A public agency shall permit and manage centralized community sewage disposal systems. If lands proposed for community sewage disposal systems are not within the boundaries of an existing public sewage treatment agency, the Board of Supervisors shall, as a condition of development, designate a public agency to provide and manage the sewer service, which may be contracted to a private entity with oversight by the public entity. Sewer treatment facilities shall be designed to provide sewer service to developed areas and areas designated for rural residential development consisting of 200 or more units within the General Plan. Sewer treatment facilities designed to*

serve areas designated for commercial or industrial use shall not be permitted.

Beyond the changes described within this section, all other components of the 2008 Draft General Plan would remain unchanged under Alternative 3. At buildout, this alternative would have a lower level of development than the 2008 Draft General Plan.

Alternative 4. Reduced Rural Residential Development

The Reduced Rural Residential Development Alternative (Alternative 4) modifies the land use diagram, land use designations, and certain policies and programs proposed within the 2008 Draft General Plan that would expand areas designated for rural residential use relative to the current General Plan. The intent of Alternative 4 is to achieve a lower level of rural residential development and reduce associated impacts.

Alternative 4 assumes designation of less land as Rural Residential than under the 2008 Draft General Plan. This alternative also places limitations on the policies enabling centralized sewer treatment facilities.

Land Use Diagram

Under Alternative 4, approximately 1,830 acres proposed for Rural Residential use within the unincorporated county area would be designated Agriculture. This includes the following changes to the land use diagram:

- ▶ **Rural Residential areas north of Vacaville**—Approximately 1,586 acres proposed for Rural Residential use north of Vacaville and west of I-505 would be designated Agriculture—Western Hills Region.
- ▶ **Rural Residential areas in Pleasants Valley**—Approximately 190 acres proposed for Rural Residential use north of the Pleasants Hills Ranch subdivision in Pleasants Valley would be designated Agriculture—Pleasants, Vaca, and Lagoon Valleys Region.
- ▶ **Rural Residential area in Suisun Valley**—Approximately 54 acres proposed for Rural Residential use located west of the existing Willotta Oaks subdivision in Suisun Valley would be designated Agriculture—Suisun Valley Region.

The resulting General Plan land use diagram for Alternative 4 is provided as Exhibit 5-4, page 5-11. The development capacity under Alternative 4 is provided in Table 5-6 of the Draft EIR, page 5-51.

Policies and Programs

The following changes to General Plan policies and programs are assumed within Alternative 4:

- ▶ **Sewer Servicing Policy**—Sewer servicing policies for new development would be modified to limit the use of centralized sewage treatment systems to commercial and industrial uses, or rural residential uses consisting of 200 or more units located within the Middle Green Valley Special Study Area. This is in contrast to the 2008 Draft General Plan, which does not include such use restrictions for centralized sewage treatment systems. Specifically, the following policy and program would be modified (changes are shown in ~~strikeout~~ and underline):

***PF.P-21:** Sewer services for development within the unincorporated area may be provided through private individual on-site sewage disposal systems, or centralized sewage treatment systems permitted and managed by a public agency utilizing the best systems available that meet tertiary treatment or higher standards. Use of such centralized sewage treatment systems shall be limited to (1) commercial or industrial uses, or (2) rural residential uses consisting of 200 or more units located within the Middle Green Valley Special Study Area.*

***PF.I-22:** On-site sewage disposal systems for individual lots and subdivisions may be operated by private property owners. A public agency shall permit and manage centralized community sewage disposal systems. If lands proposed for community sewage disposal systems are not within the boundaries of an existing public sewage treatment agency, the Board of Supervisors shall, as a condition of development, designate a public agency to provide and manage the sewer service, which may be contracted to a private entity with oversight by the public entity. Sewer treatment facilities shall be designed to provide sewer service to developed areas and areas designated for future commercial, industrial, or rural residential development consisting of 200 or more units located within the Middle Green Valley Special Study Area identified within the General Plan.*

Beyond the changes described within this section, all other components of the 2008 Draft General Plan would remain unchanged under Alternative 4. At buildout, this alternative would have a lower level of development than the 2008 Draft General Plan.

III. Staff Recommended Changes

Staff has prepared recommendations for consideration by the Planning Commission. These recommended changes are based on the Draft EIR analysis and are designed to ensure internal consistency with the General Plan document and meet the requirements of state law.

Land Use Diagram Recommendations:

A. Rural Residential

1. Proposed Draft General Plan Rural Residential designation of 190+ acres (20 properties) north of Mix Canyon Road, west of Pleasant Valley Road (See Exhibit G)

Staff Recommendation

Staff recommends that this area remain designated Agriculture (See Exhibit H).

The CAC recommended redesignation of this area to Rural Residential. Only one property owner out of the 20 property owners submitted a request for redesignation of their property to Rural Residential. Staff recommends that this area remain designated as Agriculture. This 190+ acre area is in a marginal ground water area outside of the Solano Irrigation District service area. Solano Irrigation District cannot expand service to this area. Other requests for redesignations within the Pleasants / Vaca / Lagoon Valley area were not recommended by the CAC so as to not introduce additional rural residential uses within this agricultural area. The General Plan includes sufficient lands for residential use at other locations meeting the county's projected housing needs. This recommendation was analyzed as part of Alternatives 2 and 4 in the Draft EIR.

2. Proposed Draft General Plan Rural Residential designation of 278+ acres (APN105-170-150, 105-110-100 and 105-110-440) southwest of the intersection of Gibson Canyon Road and Cantelow Road. (See Exhibit G)

Staff Recommendation

Staff is recommending that only a portion of the 278+ acres as shown in Exhibit H be redesignated from Agriculture to Rural Residential.

The Planning Commission proposed the redesignation of this property from Agriculture to Rural Residential. Staff is recommending that the steeper hillside area in the southwest portion of the property remain designated Agriculture. This is consistent with the CAC recommendations not to expand Rural Residential land use further west into the stepper hill side areas because of limited water availability and increased health and safety hazards. This recommendation was analyzed as part of Alternatives 2 and 4 in the Draft EIR.

3. Proposed Draft General Plan Rural Residential designation of the 52.83 acres (APN 0027-200-020), south of Rockville Road, immediately west of Willotta Oaks Subdivision to Rural Residential. (See Exhibit I)

Staff Recommendation

Staff recommends that this area remain designated Agriculture (See Exhibit J).

The CAC and Planning Commission did not recommended this property be redesignated from Agriculture to Rural Residential. The proposed redesignation of this property to Rural Residential was not recommended in the Agricultural Futures Study or the American Farmlands Trust Suisun Valley study nor was it a recommendation from the community through the Suisun Valley Special Study workshops or the CAC Agriculture subcommittee workshops. This recommendation was analyzed as part of Alternatives 2 and 4 in the Draft EIR.

B. Resource Conservation

4. Addition of the Resource Conservation Overlay (RCO) for the North Vacaville area to be consistent with the of the RCO recommendations in the other regions of the General Plan. (See Exhibit K)

Staff Recommendation

Staff is recommending the addition of the RCO in the North Vacaville area (See Exhibit K).

This North Vacaville area was the first of six subareas of the County that the CAC considered land use proposals. The CAC did not recommend the RCO for this area but applied the RCO in their

consideration of the other subareas of the County. Staff is making this recommendation for internal consistency and to address impacts to habitat areas as identified in the Draft EIR. This recommendation was analyzed as part of Alternative 2 in the Draft EIR.

5. Addition of Agricultural Reserve Overlay (ARO) along Interstate 505 in the Winters Agricultural area. (See Exhibit K)

Staff Recommendation

Staff is recommending the application of the ARO along the I-505 corridor in the Winters area (See Exhibit K).

The recommendation was not considered by the CAC. Like the I-80 corridor, this area was identified in the Agricultural Future Study is an important agricultural area and is a key part of the local agricultural economy. The recommendation was considered as an alternative in the Draft EIR to provide further mitigation for the loss of agricultural land. This recommendation was analyzed as part of Alternative 2 in the Draft EIR.

Policies and Programs:

The following recommended changes are provided by County Counsel and staff to clarify and respond to comments and ensure internal consistency within the Draft General Plan.

Chapter 2 – Land Use

6. Page LU-12 Last Paragraph, Last Sentence

A change in land use of unincorporated lands within MSAs should be permitted only for temporary agricultural uses which do not conflict with planned land uses until annexed for urban development.

Staff Recommendation

Staff is recommending this change for internal consistency. Lands designated Urban Residential, Urban Commercial and Urban Industrial within MSAs under General Plan policies are to be developed through city annexation. Policies provide for continued

agricultural use until properties are annexed for development. The proposed change is intended to clarify these policies.

7. Page LU-35, Policy LU.P-7

Permit temporary land uses and uses consistent with current agricultural zoning on unincorporated lands within municipal service areas that do not conflict with planned land uses until the property is annexed to a city for urban development.

Staff Recommendation

Staff is recommending this change to improve internal consistency. Within MSAs, General Plan policies provide for continued agricultural uses until properties are annexed for development.

8. Page LU-39, New Implementation Program

LU.I-1a: Amend the County zoning code to include development standards consistent with the adopted Airport Land Use Plans.

Related Policies LU.P-29

Agency/Department Department of Resource Management

Funding Source: General Fund

Time Frame: 2008

Staff Recommendation

Staff is recommending this additional program to ensure the zoning code is updated consistent with the Airport Land Use Plans.

9. Page LU-39, New Implementation Program

LU.I-1b: Review and update zoning districts consistent with land use designations based on the following General Plan/Zoning Consistency Table (Table Attached as Exhibit L)

Related Policies LU.P-30

Agency/Department: Department of Resource Management

Funding Source: General Fund

Time Frame: Amend by 2011: Ongoing

Staff Recommendation

Staff is recommending that the zoning consistency table as shown in Exhibit L be incorporated into the implementation program. Under state law requirements, zoning must be consistent with the General Plan land use designations.

Chapter 3 – Agriculture

No recommended changes

Chapter 4 – Resources

10. Page RS-24 Suisun Marsh Policies, second paragraph

The Primary Management Area as established in the Suisun Preservation Act of 1977 is shown in ~~Figure RS-4~~ Figure RS-X. This area consists of tidal marshes, seasonal marshes, managed wetlands and lowland grasslands. It is the intent for this area to remain in its existing marsh and related uses as provided for in the Suisun Marsh Local Protection Plan Program. The Secondary Management Area established in the 1977 Act and shown in Figure RS-X is designated for agricultural use.

Add Figure RS-X (Exhibit M)

Staff Recommendation

Staff is recommending the addition of Figure RS-X to show specifically the area subject to the Suisun Marsh Protection Act, the Delta Protection Plan and the White Slough Specific Plan.

11. Page RS-25, insert after second paragraph:

The marsh designation to the west of the Collinsville township is in the Secondary Management Area of the Suisun Marsh. However, this area will be managed in the same fashion as if it were a part of the Primary Management Area.

Staff Recommendation

Staff is recommending this additional language for consistency with the Suisun Marsh Protection Act.

12. Page RS-27, Policy RS.P-25.

Separate Policy RS.P-35 in the middle of RS.P-25 as RS.P-25a

Staff Recommendation

Staff is recommending this change to correct a formatting error.

13. Page RS-32 Policy RS.P-32

The County shall preserve, for future use, areas with important mineral resources by preventing residential, commercial, and industrial development that would be incompatible with mining practices to the extent feasible.

Staff Recommendation

Staff is recommending this change to reflect the current conditions that exist in several areas of the county with regards to mineral resources. In some of the areas identified with mineral resources as mapped in Figure RS-3, page RS-31 as of 2008 developed has occurred with urban land uses.

14. Page RS-64, Implementation Program RS.I-51

RS.I-51: Review studies and reports and incorporate recommended standards and guidelines to reduce bird and bat mortality rates. These guidelines may include new technology or alternative siting of turbines. The standards and guidelines

shall incorporate the California Energy Commission's Guidelines for Reducing Impacts to Birds and Bats from Wind Energy Development or any superseding guidelines and recommendations of the energy and wildlife resource agencies for wind power projects.

Staff Recommendation

Staff is recommending this change to provide more specific references for recommended guidelines.

Chapter 5 – Public Health and Safety

15. Page HS-73, Implementation Program HS.I-55

Require development proposals that introduce new significant sources of toxic air pollutants to prepare a health risk assessment as required under the Air Toxics "Hot Spots" Act (AB2588, 1987) and, based on the results of the assessment, establish appropriate land use buffer zones around those areas posing substantial health risks.

Staff Recommendation

Staff is recommending this change to clarify that the required assessment is to apply to new significant sources of air pollutants.

Chapter 6 – Economic Development

No recommended changes

Chapter 7 – Transportation and Circulation

16. Page TC-10, after second paragraph prior to "Design of Rural" Roads section, add:

Routes of Regional Significance. A Route of Regional Significance is a key roadway that meets most of the following criteria: it has significant a traffic volume; it provides an important connection between cities and/or freeways and highways; it provides regional as well as local benefit; it serves as a frontage road or as a reliever route providing an alternative to the use of freeways and highways as a connection between cities; it provides access to significant job concentrations and

transit centers in Solano County; it provides an improved emergency response route.

In unincorporated Solano County, in addition to all State freeways and highways there are a number of Solano County roads that have been identified as routes of regional significance. These represent Solano County's most significant roadways, and they will typically be the highest priority for improvement to accommodate the future growth of the County.

Staff Recommendation

Staff is recommending this new section on Routes of Regional Significance be added to the General Plan. These routes are shown on the Figure TC-1 and are adopted by the Board of Supervisors.

17. Page 13, after third paragraph, add:

Interchanges

Most freeway interchanges in Solano County were designed and constructed in the 1950's and 1960's. In most cases, these interchanges do not meet current standards. In the future, it is likely that many of the interchanges will need substantial improvements to safely accommodate increasing traffic as the County continues to grow. These improvements may include widening, realigning and reconfiguring the interchange and the associated ramps. It may also involve realigning and improving the County roads in the vicinity. The scope and timing of these improvements will depend upon the rate of development in the County, including within the cities. Because of this, although improvements to these interchanges are anticipated, no specific improvements are shown in the General Plan or the Circulation Element.

Staff Recommendation

Staff is recommending the addition of this new section on interchanges.

Chapter 8 – Public Facilities and Service

18. Page PF-19, last paragraph, insert after third sentence:

The Potrero Hills Landfill is located in the Secondary Management Area of the Suisun Marsh. The Public/Quasi-public land use designation applied to the Potrero Hills Landfill shall be limited to only solid waste facilities that are established consistent with Solano County Suisun Marsh Local Protection Program Utilities, Facilities and Transportation policy 4. (Appendix C). All other Public/Quasi-public facilities and uses shall not be permitted at this site.

Staff Recommendation

Staff is recommending this change for consistency with the Suisun Marsh Protection Act.

19. Page PF-14, Policy PF.P-21

Sewer services for development within the unincorporated area may be provided through private individual on-site sewage disposal systems, or centralized sewage treatment systems permitted and managed by a public agency utilizing the best systems available that meet tertiary treatment or higher standards. Use of such centralized sewage treatment systems shall be limited to: (1) existing developed areas to address health and safety hazards, (2) future commercial or industrial uses, or (3) future rural residential uses when part of a specific plan, policy plan overlay or planned unit development.

Page PF-16, Implementation Program PF.I-22

On-site sewage disposal systems for individual lots and subdivisions may be operated by private property owners. A public agency shall permit and manage centralized community sewage disposal systems. If lands proposed for community sewage disposal systems are not within the boundaries of an existing public sewage treatment agency, the Board of Supervisors shall, as a condition of development, designate a public agency to provide and manage the sewer service, which may be contracted to a private entity with oversight by the public entity. Sewer treatment facilities shall be designed to provide sewer service to developed areas to address health and safety hazards, areas designated for future commercial or industrial uses, or rural residential development when part of a specific plan, policy plan overlay or planned unit development ~~within the General Plan.~~ An analysis of the financial viability to construct, operate and maintain a proposed system shall also be required.

Staff Recommendation

Staff is recommending this change to clarify the circumstances when a centralized sewage treatment system may be utilized.

The CAC recommended the use of a centralized sewer system for any development within the unincorporated area. Because of the planning and analysis required to establish new public agencies to provide the service and the costs associated with constructing, operating and maintaining centralized sewer treatment systems and the need to ensure the systems financial viability, Staff is recommending that this policy further define when such systems may be utilized.

20. Page PF -19, last paragraph, insert after current fourth sentence:

Once final capacity is reached, each site shall be restored to its original natural condition consistent with each site's approved closure plan and reclamation plan.

Staff Recommendation

Staff is recommending this clarification for consistency with the Suisun Marsh Protection Act.

IV. Next Steps

The Planning Commission, depending on the amount of public comments, may continue the public hearing to May 29, 2009.

After the close of the public hearing, the Planning Commission will formulate their recommendations on the 2008 Draft General Plan to the Board of Supervisors. The Planning Commission is scheduled to conclude their review of the 2008 Draft Solano County General Plan by either May 22 or May 29, 2008 and make their recommendations on the General Plan to the Board of Supervisors by June 12, 2008. The Board of Supervisors will follow with public hearings scheduled to begin in July 2008.

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