



DECEMBER 11, 2007

COUNTY OF SOLANO
GENERAL PLAN UPDATE

BOARD OF SUPERVISORS WORKBOOK

LAND USE

PRELIMINARY GOALS, POLICIES, AND PROGRAMS

Goal Statements.....	2
General	3
Preliminary Policies.....	3
Municipal Service Areas	4
Purpose and Intent	4
Land Use Designation	5
Preliminary Policies.....	6
Residential Uses	7
Preliminary Policies.....	7
Commercial and Industrial Uses	8
Preliminary Policies.....	8
Potential Implementation Programs	9
Land Use Designations.....	11

The Land Use Diagram included with this packet shows the CAC's preferred land use alternative for the General Plan Update, including suggested modifications by the Planning Commission. Land uses have been changed to be consistent with the new land use classification system. The Land Use Diagram is currently showing the lands within city limits as grey in order to make it easier to review land use designations within the unincorporated area. The final version of the Land Use Diagram will show the land use designations within the cities (the grey area) using Urban Residential, Urban Commercial, Highway Commercial, Limited Industrial, and General Industrial designations.

This workbook also includes preliminary countywide land use goals, policies and implementation programs for consideration by the Board of Supervisors. A separate attachment includes community-based goals and policies developed for each of four Special Study Areas (Middle Green Valley, Suisun Valley, Collinsville, and Old Town Cordelia) previously authorized by the Board.

In addition to the CAC recommendations, the Board of Supervisors may wish to consider:

- including the Resource Conservation Overlay in the North Vacaville Area,
- addressing comments raised by each of the cities within Solano County relative to the land use diagram, and
- the Orderly Growth Initiative policies (LU-2 and LU-3).

GOAL STATEMENTS

Goal LU-1: Preserve and protect the existing development pattern of distinct and identifiable cities and communities.

Goal LU-2: Encourage a development pattern which first seeks to maintain existing communities, second to develop vacant lands within existing communities presently served by public services, and third, to develop lands immediately adjacent to existing communities where services can easily be provided.

Goal LU-3: Create sustainable communities with areas for employment, shopping, housing, and recreation in close proximity to each other.

Goal LU-4: Encourage land use development patterns and circulation and transportation systems which minimize impacts on agriculture and natural resources; energy consumption; and adverse effects on air quality.

PRELIMINARY POLICIES

Policy LU-1: Collaborate with cities to guide development to the County's urban centers and promote compact development.

Policy LU-2: A cornerstone principle of this General Plan is the direction of new urban development and growth toward municipal areas. In furtherance of this central goal, the People of Solano County, by initiative measure, have adopted and affirmed the following provisions to assure the continued preservation of those lands designated "~~Intensive Agriculture~~", "~~Extensive Agriculture~~", "~~Agriculture~~", "Watershed", "Marsh", "Park & Recreation", or "Water Bodies & Courses": ~~Development Strategy Policy No. 17~~; Agricultural Lands Policies Nos. 9, 10, 11, 12 and 13; and Watershed Lands Policy No.2. (These can be found in the Agriculture Chapter and will be re-numbered). The General Plan may be reorganized, and individual goals and policies may be renumbered or reordered in the course of ongoing updates of the General Plan in accord with the requirements of state law, but the provisions enumerated in this paragraph shall continue to be included in the General Plan until December 31, 2010, unless earlier repealed or amended by the voters of the County. (This is a policy from the Orderly Growth Initiative and highlighted text changes are subject to a vote.)

Policy LU-3: The designation of specific lands and water bodies as "~~Extensive Agriculture~~", "~~Intensive Agriculture~~" "~~Agriculture~~", "Watershed", "Marsh", "Park & Recreation", or "Water Bodies & Courses" on the Solano County Land Use and Circulation map, adopted by the Solano County Board of Supervisors on December 19, 1980, as readopted and reaffirmed by the voters of Solano County in Proposition A in June 1984, and as amended subsequently consistent with Proposition A, shall remain in effect until December 31, 2010 except lands designated "Agriculture" may be redesignated ~~pursuant to the procedure specified in the Land Use and Circulation Element, Chapter III, Agriculture Land Use Policies Nos. 10 through 13~~ in the Agricultural Chapter policies xx through xx (providing for redesignation upon the making of specific findings, or as necessary to comply with state law requirements regarding provision of low and very low income housing, or permitting certain redesignations to open space).

In addition, these agricultural and open space lands may also be redesignated after a final judgment by a court of competent jurisdiction determining that the absence of a redesignation would constitute an unauthorized taking of private property or is otherwise unconstitutional, but only to the minimum geographical extent and intensity of use necessary to avoid such

unconstitutional result. Any such redesignation shall be designed to carry out the goals and provisions of this policy to the maximum extent possible.

Further, the precise boundaries of land use designations may be subject to minor adjustment and refinement prior to development, or upon request of an affected landowner, provided such refinements reflect the overall boundaries indicated on the General Plan Land Use Diagram and are consistent with all other General Plan policies, in particular, the General Plan policies prohibiting piecemeal conversions of agricultural lands to non-agricultural uses. (This is a policy from the Orderly Growth Initiative and highlighted text changes are subject to a vote.)

Comments: _____

MUNICIPAL SERVICE AREAS

PURPOSE AND INTENT

The Municipal Service Area (MSA) defines the area of city jurisdictional responsibility to provide the necessary services to support planned urban land uses under County General Plan policies and Land Use map. MSAs generally reflect the planned urban growth areas based County review of city general plans and spheres of influence established by LAFCO. (See Figure 1)

Within MSAs, future development of urban land uses is to be facilitated and served through city annexation. Existing land uses within MSAs may continue under the County jurisdiction until such time as the land is annexed to the city for conversion to urban uses. A change in land use of unincorporated lands within MSAs should be permitted only for temporary uses until annexed for urban development.

In areas outside MSAs, planned land uses are to be maintained or developed under County jurisdiction. Services to support existing and future development outside MSAs shall be provided by the County and special districts consistent with General Plan servicing policies.

Land uses depicted on the County Land Use map within the MSA, generally reflect the planned land uses under each city’s general plan. Reference should be made to the individual city general plan for more specific land use designations and development policies within the MSA.

In establishing MSAs, the County recognizes that local jurisdictions will periodically revise and updated their General Plans. Based on a city general plan revision, the city and County will review and may recommend to LAFCO revisions to the city’s sphere of influence. As part of this city/county review, the County shall also review the city land use changes and give consideration to amending the County Land Use Map to revise the MSA and reflect the new urban land uses.

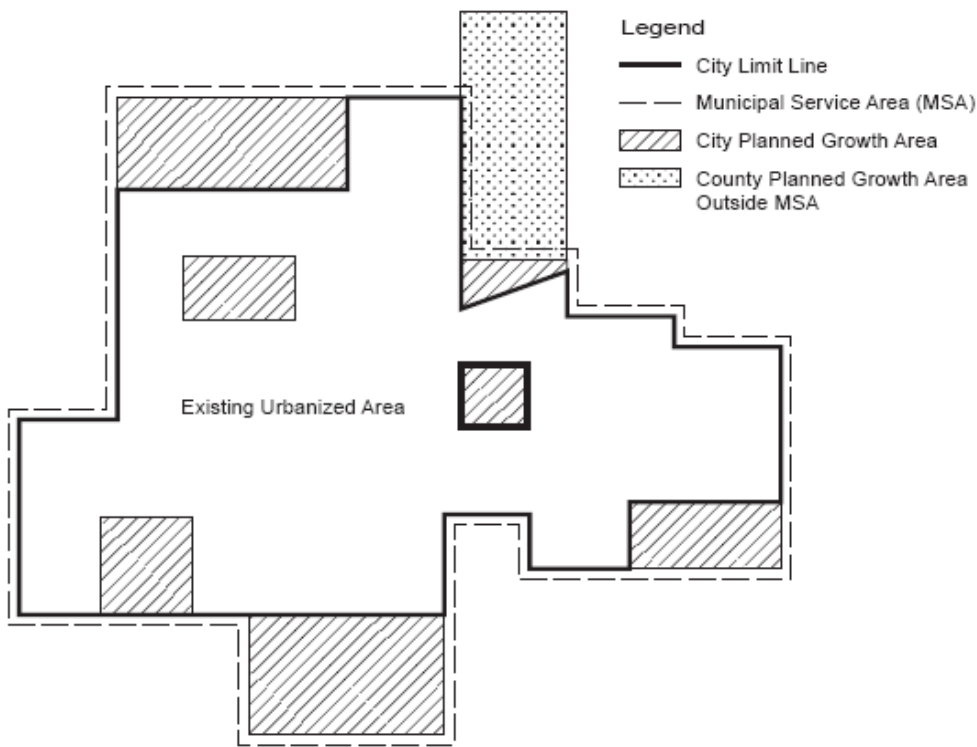


FIGURE 1

LAND USE DESIGNATION

An MSA shall be established for each city and depicted on the County Land Use Map. Within the MSA, the city urban land uses would be reflected in the County Land Use Map as Urban Residential, Urban Commercial, Limited and General Industrial. A notation is on the Land Use Map stating “Within Municipal Service Areas,

reference should be made to the individual city general plans for more specific land use designations and development policies.”

PRELIMINARY POLICIES

- Policy LU-4:** Designate as Municipal Service Areas (MSAs) those areas where future development is to be provided with municipal or urban type services through city annexation.
- Policy LU-5:** Coordinate with cities to oversee development of lands within MSAs.
- Policy LU-6:** Retain existing land uses within MSAs until annexed to a city.
- Policy LU-7:** Temporary land uses and uses consistent with the existing zoning may be permitted by the County on unincorporated lands within MSAs which do not conflict with planned land uses until such time as the property is annexed to a city for urban development.
- Policy LU-8:** Encourage the annexation of urbanized unincorporated communities within MSAs as long as annexation is not contrary to the wishes of a majority of the affected residents.
- Policy LU-9:** Within the MSA in the Peabody Road area where development has already occurred and annexation does not appear likely within the foreseeable future, temporary uses may be established with use permit approval.
- Policy LU-10:** Within the MSAs of the City of Vallejo and the City of Vacaville, development within the existing urbanized unincorporated communities may occur under County jurisdiction consistent with County zoning where municipal sewer and/or water services are currently available until such time as the communities are annexed to the city.
- Policy LU-11:** Within MSAs, work with cities to protect and maintain designated community buffers within city jurisdiction compatible with adjoining agriculture uses.
- Policy LU-12:** Coordinate with LAFCO and the cities of Suisun City and Fairfield to protect the Travis Reserve Area for future expansion of the air force base and support facilities.

Comments: _____

RESIDENTIAL USES

PRELIMINARY POLICIES

Policy LU-13: Provide sufficient residential lands jointly with the cities to meet Solano County's projected housing needs.

Policy LU-14: Establish rural residential development in a manner that preserves rural character and scenic qualities and protects sensitive resources including [\(viable/~~essential~~\) agricultural lands \(to be defined in the Agricultural Section of the GP\)e](#), creeks, native trees, open spaces and views [\(CAC\)](#).

Policy LU-15: Phase future residential development, giving first priority to those undeveloped areas zoned and designated for rural residential use and where rural residential development has already been established; second priority to undeveloped areas designated but not zoned for rural residential use and where rural residential development has already been established; and third priority to those undeveloped areas designated for rural residential use.

Policy LU-16: Preserve the character and quality of existing Traditional Community areas without expanding these communities further into unincorporated areas.

Policy LU-17: Encourage clustering of residential development when necessary to preserve [agricultural lands](#), [natural resource areas](#) ~~open space~~ and environmental quality, to provide for the efficient delivery of services and utilities, and to mitigate potential health and safety hazards [\(CAC\)](#).

Comments: _____

COMMERCIAL AND INDUSTRIAL USES

PRELIMINARY POLICIES

Policy LU-18: Provide sufficient commercial and industrial lands jointly with the cities to meet Solano County's projected employment and economic development needs.

Policy LU-19: Locate commercial development in locations which provide maximum access to the primary consumers of such services and where necessary services and facilities can be provided.

Policy LU-20: Encourage development of commercial uses to use architecture and site design compatible with the rural character of the surrounding community, the county, and adopted County policies.

Policy LU-21: Locate, design and site commercial and industrial development, including locations near ferries, rail, and ports, in a manner which minimizes traffic congestion and other negative effects on surrounding residential and agricultural uses. (PC)

Policy LU-22: Ensure that commercial and industrial development that occurs adjacent to a city is developed consistent with the development design standards of the adjacent city.

Policy LU-23: Consider the needs of commercial and industrial uses in infrastructure planning decisions.

Policy LU-24: Encourage industrial development to be located in cities which have available labor and necessary facilities and services to support industry.

Policy LU-25: Promote industrial development in the unincorporated county in cases where such development is not appropriate to be located near urban areas, is related to agriculture, or has other specific unique site requirements that are not feasible or available in cities.

Policy LU-26: Locate and develop industrial uses in a manner that does not conflict with adjacent and surrounding agricultural activities and protects water quality and marshland and wetland habitats.

Policy LU-28: Areas located northeast of Dixon (to be identified on a separate map in the General Plan) which are designated Light Industrial shall be limited to agriculture-supporting industrial uses (CAC).

Comments: _____

POTENTIAL IMPLEMENTATION PROGRAMS

- a. Investigate and develop design guidelines for portions of the County as appropriate and necessary to preserve rural character.
- b. Work with the cities and Local Agency Formation Commission to review sphere of influences consistent with proposed MSAs to clearly define those lands which are expected to be serviced through annexation.
- c. Continue to provide cities an opportunity to review, comment and coordinate land use proposals and decisions within a city's MSA and surrounding area.
- d. Review city general plan land use updates and amendments and amend County land use classifications and MSAs to incorporate city land use changes as appropriate.
- e. Provide for clustering through the Specific Project Area land use designation and subsequent planning process. Specific Plans required prior to development in these areas shall determine:
 - o Resource or hazard areas to be avoided by clustered development;
 - o techniques to ensure development is compatible with the character of the surrounding area;

- guidelines for cluster development, including minimum and maximum lot sizes, and development standards;
- the amount of land that will be preserved for agriculture and other resources and the methods by which such preservation will be accomplished (CAC); and
- plans describing how the proposed development will be provided adequate levels of water and wastewater service.

f. Update the County Zoning Ordinance and other regulations to incorporate recommended changes in land use designations, provide performance standards for development within each designation, and define allowed uses within each designation.

g. Work with cities to protect and maintain designated community buffers within their jurisdiction compatible with adjoining agriculture uses.

Additional Ideas:

NOTE: Land use policies for the Special Study Areas are provided in a separate attachment.

LAND USE DESIGNATIONS

Proposed General Plan Land Use Designations	
Designation and Density or Intensity	Description
Natural Resource Designations	
M Marsh	Provides for protection of marsh and wetland areas. Permits aquatic and wildlife habitat, marsh-oriented recreational uses, agricultural activities compatible with the marsh environment and marsh habitat, educational and scientific research, educational facilities supportive of and compatible with marsh functions, and restoration of historic tidal wetlands.
PR Park & Recreation	Provides for public park and recreation areas throughout the county.
WB Water Bodies & Courses	Major water ways and lakes located within the county.
Agricultural Designations	
WS Watershed One dwelling/160 acres	Provides for the protection of water quality by limiting development where such development could significantly degrade surface water quality. Comprised of hills and mountains in areas primarily used for grazing. Watershed areas typically feature hazardous site characteristics including undevelopable, steep slope areas with high soil erosion potential, fire hazards and unstable soils. Watershed areas also provide wildlife habitat. Uses in this area are restricted to agricultural or passive open space uses.

Proposed General Plan Land Use Designations	
Designation and Density or Intensity	Description
<p>AG Agriculture</p> <p>Minimum lot size and desired uses vary by region</p>	<p>Provides areas for the practice of agriculture as the primary use, including areas that contribute significantly to the local agricultural economy, and allows for secondary uses that support the economic viability of agriculture. Agricultural land use designations protect these areas from intrusion of non-agricultural uses and other uses that do not directly support the economic viability of agriculture.</p> <p>Agricultural areas within the County are identified within one of nine geographic regions. Within all regions, uses include both irrigated and dryland farming and grazing activities. Agricultural-related housing is also permitted within agriculturally designated areas to provide farm residences and necessary residences for farm labor housing</p> <p>The minimum lot size and additional desired uses for each region are further identified as follows.</p> <p><i>Suisun Valley: 20 acre minimum – Provides for agricultural production, agricultural processing facilities, and facilities to support the sale of produce, and tourist services that are ancillary to agricultural production.</i></p> <p><i>Green Valley: Pursuant to Specific Project Area assumptions and process.</i></p> <p><i>Dixon Ridge; Elmira and Maine Prairie; Montezuma Hills; Ryer Island; Winters Area; Jepson Prairie; Pleasant, Vaca and Lagoon Valleys; and Western Hills: To be determined per the agricultural studies and subcommittee report.</i></p>
Residential Designations	
<p>RR Rural Residential</p> <p>(2.5-10 acre lots)</p>	<p>Provides for single-family residences on 2.5 to 10 acre parcels. Clustering is permitted.</p>
<p>UR Urban Residential</p> <p>UR-L (Low): 2-7 du/acre UR-M (Medium): 8-15 du/acre UR-H (High): 16-25 du/acre</p>	<p>Provides for urban densities of residential development within Municipal Service Areas (MSAs). These areas are intended to be annexed and developed by cities with the necessary services and facilities to support development at urban densities. (Note: exceptions for the unincorporated Vallejo Area and Vacaville area with urban services.)</p>

Proposed General Plan Land Use Designations	
Designation and Density or Intensity	Description
<p>TC Traditional Community</p> <p>TC-R (Residential): 1-4 du/acre TC-M (Mixed-use): 1-4 du/acre</p>	<p>Recognizes existing residential and mixed-use communities located outside Agricultural and Municipal Service areas where previous development has occurred at higher densities or intensities than currently allowed under county policy. The Traditional Community designation is intended to preserve and enhance the character and quality of these existing communities but is not to be applied to areas where the residential community is anticipated to expand. Within existing Traditional Community residential areas, infill residential development may occur.</p> <p>Two categories of Traditional Community are established: 1) exclusively residential (e.g. Green Valley, Rockville, Willotta Oaks, Collinsville, and unincorporated areas within Vallejo and Fairfield); and 2) mixed-use residential and commercial communities (e.g. Old Town Cordelia, Elmira, and Birds Landing)</p>
Commercial Designations	
<p>NC Neighborhood Commercial</p>	<p>Provides basic daily services for surrounding rural communities – primarily convenience goods and personal services. Neighborhood Commercial areas are designed and situated to minimize traffic congestion and impacts on surrounding lands.</p>
<p>HC Highway Commercial</p>	<p>Designates areas adjacent or in close proximity to selected freeway interchanges to provide necessary retail activities for highway travelers. Typical uses consist of automobile services and repair stations, hotels, motels, restaurants, and refreshment stands.</p>
<p>SC Service Commercial</p>	<p>Provides service activities requiring large land areas and easy access to major transportation facilities. Commercial service uses include indoor and outdoor retail and service activities.</p>
<p>NAC Neighborhood Agricultural/Tourist Center</p>	<p>Provides for areas supporting complementary agricultural and tourism commercial facilities that are compatible with surrounding agricultural uses. In addition, permitted uses should enhance the agricultural character of surrounding areas, develop brand recognition, and create a destination for tourists. Permitted uses include small hotels, restaurants, retail shops and facilities for the sale of local produce.</p>
<p>UC Urban Commercial</p>	<p>Provides for retail and non-retail commercial areas within city Municipal Service Areas (MSAs). Uses include retail and business and professional offices.</p>

Proposed General Plan Land Use Designations	
Designation and Density or Intensity	Description
CR Commercial Recreation	<p>Provides for privately-owned recreational facilities, including campgrounds, recreational vehicle parks special occupancy vehicle parks, floating home communities, golf courses and recreational boat marinas.⁵ Complementary commercial facilities are also allowed with the primary use including restaurants, commercial lodging, retail shops, boat sales, boat launching ramps, and facilities for boat construction and repair. (CAC)</p>
Industrial Designations	
<u>UI</u> <u>Urban Industrial</u>	<p>Provides for industrial areas within city Municipal Service Areas (MSAs). Uses include both limited and general industrial uses. (CAC)</p>
LI Limited Industrial	<p>Provides for industrial operations of a relatively low intensity and low polluting character. Such uses include industrial operations, large-scale administrative facilities, scientific and research institutions, warehousing and distribution, and specialized light manufacturing and assembly operations with little or no off-site effects. Outdoor storage and activities associated with the primary use are also permitted. Industrial park development should be focused within city industrial areas.</p> <p>Also allows industrial-supporting service activities requiring large land areas and easy access to major transportation facilities. These uses include supportive retail and service activities.</p> <p>Where this designation is applied to the area northeast of Dixon, uses shall be agriculturally-related. Permitted uses would include agricultural services such as the storage or sales of products for commercial agriculture, agricultural processing, and corporation yards for the storage and maintenance of agricultural equipment. Uses must clearly demonstrate a need for rural locations to serve agricultural uses. These uses should be developed to protect the County’s high quality soils and not adversely impact surrounding agricultural uses.</p>

Proposed General Plan Land Use Designations	
Designation and Density or Intensity	Description
GI General Industrial	<p>Provides for labor- and/or traffic-intensive industries that require large sites for both indoor and outdoor operations. Such uses include manufacturing, processing, disassembling and assembling, and storage of products and materials. This designation is applied to areas with a reasonable degree of separation from residential and agricultural uses and where necessary services can readily be provided. <u>(PC)</u></p> <p>Limited industrial uses are also permitted in these areas. Such uses include industrial operations, large-scale administrative facilities, scientific and research institutions, warehousing and distribution, and specialized light manufacturing and assembly operations with little or no off-site effects. Outdoor storage and activities associated with the primary use are also permitted. Industrial park development should be focused within city industrial areas.</p> <p>Also allows industrial-supporting service activities requiring large land areas and easy access to major transportation facilities. These uses include supportive retail and service activities.</p>
WDI Water Dependent Industrial WDI-R Water Dependent Industrial Reserve	<p>This designation is specifically designed to accommodate industrial development along the Sacramento River. Industrial development shall be located and developed in a manner which protects significant marshland and wetland habitats and the water quality of the area, and wetland resources may be enhanced or restored, provided the viability of the site for industrial development is preserved.</p>
Public Use Designation	
PQP Public/Quasi-Public	<p>Provides for airports, schools, solid waste facilities, hazardous waste facilities, and other public and quasi-public facilities.</p>
Special Purpose Areas and Overlays	
TRA Travis Reserve Area	<p>Provides for future expansion of Travis Air Force Base and support facilities for the Base. This designation applies to certain unincorporated lands located north and east of the Base. If the status of the Base changes, the construction of nonmilitary airport and support uses may be permitted. No residential uses are permitted. Until a military or airport use is proposed for the Travis Reserve Area, the County supports continued use of the Area for agriculture and grazing.</p>
SP Specific Project Area	<p>Provides for future development subsequent to adoption of a Specific Plan. This designation is applied to areas where future development and conservation objectives have not been fully defined (e.g. Middle Green Valley). General Plan text provides planning objectives and policies to be achieved and implemented within future specific plans for each area.</p>

Proposed General Plan Land Use Designations	
Designation and Density or Intensity	Description
WRO Wind Energy Resource Overlay	Provides for electricity-generating wind-powered facilities. This designation recognizes areas that contain significant wind resources and promotes alternative and renewable energy sources that can be produced from resources available in the county. Agricultural uses are allowed. Water Dependent Industrial uses may also be compatible depending on project siting and design. Where this area overlaps the Resource Conservation Overlay, facilities and operations should be compatible with underlying habitat use.
RCO Resource Conservation Overlay	Identifies and protects areas of the county with special resource management needs. This designation recognizes the presence of certain important natural resources in the county while maintaining the validity of underlying land use designations. The overlay protects resources by: 1) requiring study of potential effects if development is proposed in these locations, and 2) providing mitigation to support urban development in cities. Resources to be protected through this overlay are those identified through technical studies as the highest priority areas within the habitat conservation plan process. Conservation measures used to achieve the County's resource goals vary based upon the targeted resource. Descriptions of the conservation measures, restrictions, and compatible districts applicable to each targeted resource are provided in the General Plan text. Removal of a Resource Conservation Overlay from a subject property may be possible through a General Plan amendment (CAC).
TCO Tri-City Cooperative Planning Area	Identifies the area of the County subject to the Tri-City and County Cooperative Plan. The Cooperative Plan is incorporated within the General Plan as a special policy document and the County will defer to the Cooperative Plan in this area.
ARO Agricultural Reserve Overlay	Encourages private landowners to voluntarily participate in agricultural conservation easements. This overlay will incorporate existing agricultural conservation easements where feasible, and establish new land easement acquisition methods that encourage land owner cooperation. (Note: this description to be reviewed later with Agricultural Policies)