

**DRAFT**

**Urban Reserve Evaluation:  
Development Inventory and Land Need  
Forecast**



**City of Vacaville  
Community Development Department  
June 28, 2022**

## Introduction

[Chapter 14.04.038. \(Urban Reserve\)](#) of the City of Vacaville Municipal Code identifies the evaluation process that must be completed before considering the conversion of lands designated as Urban Reserve (UR) in the General Plan. This process must be completed in conjunction with the five-year update of the Municipal Service Review (“MSR”). The City’s existing MSR was adopted in 2017. The 2022 MSR update is currently being prepared which triggers the requirement to evaluate and consider the conversion of Urban Reserve lands. The evaluation process for converting Urban Reserve lands has three steps:

- Step 1. The City prepares a Development Inventory and Land Need Forecast to determine the amount and type of Urban Reserve land that could be eligible for conversion to urban land use designations.
- Step 2. The City evaluates alternatives of which Urban Reserve lands would best meet the needs identified in the Development Inventory and Land Need Forecast and selects for which Urban Reserve lands, if any, it wishes to initiate the General Plan amendment process.
- Step 3. The City Council considers General Plan map and text amendments to assign urban land use designations to the selected Urban Reserve lands.

Staff has completed the Development Inventory and Land Needs Forecast as required by the first step. If directed by the City Council, staff would complete additional public outreach and facilitate Planning Commission review before bringing the Forecast to Council for further direction to proceed and complete Steps 2 and 3 of this evaluation at a later date.

## Key Report Findings

- The City issued a total of 2,735 residential permits between January 1, 2015 and December 31, 2021, representing an average of 391 permits per year. Approximately 82 percent of the permits were for single-family residential units and 18 percent were for multi-family residential units.
- As of June 10, 2022, the City has issued 116 single-family residential permits in 2022.
- The City’s existing Development Inventory can accommodate 7,282 residential units, which equates approximately to 18.6 years of residential land inventory based on issuing an average of 391 residential permits annually.
- Based on the City’s average annual residential rate of 391 units annually, the City requires adequate land to accommodate 7,820 new residential units over the next 20 years.
- The current land inventory, based on existing zoning and General Plan land designations, can support 7,282 residential units. The City requires additional land to supply an additional 547 residential units.

## Background

In 2008, the City adopted a 20-year Urban Growth Boundary (“UGB”), which totals 36 square miles in size as shown in Figure 1. The UGB was adopted by the City Council as a result of a voter signature gathering process. Subsequently, the City Council voted to incorporate the UGB within the General Plan Land Use Element. The UGB and the City’s UGB policies can only be amended by the voters of Vacaville or by the City Council according to the procedures outlined in the policies listed under General Plan Goal LU-5 - Maintain the City’s Urban Growth Boundary, which establishes required findings for such an amendment. Land outside the UGB cannot be annexed into the City or designated for anything other than agriculture, park, open space, public facility, or utility uses until March 1, 2028.

With the adoption of the Urban Growth Boundary in 2008, two new growth areas were established in areas predominantly used for agriculture: the East of Leisure Town Road Growth Area and the Northeast Growth Area (“Growth Areas”). These new growth areas are shown in Figure 1. The East of Leisure Town Road Growth Area is approximately 1,300 acres in size and is primarily designated for future residential growth. It is located east of Leisure Town Road, south of the unincorporated, rural Locke Paddon community, and north of the New Alamo Creek Channel. The Northeast Growth Area is approximately 1,000 acres in size and is primarily designated as an economic development area. This area is generally located along both sides of Interstate 80, northeast of the Locke Paddon community, and south of Midway Road.

When the General Plan was updated in 2015, neither Growth Area was anticipated to fully develop during the General Plan’s 20-year planning horizon spanning from 2015 to 2035. As such, an Urban Reserve land use designation was applied to relatively large, contiguous geographic areas within the East of Leisure Town Road Growth Area, and to a small area within the Northeast Growth Area.

The General Plan (Page LU-23) defines the Urban Reserve land designation as:

This designation is applied to relatively large, contiguous, and undeveloped geographic areas where comprehensive planning must occur before urbanization. The purpose of assigning the Urban Reserve designation, rather than specific land use designations in the East of Leisure Town Road Growth Area, is to demonstrate that the City eventually expects urban development in these areas, while also allowing flexibility in planning for these uses in the future. This designation has also been applied to a small area within the Northeast Growth Area where existing uses have developed in the unincorporated county.

Urban Reserve designated lands within the Growth Areas will require comprehensive planning efforts including the preparation of a Specific Plan before being considered for annexation and future development. In addition, the conversion of Urban Reserve lands is subject to the evaluation process identified in Chapter 14.04.038 (Urban Reserve) of the Municipal Code, as discussed in the staff report. In conjunction with a Specific Plan, a General Plan amendment will be necessary to establish specific General Plan land use designations for Urban Reserve lands. The same requirements apply to the Northeast Growth Area where approximately 83 acres of land that is designated as Urban Reserve. General Plan goals, policies, and actions related to the Growth Area are provided in Section 1 of this report, Relationship the General Plan.

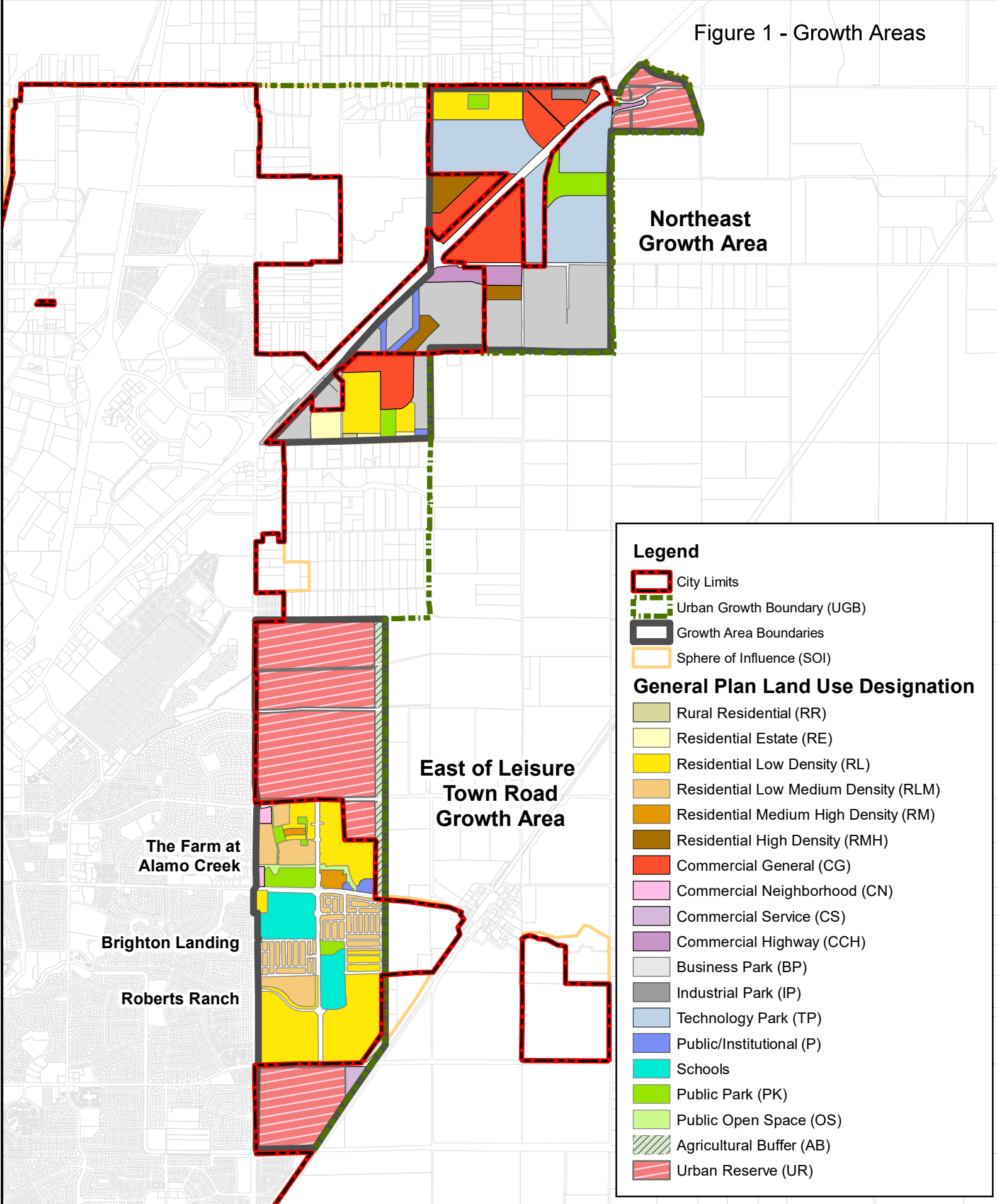
## Development Within the East of Leisure Town Road Growth Area

Since the adoption of the General Plan in 2015, properties in the East of Leisure Town Road Growth Area that were given residential land use designations have received their development entitlements. The location of these developments are identified in Figure 1. The Brighton Landing subdivision, located south of Elmira Road and consisting of 767 units, is nearing completion. The Roberts Ranch subdivision, located north of Fry Road and consisting of 785 units, is currently under construction. The Farm at Alamo Creek, located north of Elmira Road and consisting of 768 units, has received its development entitlements and is in the process of completing the steps necessary to begin construction. The remaining properties located within the East of Leisure Town Growth area are designated as Urban Reserve.

In June 2021, the City Council voted to initiate a General Plan Amendment (“GPA”) for the [Fields at Alamo Creek](#), a 33.6-acre property located immediately east of the Farm at Alamo Creek as shown in Figure 2. This parcel was designated as Urban Reserve by the General Plan, and the property owner requested that a GPA be permitted to convert this land use designation to Residential Medium Density, which permits 8.1 to 14.0 units per acre which would allow a range of 272 to 470 residential units. Submittal of this application and the initiation of the GPA occurred before the completion of the Urban Reserve evaluation process required by Chapter 14.04.038 (Urban Reserve) of the Municipal Code. This project has been deemed incomplete until the applicant submits additional information.



Figure 1 - Growth Areas



**Legend**

- City Limits
- Urban Growth Boundary (UGB)
- Growth Area Boundaries
- Sphere of Influence (SOI)

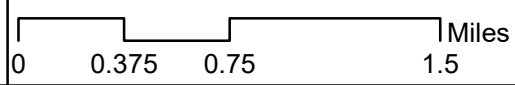
**General Plan Land Use Designation**

- Rural Residential (RR)
- Residential Estate (RE)
- Residential Low Density (RL)
- Residential Low Medium Density (RLM)
- Residential Medium High Density (RM)
- Residential High Density (RMH)
- Commercial General (CG)
- Commercial Neighborhood (CN)
- Commercial Service (CS)
- Commercial Highway (CCH)
- Business Park (BP)
- Industrial Park (IP)
- Technology Park (TP)
- Public/Institutional (P)
- Schools
- Public Park (PK)
- Public Open Space (OS)
- Agricultural Buffer (AB)
- Urban Reserve (UR)



**CITY OF VACAVILLE**  
COMMUNITY DEVELOPMENT  
DEPARTMENT

**GROWTH AREAS**



Note: UGB, SOI, and Growth Area Boundary overlap within the two growth areas.

## 1. Relationship to the General Plan

General Plan Goal LU-19 calls for the City to comprehensively plan for future development in the East of Leisure Town Road and Northeast Growth Areas. This goal is supported by the following policies and actions:

Goal LU-19	Comprehensively plan for future development in the East of Leisure Town Road and Northeast Growth Areas.
Policy LU-P19.1	Require a General Plan amendment to convert lands designated as Urban Reserve to other land use designations. Require all conversions to make the findings identified in an Urban Reserve Ordinance described in Action LU-A19.1, below.
Policy LU-P19.2	Prioritize development of residential land use in the East of Leisure Town Road Growth Area over future new residential uses in the Northeast Growth Area in the City's infrastructure planning and land use approval process.
Policy LU-P19.3	The City Municipal Service Review and Comprehensive Annexation Plan (MSR/CAP) shall serve as the City's growth management plan. The growth management plan shall include an urban growth strategy, infill strategy and agricultural preservation strategy. The MSR/CAP shall be updated every five years as mandated by State law.
Policy LU-P19.4	Identify all properties designated as Urban Reserve as long-term annexation areas in the City's Municipal Service Review and Comprehensive Annexation Area Plan. Long-term annexation areas are areas that will not be annexed to the City within the 5- to 10-year planning period of the most current Municipal Service Review and Comprehensive Annexation Plan.





- Policy LU-P19.5 Evaluate General Plan amendment requests to convert lands designated as Urban Reserve to other land use designations no more often than every 5 years. Applications to amend the General Plan to convert Urban Reserve lands must be consistent with the City’s Municipal Service Review and Comprehensive Annexation Plan Development and Land Needs Inventory.
- Policy LU-P19.6 Prior to the approval of any subdivision applications in the East of Leisure Town Road or Northeast Growth Area, the developers shall assure that all required domestic water supply and distribution systems, wastewater collection and treatment facilities, stormwater management facilities, and roadway segment and intersection improvements will be incorporated into the final project plans.
- Action LU-A19.1 Amend the Land Use and Development Code to establish an Urban Reserve ordinance. The ordinance shall include criteria necessary to support a General Plan amendment permitting the conversion of the land designated as Urban Reserve to another land use designation. The criteria shall allow consideration of amendments needed to retain a 20-year supply of developable land within the Urban Growth Boundary or to replenish the supply of developable land reduced since General Plan adoption. These findings shall support the General Plan Vision Statement.
- Action LU-A19.2 Update the City’s master infrastructure plans to identify the infrastructure requirements for the development of the East of Leisure Town Road and Northeast Growth Areas through the 2035 horizon year. The specific plans for these growth areas shall be consistent with the City’s infrastructure master plans.
- Action LU-A19.3 As part of its regular Municipal Service Review and Comprehensive Annexation Plan updates, the City shall review and analyze the growth and population projections for the East of Leisure Town Road and Northeast Growth Areas in relation to the rest of the city to ensure an adequate, long-term supply of developable residential and nonresidential land, and to ensure the City can provide adequate infrastructure and facilities to serve the needs of these growth areas.

## 2. Relationship to the Housing Element

Since 1969, State law has required that all local governments (i.e., cities and counties) adequately plan to meet the housing needs of everyone in the community through the preparation and adoption of a Housing Element. The Housing Element is one of the seven mandated elements, or chapters, of the General Plan. Unlike other General Plan elements, the Housing Element is required to be updated every eight years and be certified to be consistent with Housing Element law (California Government Sections 65580-65589).



The Housing Element is largely based on the City’s Regional Housing Needs Allocation (“RHNA”). The RHNA is the amount of housing that the California Department of Housing and Community Development (HCD) and the Association of Bay Area of Governments (“ABAG”) have determined to be the City’s fair share to meet the housing needs of people at all income levels. The RHNA is required to meet the five statutory objectives summarized below:

1. Increase housing supply and the mix of housing types to improve housing affordability and equity in all cities and counties within the region; and
2. Promote infill development and socioeconomic equity; protect environmental and agricultural resources; encourage efficient development patterns; and achieve greenhouse gas reduction targets; and
3. Improve the intra-regional jobs-to-housing relationship, including the balance between low-wage jobs and affordable housing units for low-wage workers in each jurisdiction; and
4. Balance disproportionate household income distributions (more high-income allocation to lower-income areas, and vice-versa); and
5. Affirmatively further fair housing.

The City is currently preparing the 2023-2031 Housing Element Update, which requires the City to plan for 2,595 new residential units with a mix of affordability as shown in Table 1. The public review draft of the Housing Element is scheduled to be published in late summer for a 40-day review period. As part of this process, the Planning Commission and City Council will receive an informational presentation and be asked to provide feedback on how the City can best meet its RHNA and other housing obligations.

Table 1. 2023-2031 Regional Housing Needs Assessment (“RHNA”)

	Income Distribution (Based on a 4-Person Household)				Total RHNA
	Very Low	Low	Moderate	Above Moderate	
	(<50% AMI)	(51-80% AMI)	(81-120% AMI)	(>120% AMI)	
Household Income	< \$49,650	\$49,651 to \$79,440	\$79,441 to \$119,160	> 119,161	
RHNA Units	677	404	409	1,105	<b>2,595</b>

The RHNA affordability categories are based on certain percentages of Solano County’s area median income (AMI) for four-person households. Larger and smaller household affordability levels are based on a sliding scale. In 2021, when the City began preparing the Housing Element Update, the Solano County AMI was \$99,300. As such, a household consisting of four people and within 81% and 120% of the AMI make between \$79,441 and \$119,160 annually. The County AMI is subject to change on an annual basis.

The City's RHNA for the 6th housing cycle (2023-2031) is significantly higher than the existing 5<sup>th</sup> housing cycle (2015-2023). The new RHNA is nearly two and a half times higher than the existing RHNA of 1,084 units. The increased RHNA, in addition to several housing sites having been constructed since 2015, will likely require the City Council to consider the General Plan and zoning amendments to provide enough sites capable of meeting the RHNA. These General Plan and Zoning amendments might require a map and/or text amendments such as amending the residential density ranges. The General Plan identifies the East of Leisure Town Road Growth Area as primarily a residential growth area. As such, the City Council could designate Urban Reserve properties to support the City's RHNA requirement.

### 3. Urban Reserve Ordinance

As previously mentioned, [Chapter 14.04.038 of the Municipal Code](#) identifies a three-step evaluation process that must be completed before considering the conversion of Urban Reserve lands. These steps are described in more detail in this section of the report.

#### Step 1. Development Inventory and Land Need Forecast

Section 14.04.038.030 of the Urban Reserve Ordinance identifies that the Development Inventory and Land Need Forecast ("Inventory") shall include the following:

- A. An inventory of the amount of land that has been developed within the City since the previous Inventory or General Plan update.
- B. A current inventory of the amount of developable lands available within the City and within the sphere of influence by land use.
- C. A forecast of the amount of developable land by land use type that may be needed to accommodate expected development within the City over the 10- and 20-year periods following the Inventory.
- D. A comparison of the Inventory and the forecast, and a determination of the amount of land needed by land use type to retain a 20-year supply of developable land within the City and sphere of influence or to replenish the supply of developable land within the City and sphere of influence reduced since General Plan adoption.

#### Step 2. Evaluation and Selection of Lands for Potential Conversion

The second step when considering whether to convert Urban Reserve lands is evaluating and selecting land for potential conversion based on the following factors identified in Section 14.04.038.040 of the Urban Reserve Ordinance:

- A. The information from the Development Inventory and Land Needs Forecast. The amount of land converted shall not exceed:
  1. The amount of land of each land use type that has been developed citywide since adoption of the General Plan; or

2. The amount of each type of land that is needed to maintain a 20-year supply of that type of land within the City and sphere of influence.
  3. The Council may, however, convert additional land as necessary to convert entire parcels, to provide appropriately sized sites for the planned use, or to otherwise accommodate sound land use planning (for example, to accommodate infrastructure extensions or the creation of logical boundaries). The total amount of additional land so converted shall not exceed 10 percent of the greater of either Subsection A.(1) or (2) of this section.
- B. Which lands best meet the future needs of the City as identified in the Inventory.
  - C. Which lands are projected to have either existing or near-term proposed transportation, water, wastewater, and stormwater utilities available within the 10-year period following the Inventory.
  - D. Which lands are most likely to meet the Local Annexation Formation Commission (LAFCO) annexation criteria soonest.

### **Step 3. General Plan Amendment Process for Assigning Urban Land Use Designations to Urban Reserve Lands**

Section 14.04.038.035 of the Urban Reserve Ordinance states that after the City Council has selected the Urban Reserve lands eligible for conversion to urban land designations, and initiated the General Plan Amendment process for these lands, the City Council may:

1. Direct that staff proceed with preparing a specific proposal for amending the General Plan for new land use designations for the properties; or
  2. Authorize individual property owners or groups of owners to apply for such a General Plan amendment.
- B. The General Plan amendment shall be processed as specified in [Chapter 14.04.038 of the Municipal Code](#).
  - C. The City Council is not obligated to approve any General Plan amendment proposal to convert Urban Reserve lands.
  - D. If the City Council chooses not to approve a General Plan amendment proposal to convert certain Urban Reserve lands, it may choose to initiate the General Plan amendment process for a like amount of other Urban Reserve lands following the process identified in Step 2.

## 4. Housing References

The following section identifies housing resources that could be helpful to decision-makers as the City proceeds to evaluate and consider the conversion of Urban Reserve lands.

### 4.1 Housing Needs Data Report: Vacaville

In 2021, the Association of Bay Area Governments (“ABAG”) and the Metropolitan Transportation Authority (“MTC”), in partnership with Baird and Driskell Community Planning published the [Housing Needs Data Report: Vacaville](#) (“Housing Needs Report.”) This report was created in preparation for the Bay Area Housing Element 2023-2031 update cycle and contains a housing needs assessment and demographic information, such as population growth trends, employment trends, housing stock characteristics, and housing needs for special populations, and summarizes key housing-related findings.

### 4.2 City of Vacaville Housing Analysis and Strategy

The City of Vacaville (City) hired a consulting team consisting of Economic & Planning Systems, Inc. (“EPS”) and Placeworks to prepare a [housing analysis and strategy](#) (“Housing Strategy”) to address current and future housing needs in the City. Like the Housing Needs Report, the Housing Strategy report identifies existing socioeconomic and housing conditions, issues, and gaps in housing supply, assesses the City’s current policy, projects future housing needs, and offers recommendations and implementation strategies to ensure that the City can meet its housing needs over the long term. An important component of the Housing Strategy involved robust outreach to local developers and the community to identify desired housing types and perceived barriers to producing housing at the levels desired by the City or identified by the community as missing. The outreach process solicited feedback through multiple avenues to reach different segments of the population and to develop a thorough understanding of the housing issues. Overall, there were four well-attended virtual outreach events.

### 4.3 City of Vacaville Building Permits

The City issues building permits and monitors building permit activity through an online software program known as TRAKiT. This software also allows the City to prepare building permit reports based on various factors, including but not limited to, the type of building permit, issuance date, and location. The TRAKiT software was used to help prepare the Development Inventory and Land Need Forecast.

## 5. Analysis

This report represents Step 1, Development Inventory and Land Need Forecast (“Inventory”), of the Urban Reserve conversion evaluation. [Chapter 14.04.038 of the Municipal Code](#) requires the Development Inventory and Land Need Forecast to include the following:



- A. An inventory of the amount of land that has been developed within the City since the previous Inventory or General Plan update.
- B. A current inventory of the amount of developable lands available within the City and within the sphere of influence by land use
- C. A forecast of the amounts of developable land by land use type that may be needed to accommodate expected development within the City over the 10- and 20-year periods following the Inventory.
- D. A comparison of the Inventory and the forecast, and a determination of the amount of land needed by land use type to retain a 20-year supply of developable land within the City and sphere of influence or to replenish the supply of developable land within the City and sphere of influence reduced since General Plan adoption.

This information is provided in the subsequent sections of this report.

### 5.1 Land Developed within the City since the 2015 General Plan Update

Table 1 summarizes the number of single-family residential (“SF”) permits and the number of multi-family (“MF”) permits issued between January 1, 2015 and December 31, 2021. During this timeframe, 2,230 single-family residential permits were issued, and permits for 505 multi-family were issued. This equates to an average development rate of 318 single-family residential and 72 multi-family units annually. A more detailed accounting of these units has been provided in Table 2 and is accompanied by a location map identified in Figure 3.

**Table 1. Summary of Residential Permits Issued  
(January 1, 2015, thru December 31, 2021)**

	2015	2016	2017	2018	2019	2020	2021	Total	Percentage
SF Units	335	251	244	195	396	435	374	<b>2,230</b>	<b>82%</b>
MF Units	-	-	39	-	1	245	220	<b>505</b>	<b>18%</b>
Annual Total	335	251	283	195	397	680	594	<b>2,735</b>	<b>100%</b>
<b>Average Annual residential Permits Issued</b>								<b>391</b>	

Source: City of Vacaville TRAKiT Building Permits

As of June 10, 2022, the City has issued 116 single-family residential permits in the following subdivisions:

- Roberts Ranch - 67 permits
- Villages at Vanden Meadows - 39 permits
- Farmstead at North Orchard – 10 permits

**Table 2. Single-Family Residential Permits Issued  
(January 1, 2015 thru December 31, 2021)**

<b>Subdivision Name</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Ashton Place Unit 1					7		
Ashton Place Unit 2				15	9		
Ashton Place Unit 3						15	
Bennett Hill Project	56						
Bennett Hill Rehabilitation Project	10						
Brighton Landing		41	153	176	141	182	125
Burton Ranch			2				
Cheyenne at Browns Valley	52	46	18		35		
Farmstead						15	70
North Village Units 6 and 7	78	73	23	0	71	87	44
Parkside Green						30	24
Southtown Phase 1	25	1					
Southtown Phase 1A	53	36	48				
Southtown Phase 1-2	43						
Southtown Phase 2 Sub PCL D Units 8		6					
Sterling Chateau 4	12	22					
The Reserve at Browns Valley Phase 1	4	2					
The Reserve at Browns Valley Phase 2		21					
The Reserve at Browns Valley Phase 3							29
Roberts Ranch						2	52
Vanden Estates					94	101	28
Vanden Estates II					38		
Villages on Vine 2	1						
Custom Homes	1	3		4	1	3	2
<b>Annual Totals</b>	<b>335</b>	<b>251</b>	<b>244</b>	<b>195</b>	<b>396</b>	<b>435</b>	<b>374</b>
<b>Total Single-Family Permits</b>							<b>2,230</b>
<b>Percentage of Residential Permits Issued</b>							<b>82%</b>

Source: City of Vacaville TRAKit Building Permits

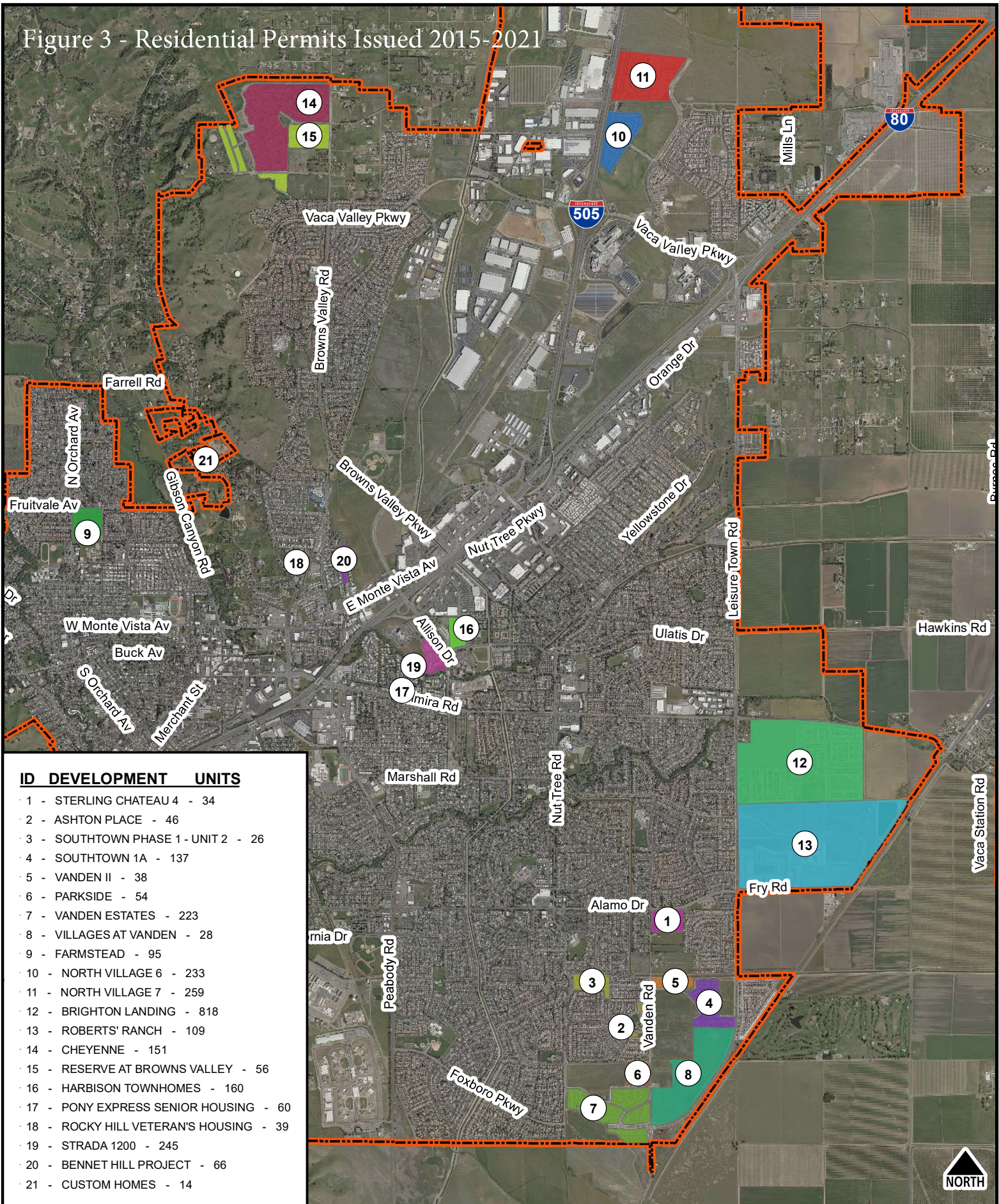
**Table 3. Multi-Family Residential Permits Issued  
(January 1, 2015 thru December 31, 2021)**

<b>Project Name</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Rocky Hill Veterans Housing			39				
Harbison Townhomes							160
Pony Express Senior Housing							60
Strada 1200						245	
Misc. MF					1		
<b>Annual Totals</b>	<b>0</b>	<b>0</b>	<b>39</b>	<b>0</b>	<b>1</b>	<b>245</b>	<b>220</b>
<b>Total Multi-Family Units</b>							<b>505</b>
<b>Percentage of Residential Permits Issued</b>							<b>18%</b>

The City's annual residential need is determined by the average number of residential permits issued annually since the adoption of the General Plan. This report evaluates identifies that the City has issued an average of 391 residential permits annually between January 1, 2015 and December 31, 2021.



Figure 3 - Residential Permits Issued 2015-2021



**ID DEVELOPMENT UNITS**

- 1 - STERLING CHATEAU 4 - 34
- 2 - ASHTON PLACE - 46
- 3 - SOUTHTOWN PHASE 1 - UNIT 2 - 26
- 4 - SOUTHTOWN 1A - 137
- 5 - VANDEN II - 38
- 6 - PARKSIDE - 54
- 7 - VANDEN ESTATES - 223
- 8 - VILLAGES AT VANDEN - 28
- 9 - FARMSTEAD - 95
- 10 - NORTH VILLAGE 6 - 233
- 11 - NORTH VILLAGE 7 - 259
- 12 - BRIGHTON LANDING - 818
- 13 - ROBERTS' RANCH - 109
- 14 - CHEYENNE - 151
- 15 - RESERVE AT BROWNS VALLEY - 56
- 16 - HARBISON TOWNHOMES - 160
- 17 - PONY EXPRESS SENIOR HOUSING - 60
- 18 - ROCKY HILL VETERAN'S HOUSING - 39
- 19 - STRADA 1200 - 245
- 20 - BENNET HILL PROJECT - 66
- 21 - CUSTOM HOMES - 14



**CITY OF VACAVILLE**  
COMMUNITY DEVELOPMENT  
DEPARTMENT

**URBAN RESERVE ANALYSIS**

BUILDING PERMITS ISSUED  
JAN. 1, 2015 TO DECEMBER 31, 2021

JUNE 2022



**CITY LIMITS**





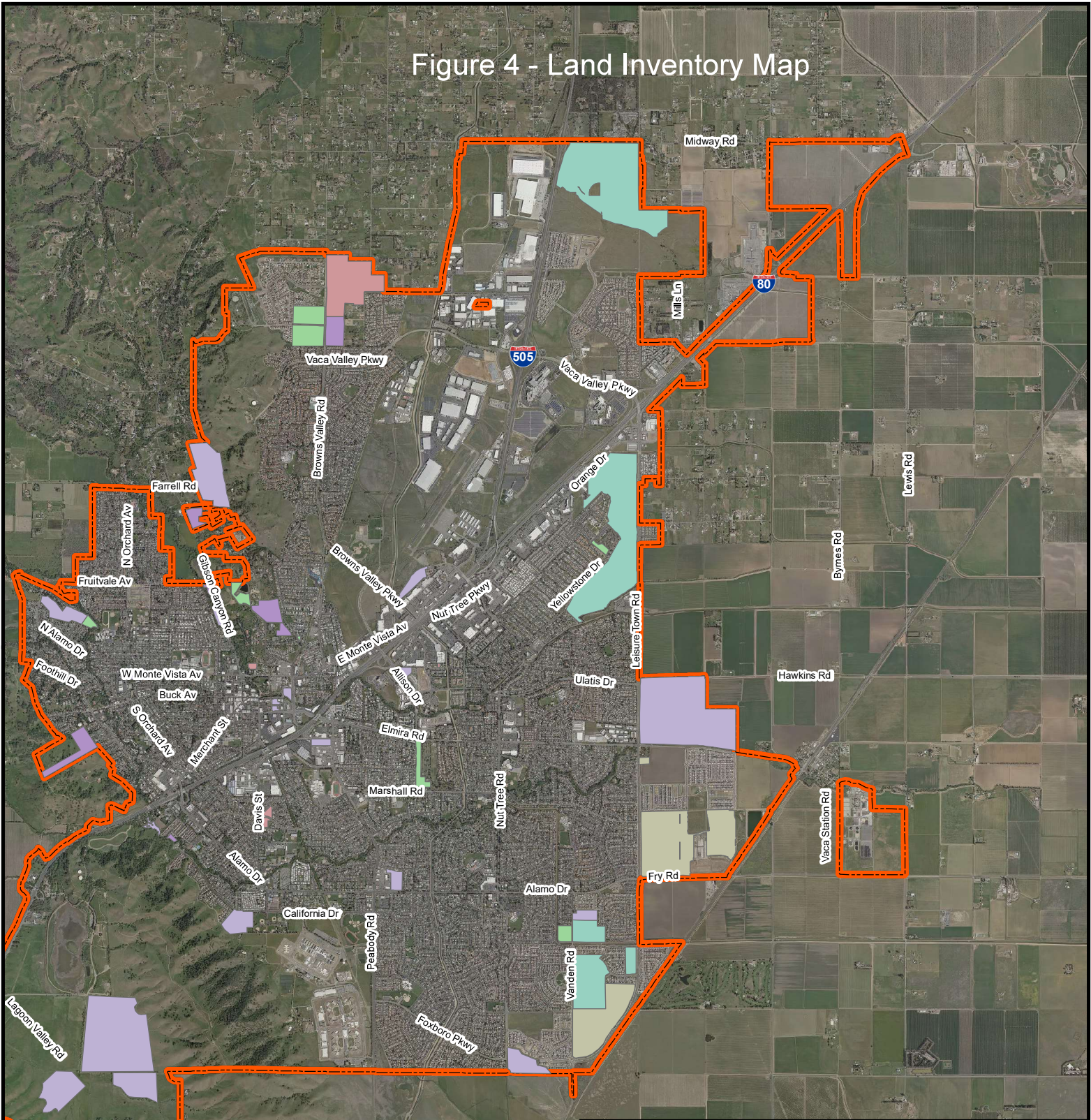
## 5.2 Inventory of Developable Lands

The Urban Reserve Ordinance requires the City to prepare a current inventory of developable lands available within the City and within the City's sphere of influence by land use. The term "developable land" generally refers to land that is appropriately zoned, and either has or can be provided access to public utilities and services. The Urban Reserve Ordinance does not define "developable" land. Staff recommends that the City Council include the following categories in the Inventory, included in Attachment 1:

- Residential Projects Under Construction (Table 4)
- Approved Residential Projects with Remaining Vacant Lots (Table 5)
- Residential Projects Under Review (Table 6)
- Vacant Residential Properties (Table 7)
- Residential Projects with Expired Approvals (Table 8)
- Underutilized residential sites such as the rural residential properties located on the east side of Browns Valley Road, north of Vaca Valley Parkway, that were annexed with the Cheyenne at Browns Valley and the Reserve at Browns Valley development area (Table 9).



Figure 4 - Land Inventory Map



- Residential Projects Under Construction - 1,088 Lots
- Approved Projects with Remaining Vacant Lots - 2,657 Lots
- Residential Projects Under Review - 2,992 Lots
- Vacant Residential Properties - 335 Lots
- Residential Sites with Expired Approvals - 128 Lots
- Underutilized Residential Sites - 82 Lots



### **5.3 Forecast of Developable Lands Needed to Accommodate 10- to 20-Years of Development**

Staff recommends that the City Council include all the identified residential categories except for residential projects currently under construction and nearing completion. This includes Brighton Landing, Farmstead, and Pony Express Senior Apartments. The recommendation results in an existing Inventory capable of supporting 7,282 housing units based on the current General Plan and Zoning designations.

Based on a Development Inventory capable of supporting 7,282 new residential units, and an average residential rate of 391 units annually, the City currently has an approximately 18.6-year residential land inventory. To maintain a 20-year land inventory as required by the Urban Reserve Ordinance, the City requires additional land capable of supporting 547 residential units.

### **5.4. Comparison of Inventory and Forecast**

Based on the City's average annual residential rate of 391 units annually, the City requires adequate land to accommodate 7,820 new residential units over the next 20 years. The current land inventory, based on existing zoning and General Plan land designations, can support 7,282 residential units. The City requires additional land to supply an additional 547 residential units. The amount of acreage needed is dependent on zoning and General Plan land designation(s). Less land would be required for a zoning designation permitting a higher residential density, and more land would be required for a project with less density.

## **Next Steps**

It is requested that the City Council direct staff to proceed with the draft Inventory and Land Need Inventory by conducting public outreach efforts and seeking Planning Commission comments before requesting the City Council's acceptance of the Development Inventory at a future date. Once the City Council accepts the Inventory, staff can be directed to complete Step 2 - Evaluation and Selection of Lands for Potential Conversion.

Attachments:

Attachment 1 – Inventory of Developable Sites and Land Need Forecast

Urban Reserve Evaluation: Development Inventory and Land Need Forecast

Table 4. Residential Projects Under Construction

Project/Location	General Location	General Plan Designation	Density Range (Units/Acre)	Zoning	Acreage	Total Units	No. of Permits Issued	Remaining Lots
Roberts Ranch <sup>2</sup>	East of Leisure Town Rd, north of Fry Rd	Residential Low Density Residential Low Medium Density	3.1 to 5 5.1 to 8.0	RL-6 RL-5 RLM-4.5 RLM-3.6	248	785	121	664
Villages at Vanden Meadows <sup>2</sup>	Northeast corner of Leisure Town Rd, east of Vanden Rd	Residential Low Density, Residential Low Medium Density, Residential Medium Density	3.1 to 5 5.1 to 8 8.1 to 14	RL-6 RLM-4.5 RM	97.6	463	39	424
						<b>Subtotal</b>		<b>1088</b>

Source: City of Vacaville TRAKIT Building Permits and Planning Files

Notes:

1 - Brighton Landing, Farmstead at North Orchard, and Pony Express Senior Apartments are development projects under construction and nearing completion, therefore it is not recommended that they be included in the Development Inventory.

2 - Number of permits issued for Roberts Ranch and Villages at Vanden reflect permits issued between January 1, 2015 and December 31, 2021.



**Table 5. Approved Residential Projects with Remaining Vacant Lots**

Project/Location	General Location	General Plan Designation	Density Range (Units/Acre)	Zoning	Acreage	Total Units	No. of Permits Issued	Remaining Lots
Alamo Mixed Use Project	Alamo Dr behind the Lucky's Shopping Center	Mixed Use	10 to 40	MX		73	0	73
Allison Apartments	Southeast corner of Nut Tree Pkwy and Allison Dr	Commercial Office	8.1 to 24	CO (RO)	3.65	135	0	135
Farm at Alamo Creek	Northeast corner of Leisure Town Rd and Elmira Rd	Residential Low Density Residential Low Medium Density Residential Medium High Density	3.1 to 5 5.1 to 8.0 14.1 to 20	RL-6 RL-5 RLM-4.5 RLM-3.6 RMH	180	768	0	768
Foxboro Knoll	Peabody Rd and Foxboro Pkwy	Residential Estate	0.5 to 3	RE-10	25	58	0	58
Lagoon Valley	East side of I-80, South of Lagoon Valley Park	Residential Estates	Specific Plan (Various)	Lower Lagoon Valley Specific Plan (Various)	868	1,015	0	1,015
Montessa	California Dr and Araquipa Dr	Residential Low Density	3 to 5	RL-6 RL-10	40	59	0	59
Nob Hill Estates Custom Lots	East of Nob Hill Open Space located on North Alamo Drive	Residential Estate	0.5 to 3	RE-15	12.17	9	3	6
North Vine Street Estates Custom Lots	North Vine Street	Residential Estate	0.5 to 3	RE-20	60.4	57	50	7
Nut Tree Apartments	East Monte Vista Ave and Nut Tree Rd	Highway Commercial	14.1 to 20 (Grandfathered In)	CG (RO)	12	216	0	216
Oak Grove Apartments	Orchard Ave and West Monte Vista Ave	Neighborhood Commercial	8.1 to 24	CN (RO)	3.6	60	0	60
Parc 700	East Main St and McClellan St	General Commercial	20.1 to 65	CG (RUHD)	4.68	81	0	81
Peabody Road Apartments	Peabody Rd and Cliffside Dr	Residential High Density	20.1 to 24	RH	5	120	0	120

Stratton Estates (Orchard Park 3)	Arlene Dr, South of Fruitvale Rd	Residential Low Density	3.1 to 5	RL-10	4	10	4	6
Vandengate	East side of Vanden Rd, south of Shubin Way	Residential Low Density	3.1 to 5	RL-6	2	41	0	41
Vaca Villa Townhomes (Recorded Map)	End of Butcher Road	Residential High Density	14.1 to 20 (Grandfathered In)	RH	2.01	12	0	12
						<b>Subtotal</b>		<b>2657</b>
Source: City of Vacaville Community Development Department								

**Table 6. Residential Projects Under Review**

Project/Location	General Location	General Plan Designation	Density Range (Units/Acre)	Zoning	Acreage	Total Units	No. of Permits Issued	Remaining Lots
Greentree Specific Plan (Pending)	Former Greentree Golf Course on Leisure Town Road	Private Recreation	Greentree Specific Plan (Various)	Greentree Specific Plan (Various)	185	1,149	0	1,149
North Village Area Plan 2	Southwest corner of Midway Rd and Leisure Town Rd	Residential Low Density Residential Medium Density Residential High Density	3.1 to 5 5.1 to 8 8.1 to 14 14.1 to 24 (Grandfathered In)	RLM-3.4 RL-5 RM RH	478	1,251	0	1,251
Southtown Apartments	Northwest corner Leisure Town Rd and Redstone Pkwy	High Density Residential	14.1 to 20 (Grandfathered In)	RH	9.9	236	0	236
Southtown Phase 3	Southeast corner of Vanden Rd and Redstone Pkwy	Residential Low Density Residential Medium Density	3.1 to 5 5.1 to 8	RL-5 RLM-3.6	64.1	242	0	242
Vanden Cove (Pending)	East of Vanden Rd, south of Alamo Dr	Residential Low Density	3 to 5.1	Ag (Interim Zoning)	25.5	114	0	114
						<b>Subtotal</b>		<b>2,992</b>
Source: City of Vacaville Community Development Department								

**Table 7. Vacant Residential Properties**

Project/Location	General Location	General Plan Designation	Density Range (Units/Acre)	Zoning	Acreage	Total Units	No. of Permits Issued	Remaining Lots
Former SID Headquarters Site <sup>1</sup>	Southeast corner Elmira Rd and Allison Dr	Residential Low Medium Density	5.1 to 8	RLM-3.6	10	69	0	69
Jepson Middle School Remainder <sup>2</sup>	Elder Street	Residential Low Density	3.1 to 5	CF (Requires Rezoning for GP Consistency)	4.3	14	0	14
Leisure Town Neighborhood Apartments <sup>3</sup>	Leisure Way and Town Center	Residential High Density	20.1 to 24	RH	4.7	78	0	78
Markham Area Apartments <sup>4</sup>	Markham Ave and Rocky Hill Rd	Residential High Density	20.1 to 24	RH	0.31	6	0	6
Marshall Road Site 2 <sup>5</sup>	South Side of Marshall Rd, east of Davis St	Residential Low Density	3.1 to 5	RL-6	3.36	13	0	13
Vanden Residential Townhome Site <sup>6</sup>	West side of Vanden Rd bordered by New Alamo Creek	Residential Medium Density	8.1 to 14	RM	8.1	93	0	93
Hillview <sup>7</sup>	Southwest corner Browns Valley Rd and McMurtry Ln	Residential Estates	0.5 to 3	AG (Requires Rezoning for GP Consistency)	22.96	46	0	46
VUSD Remnant <sup>8</sup>	McMurtry Ln	Residential Low Density	3.1 to 5	AG (Requires Rezoning for GP Consistency)	8	16	0	16
						<b>Subtotal</b>		<b>335</b>



Source: City of Vacaville Community Development Department

Notes:

- 1- Per the 2015 General Plan Update EIR, 69 residential units were projected and evaluated for this site. General Plan Policy LU-P26.36; No attached housing shall be approved for this site.
- 2 - During the 2015 General Plan Update, the Vacaville Unified School District declared a 4.3-acre portion of the Jepson Middle School to be surplus and was granted a General Plan Amendment to change the land use designation for this portion of the parcel from Middle School to Residential Low Density. This site requires a zoning amendment to be consistent with the General Plan. Per the 2015 General Plan Update EIR, 14 residential units were projected and evaluated for this site.
- 3 - Per the 2015 General Plan Update EIR, 78 residential units were projected and evaluated for the two contiguous Leisure Town Residential High Density sites..
- 4 - 6 residential units have been projected for the Markham Area Apartment Site based on the mid-point of the Residential High Density range (20.1 to 241 units/acre)y.
- 5 - 13 residential units have been projected for the Marshall Road Site 2 based on the mid-point of the Residential Estates Density range (3.1 to 5.1 units/acre)
- 6 - 96 residential units have been projected for the City-owned Vanden Townhome Residential site based on a previously proposed multi-family project that was not approved.
- 7 - At its meeting of June 6, 2006, the Planning Commission adopted Resolution No. 05-014, recommending to the City Council that the 46-lot Hillview Mitigated Negative Declaration, Mitigation Monitoring Plan, Rezoning, Planned Development, Tentative Subdivision Map, and Development Agreement be approved for the Hillview Ranch project. Due to unresolved issues, the project was not approved. The project site remains vacant and is zoned Agriculture (AG) as an interim zoning designation that was adopted with the annexation of the Rice McMurtry Area. The General Plan designation for this site is Estate Residential.
- 8 - The Vacaville Unified School District owns two contiguous properties on the northwest corner of Browns Valley Road and McMurtry Lane totaling 20.51. The larger 12.51-acre lot is designated as a future school site. The smaller 8-acre parcel has a Residential Estates land use designation, and an Agricultural (AG) interim zoning designation. At the time General Plan was being updated, the Vacaville Unified School District declared the 8.0-acre parcel as surplus, and made it known they would like to sell it at a future date for residential development. The preliminary residential project submitted by the school district included 16 residential lots.

**Table 8. Residential Sites with Expired Approvals <sup>1</sup>**

Project/Location	General Location	General Plan Designation	Density Range (Units/Acre)	Zoning	Acreage	Total Units	No. of Permits Issued	Remaining Lots
Amber Hills	East of Browns Valley Rd, north of Vaca Valley Pkwy	Residential Estate	0.5 to 3	RE-1, RE-10, OS	19.2	38	0	38
Arroyo Vista	Southwest corner of Fruitvale Rd and Gibson Canyon Rd	Residential Estate	0.5 to 3	RE-10	3.76	8	0	8
Gibson/Vine Estates	Southeast corner of Gibson Canyon Road	Residential Estate	0.5 to 3	RE-10	9.01	8	0	8
Spring Lane 2	Alamo Dr and Spring Ln	Residential Estate	0.5 to 3	RE-12	14	27	0	27
Portofino 2	West side of Marshall Road, behind Portofino Subdivision	Residential Low Medium	5.1 to 8	RLM-C	1.26	7	0	7
Vine Glen Estates (Bresee Subdivision)	East Side of Vine St, north of Wesley Ave	Residential Low Density	3.1 to 5	RL-6	6.3	19	0	19
Vine Trees	East Side of Vine St, north of Wesley Ave	Residential Estate	0.5 to 3	RE-20	18.48	21	0	21
						<b>Subtotal</b>		<b>128</b>

Source: City of Vacaville Community Development Department

Notes:

1 - Total units were determined by previous project approvals that have since expired.

**Table 9. Underutilized Residential Sites**

Project/Location	General Location	General Plan Designation	Density Range (Units/Acre)	Zoning	Acreage	Total Units	No. of Permits Issued	Remaining Lots
Hillside Lane <sup>1</sup>	East Monte Vista Ave and Hillside Ln	Residential High Density	20.1 to 24	RH	1.1	22	0	22
Marshall Road Site 1 (Triangle Property) <sup>2</sup>	North Side of Marshall Rd, east of Davis St	Residential Low Density	3.1 to 5	RL-6	2.51	10	0	10
Rice McMurtry Area <sup>3</sup>	East side of Browns Valley Rd, north of Vaca Valley Pkwy	Residential Estates	0.5 to 3	AG (Interim Zoning Designation)	28.34	50	0	50
						<b>Subtotals</b>		<b>82</b>

Source: City of Vacaville Community Development Department Notes:

1 - 22 residential units have been projected for the Hillside Lane site based on the mid-point of the Residential High Density range (14.1 to 20 units/acre)

2 - 10 residential units have been projected for the Marshall Road Site 1 based on the mid-point of the Residential Estates Density range (3.1 to 5.1 units/acre)

3- 50 residential units have been projected east of Browns Valley Road and north of Vaca Valley Road based on the mid-point of the Residential Estates Density range. (0.5 to 3.0 units/acre)

<b>Total Units</b>	<b>7,282</b>
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