

4.10 LAND USE AND PLANNING

This chapter discusses land uses in Vacaville and evaluates the potential land use impacts associated with the proposed General Plan and Energy and Conservation Action Strategy (ECAS). The following evaluation assesses physical divisions of communities, conflicts with land use plans, and conflicting land uses resulting from the spatial location of development that would be allowed by the proposed General Plan. As noted in Chapter 3, Project Description, impacts are determined by comparing the proposed General Plan and ECAS to existing conditions, rather than to the existing General Plan. The following evaluation is based on a spatial analysis and examines the effects that the location of development will have on established communities and whether it will conflict with existing relevant plans, policies, or regulations.

A. Regulatory Framework

This section summarizes key regional and City plans, policies, and regulations pertaining to land use in Vacaville.

1. Regional Agencies, Regulations, and Plans

This section describes regional agencies, regulations, and plans that pertain to land use in Vacaville.

a. ABAG Sustainable Communities Strategy

The Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC), in coordination with the Bay Area Air Quality Management District (BAAQMD) and the Bay Conservation and Development Commission (BCDC), have been given the joint responsibility for creating the Sustainable Communities Strategy (SCS) for the nine-county Bay Area region. Each of the agencies involved in the SCS has a different role in regional governance. ABAG primarily deals with regional land use, housing, environmental quality, and economic development issues, while MTC is tasked with regional transportation planning, coordinating, and financing. BAAQMD is responsible for regional air pollution regulation. BCDC is focused on preserving, enhancing, and ensuring the responsible use of the San Francisco Bay.

These agencies jointly created the SCS for the Bay Area, entitled the *Plan Bay Area*. The proposed SCS will forecast a land use pattern, which when integrated with the transportation system, would reduce greenhouse gas (GHG) emissions from automobiles and light trucks, and is

measured against a regional GHG emissions reduction target established by the California Air Resources Board (CARB).

The SCS is a land use strategy required to be included as part of the Bay Area's 25-year Regional Transportation Plan (RTP). By federal law, the RTP must be internally consistent. Therefore, the more than \$200 billion dollars of transportation investment typically included in the RTP must align with and support the SCS land use pattern. State law also requires that the updated eight-year regional housing need allocation (RHNA) prepared by ABAG is consistent with the SCS. The SCS and RTP are anticipated for adoption (simultaneously) in early 2013. The goals of the SCS are to:¹

- ◆ Recognize and support compact walkable places where residents and workers have access to services and amenities to meet their day-to-day needs.
- ◆ Reduce long commutes, increase energy independence, and decrease the region's carbon consumption.
- ◆ Support complete communities which remain livable and affordable for all segments of the population, maintaining the Bay Area as an attractive place to reside, start, or continue a business, and create jobs.
- ◆ Support a sustainable transportation system and reduce the need for expensive highway and transit expansions, freeing up resources for other more productive public investments.
- ◆ Provide increased accessibility and affordability to the Bay Area's most vulnerable populations.
- ◆ Conserve water and decrease the Bay Area's dependence on imported food stocks and their high transport costs.

While the SCS does not directly govern land uses within Vacaville, there are a number of benefits available to the City from being consistent with this plan, including: streamlining of CEQA pursuant to Senate Bill (SB) 375, the Sustainable Communities and Climate Protection Act of 2008, for applicable transit priority and residential or mixed-use projects, as well as high eligibility for transportation funding, provided that policies and land use patterns proposed in the General Plan align with the goals of the SCS.

The preferred land use scenario for the SCS was released in May 2012, and an environmental impact report (EIR) is currently being prepared. The land use scenario, titled the *Jobs-Housing Connection Scenario*, identifies Priority Development Areas (PDAs) throughout the Bay Area.

¹ ABAG, 2012, *Proposed Budget and Work Program, Fiscal Year 2012-2013*, <http://www.abag.ca.gov/abag/overview/workplan/ABAGBdgtWrkPrgmProposed2012.pdf>, accessed on May 4, 2012.

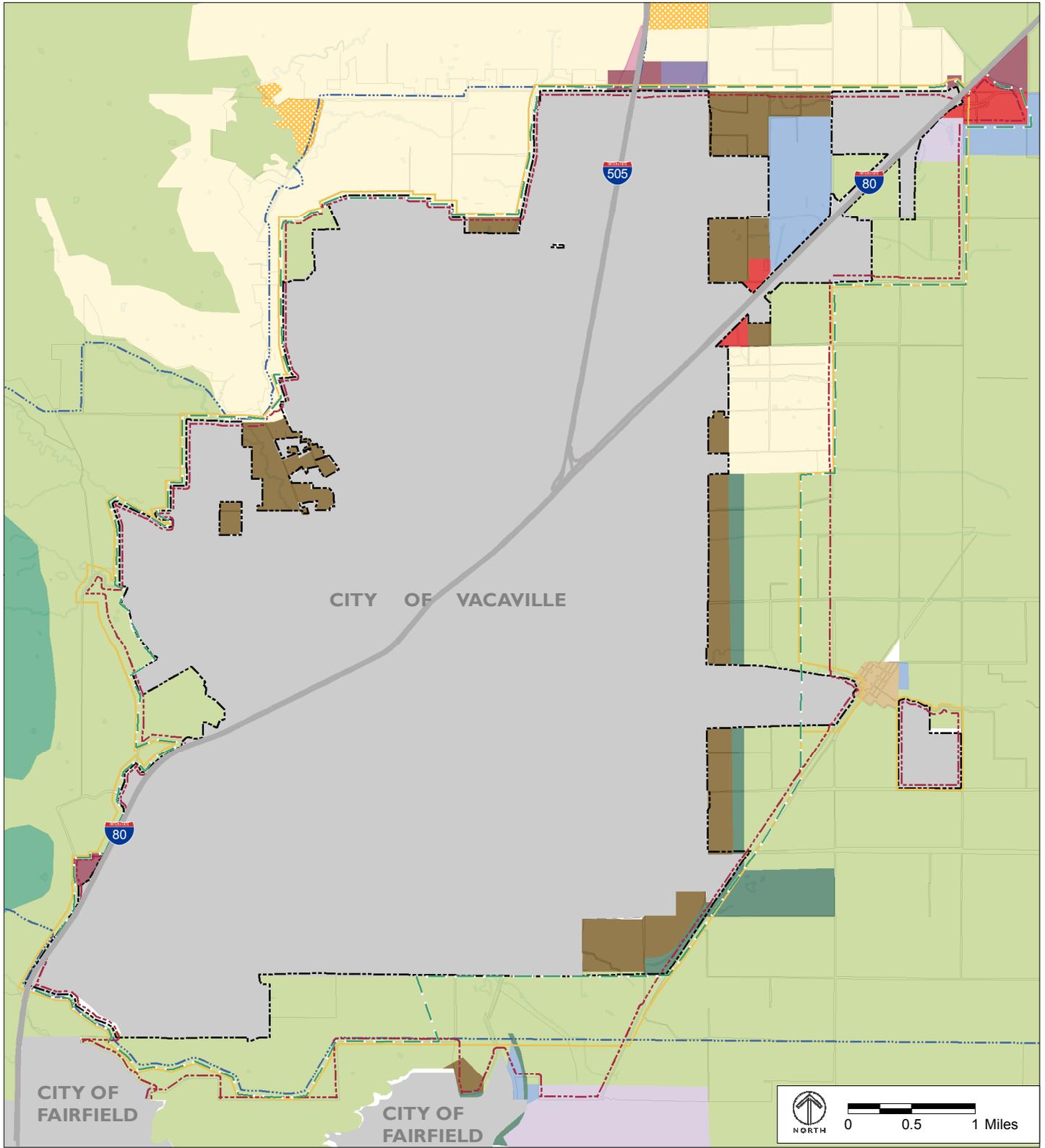
PDA's are areas considered to be appropriate for new development because they are located in proximity to transit. PDA's are nominated by local jurisdictions, and the local municipality maintains land use control over PDA's within its jurisdiction. The *Jobs-Housing Connection Scenario* identifies two existing PDA's in central Vacaville: the Allison/Ulatis PDA, which is classified as a Suburban Center, and the Downtown Vacaville PDA, which is classified as a Transit Town Center. To read more about *Plan Bay Area: Jobs-Housing Connection Scenario*, go to www.OneBayArea.org.

b. Solano County General Plan

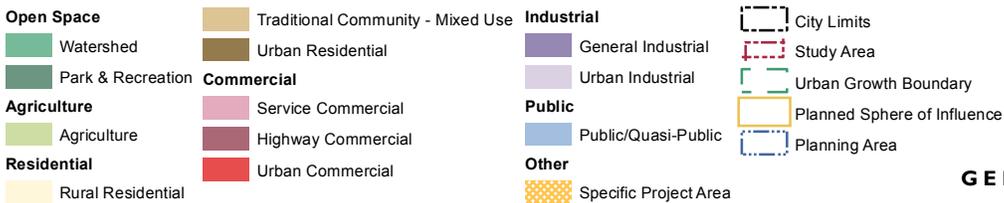
The Solano County General Plan, adopted on August 5, 2008, is a long-range guide for land use in the unincorporated areas in the county, including land outside of Vacaville's city limits but within the EIR Study Area. As shown in Figure 4.10-1, the following County General Plan land use designations are within the EIR Study Area:

- ◆ Rural Residential (RR). Provides for single-family residences on 2.5- to 10-acre parcels. Clustering is permitted.
- ◆ Urban Residential (UR). Provides for urban densities of residential development within municipal service areas. These areas are intended to be annexed and developed by cities with the necessary services and facilities to support development at urban densities.
- ◆ Urban Commercial (UC). Provides for retail and nonretail commercial areas within cities' municipal service areas. Uses include retail and business and professional offices.
- ◆ Highway Commercial (HC). 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.
- ◆ Urban Industrial (UI). Provides for industrial areas within cities' municipal service areas. Uses include both limited and general industrial uses.
- ◆ Park and Recreation (PR). Provides for public park and recreation areas throughout the county.
- ◆ Agriculture (AG). 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 by nonagricultural uses and other uses that do not directly support the economic viability of agriculture.
- ◆ Public/Quasi-Public (PQP). Provides for airports, schools, solid waste facilities, hazardous waste facilities, and other public and quasi-public facilities.

**CITY OF VACAVILLE
VACAVILLE GENERAL PLAN AND ECAS EIR
LAND USE AND PLANNING**



Source: Solano County, 2010.



**FIGURE 4.10-1
SOLANO COUNTY
GENERAL PLAN LAND USE MAP**

c. Solano County Airport Land Use Compatibility Plans

The Solano County Airport Land Use Commission (ALUC) guides airport development in the county and governs the area's surrounding airports to prevent issues relating to noise and safety. Additionally, the ALUC prepares Airport Land Use Compatibility Plans (ALUCPs) and ensures that cities within Solano County have policies and regulations in compliance with ALUP provisions.

i. *Nut Tree Airport Land Use Compatibility Plan*

The EIR Study Area includes the Nut Tree Airport and Nut Tree Airport Land Use Compatibility Zones, thus requiring Solano County ALUC review and triggering ALUCP regulations and policies. The EIR Study Area falls within Compatibility Zones A, B, C, D, E, and F of the 1988 Nut Tree ALUCP. Zone A prohibits residential uses, and Zones B, C, D, and E limit allowable residential densities. Zones A, B, C, D, and E limit the maximum allowable number of persons per acre in and out of structures. Zone F limits assemblages under flight tracks as follows: captive groups should not exceed 100 persons per structure; and large assemblages should not exceed 300 persons grouped in close proximity (e.g., in theaters, auditoriums, conference facilities, etc.).² Solano County is currently preparing an update to the Nut Tree Airport Master Plan, which may include changes to the Compatibility Zones.

ii. *Travis Air Force Base Land Use Compatibility Plan*

Travis Air Force Base is located approximately 2 miles south of the EIR Study Area. The EIR Study Area falls within Compatibility Zones C and D of the Travis Air Force Base LUCP, as well as within the Height Review Overlay Zone. Within Zone C, developed residential areas within existing city limits are excluded and maximum allowable building heights and densities of persons per acre inside and outside of structures are prescribed. Zone D prescribes limitations on the height of structures. The Height Review Overlay zone covers locations where the terrain exceeds or comes within 35 feet of any of the Federal Aviation Regulation Part 77 airspace protection surfaces for Travis Air Force Base.³ Federal Aviation Regulation Part 77 sets forth standards and notification requirements for objects affecting navigable airspace.⁴

d. Solano Multi-Species Habitat Conservation Plan

The US Bureau of Reclamation and the Solano County Water Agency (SCWA) and its eight Member Agency contracts, including the City of Vacaville, the City of Fairfield, Suisun City, the City of Vallejo, the Solano Irrigation District (SID), the Maine Prairie Water District (MPWD),

² Solano County, 2010. *Nut Tree Airport Master Plan Working Paper One*, page B.22.

³ Solano County, 2002. *Travis Air Force Base Land Use Compatibility Plan*, pages 2-3 and 2-6.

⁴ U.S. Department of Transportation, Federal Aviation Administration, <http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=0fd170cc66d6681a508f8279825828f6&rqn=div5&view=text&node=14:2.0.1.2.9&idno=14#14:2.0.1.2.9.1.1.1>, accessed on April 24, 2012.

the University of California, Davis, and the California Medical Facility/California State Prison, Vacaville, have agreed to implement conservation measures to ensure the protection of threatened and endangered species and their habitat within the SCWA contract service area. Full implementation of the conservation measures outlined in the Solano Project Water Service Contract Renewal Biological Opinion is key to the survival and recovery of listed species. As such, SCWA and the member agencies are developing the Solano Multi-Species Habitat Conservation Plan (HCP) for the Solano Project contract service area. As discussed further in Chapter 4.4, Biological Resources, the HCP is intended to support the issuance of a Section 10(a)1(B) “incidental take permit” under the Endangered Species Act for activities associated with future water use in the Solano Project contract service area. The HCP participants also intend to secure incidental take authorization from the California Department of Fish and Game for State-listed species.⁵

The Solano HCP is at the final administrative draft stage and a Public Draft is scheduled to be released in the late summer or fall of 2013.

e. Bay Area Regional Smart Growth Strategy/Regional Livability Footprint Project

In 2000, five San Francisco Bay Area regional agencies and the Bay Area Alliance for Sustainable Communities collaborated to develop a smart growth land use vision for the Bay Area through an extensive public participation process. The five regional agencies included ABAG, MTC, BAAQMD, BCDC, and the Regional Water Quality Control Board (RWQCB).

The *Bay Area Regional Smart Growth Strategy and Regional Livability Footprint Project* outlines regulatory changes and incentives that would be needed to implement this vision and provides 20-year land use and transportation projections based on the likely impact of these changes and incentives. The regulatory land use changes and incentives recommended by the project include:⁶

- ◆ Providing incentives to promote affordable housing development, including allowing higher densities than would otherwise be permitted, expediting the permitting process, and relaxing zoning standards.
- ◆ Requiring that the existing affordable housing stock be maintained.
- ◆ Creating programs so that employees can live in the communities where they work.
- ◆ Providing incentives for infill development to protect open space and agricultural lands.

⁵ Fish and Game Code Section 2080.1.

⁶ Association of Bay Area Governments (ABAG), 2002, *Smart Growth Strategy/Regional Livability Footprint Project: Shaping the Future of the Nine-County Bay Area, Final Report*, pages 14 to 18.

- ◆ Encouraging new jobs and housing near transit and mixed-use, compact, transit-oriented development (TOD).

f. SID Master Water Agreement

In 1995, the City entered into a Master Water Agreement with the Solano Irrigation District (SID), an independent special district and a local government agency that provides agricultural and domestic water to farms, families, and businesses within its jurisdiction. As part of this Agreement, which remains in effect until 2050, the City and SID committed to accommodate and support urban development within a defined Urban Service Area Boundary. Conversely, both entities have committed not to support urban development outside of the boundary, which is considered to be SID’s agricultural service area. The agreement specifies that the City and SID could mutually amend the agreement to consider an easterly expansion of the Urban Service Area Boundary. Such an amendment would be required to allow City water service in the growth areas, which are described in Chapter 3, Project Description. Although this Agreement is not a land use plan, it has direct impacts on land use in the EIR Study Area.

2. City Regulations and Policies

This section describes City regulations and policies that pertain to land use in Vacaville.

a. Vacaville Land Use and Development Code

The Land Use and Development Code is the mechanism used to implement the goals, objectives, and policies of the General Plan and to regulate all land use within the city. The Land Use and Development Code applies zoning districts to properties within the City of Vacaville. Where called for as an action item in the proposed General Plan, the Land Use and Development Code will be updated following adoption of the proposed General Plan.

b. Specific Plans, Policy Plans, and Master Plans

Specific plans and policy plans are fundamentally tools for the “systematic implementation” of a general plan, typically within a defined area. While general plans address policy issues on a broad scale throughout the agency’s jurisdiction, specific plans and policy plans deal with the planning needs of a smaller area. Although the specific plan or policy plan must be consistent with the adopted General Plan, it can address infrastructure, land use, and financial issues in a more appropriately focused and detailed manner.

A specific plan is tool for implementing the General Plan within a portion of the Planning Area through both policy statements and development regulations. The City currently has three specific plans: North Village Specific Plan, Vanden Meadows Specific Plan, and Brighton Landing Specific Plan. Similar to a specific plan, a policy plan is another tool used to implement the

General Plan. Policy plans provide development guidelines for master planning development within a geographic area of the city. The City has 18 policy plans that support commercial, office, and industrial development. Many of these documents are over 20 years old and address areas that have been built out. However, the City's largest policy plan areas, located in the northern portion of the city, have a significant inventory of vacant land capable of accommodating additional development within the existing industrial and business parks.

Master plans provide development and design guidelines for specific geographic areas within the city or for specialized areas and/or amenities within the city. The City of Vacaville has adopted two master plans: the City Gateways Design Master Plan and the Opportunity Hill Master Plan. The City's existing specific plans, policy plans, and master plans are shown on Figure 4.10-2. The specific and policy plans are not described in detail in this section as they do not affect the analysis or impact conclusions in Section D, below.

c. Master Plans

The City of Vacaville has adopted two master plans: the City Gateways Design Master Plan and the Opportunity Hill Master Plan.

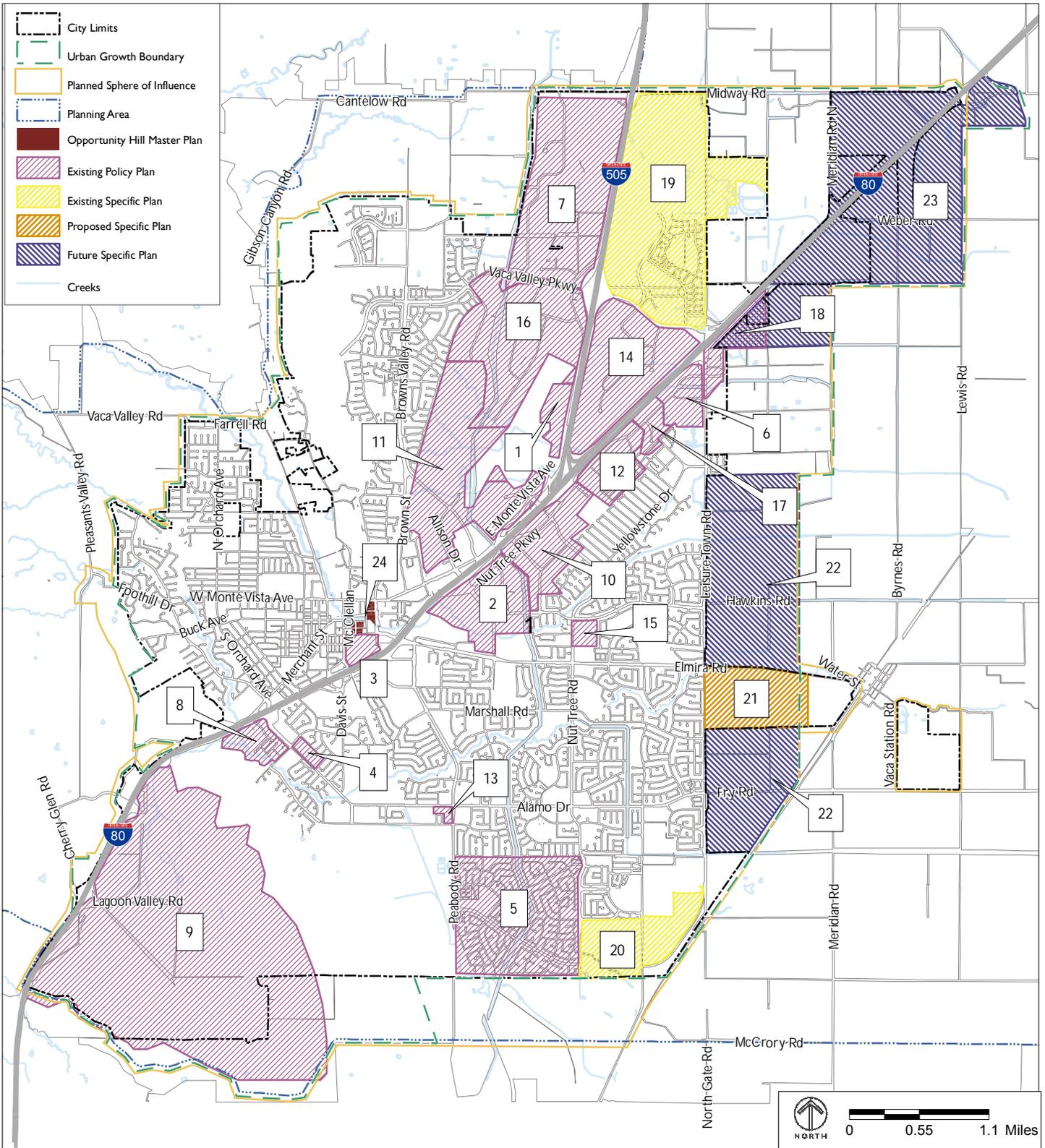
i. City Gateways Design Master Plan

The City Gateways Design Master Plan, adopted on October 26, 1999, establishes standards for entry points into the city, including landscape design and a coherent signage design. Focusing on the Interstate 80 and Interstate 505 corridors, the City Gateways Design Master Plan identifies ways to further enhance visible areas of Vacaville as viewed from the freeways.

ii. Opportunity Hill Master Plan

Adopted in April 2008, the Opportunity Hill Master Plan establishes goals and policies to enhance two areas in Downtown Vacaville: the Opportunity Hill site, located at the northeast corner of Wilson Street and East Main Street, and the Depot Street site, located on McClellan Street between Bush Street and East Main Street. The strategic framework identifies the primary land uses and supporting strategies for these sites. Primary land uses include housing, restaurant/entertainment, recreation, retail, office, and heritage tourism, as well as mixed-use development. The Opportunity Hill Master Plan includes three development scenarios for these sites that feature a mix of housing and commercial uses.

**CITY OF VACAVILLE
VACAVILLE GENERAL PLAN AND ECAS EIR
LAND USE AND PLANNING**



Source: City of Vacaville.

- | | | |
|--|---|---|
| 1 Airport Business Area Policy Plan | 10 Nut Tree Business Park Policy Plan | 19 North Village Specific Plan |
| 2 Allison Business Area Policy Plan | 11 Nut Tree Ranch Policy Plan | 20 Vanden Meadows Specific Plan |
| 3 Basic American Foods Site Policy Plan | 12 Orange Tree Business Park Policy Plan | 21 Brighton Landing Proposed Specific Plan |
| 4 East Side of Alamo Drive Policy Plan | 13 Peabody-Alamo Office Center Policy Plan | 22 East of Leisure Town Road Future Specific Plan |
| 5 Gonsalves-Lockie (Foxboro) Policy Plan | 14 Vaca Valley Business Park Policy Plan | 23 Northeast Area Future Specific Plan |
| 6 Green Tree Park Policy Plan | 15 Vaca Valley Medical Campus Policy Plan | 24 Opportunity Hill and Depot Street Sites |
| 7 Interchange Business Park Policy Plan | 16 Vacaville-Golden Hills Business Park Policy Plan | |
| 8 Interstate 80/Alamo Drive Policy Plan | 17 Vacaville Auto Center Policy Plan | |
| 9 Lower Lagoon Valley Policy Plan | 18 Willow-Kilkenny Policy Plan | |

The City Gateways Design Master Plan is not shown on this figure

FIGURE 4.10-2

POLICY, SPECIFIC, AND MASTER PLANS

B. Existing Conditions

The following sections describe the existing conditions in Vacaville related to land use.

1. Existing Land Uses

“Existing land uses” refers to the existing built environment, which may be different from the General Plan or zoning designations applied by the City for planning purposes. Existing land uses are shown in Figure 4.10-3 and, for the EIR Study Area, are summarized in Table 4.10-1. As shown in Figure 4.10-3 and Table 4.10-1, a large portion of Vacaville is comprised of single-family residential neighborhoods, with a retail corridor along Interstate 80 and a mix of uses in Downtown Vacaville. Vacaville has significant amounts of vacant land as well, most of which is located along Interstate 505 in the northeastern portion of the city.

a. Residential

Residential land use makes up 36 percent of land uses in Vacaville. Single-family residential land uses consist of parcels that contain detached single-family residences and related structures such as garages and sheds. Multiple-family residential land uses include duplexes, townhouses, apartments, and condominium developments, as well as associated uses such as clubhouses, recreation areas, pools, tennis courts, etc.

b. Commercial

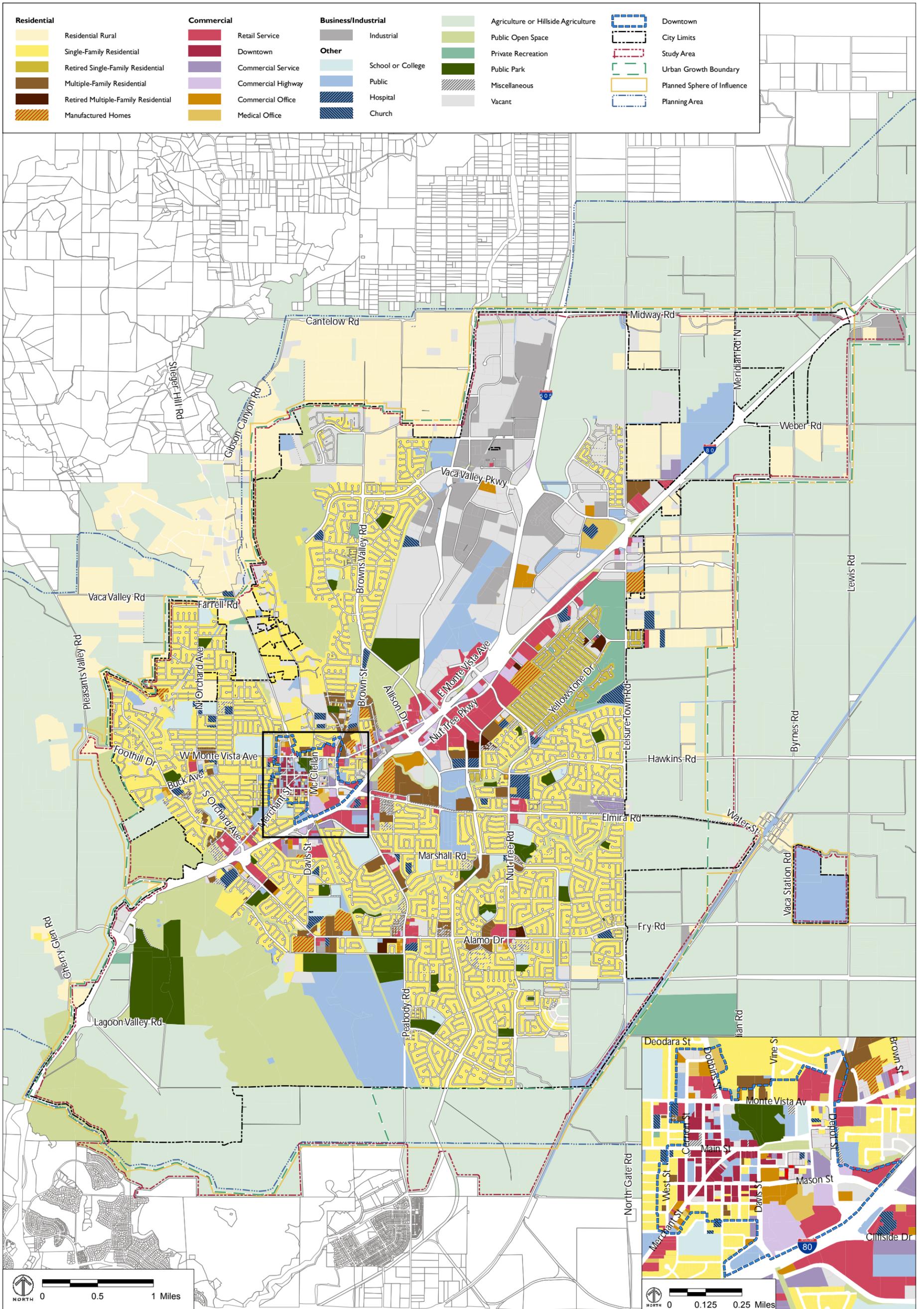
This land use category includes uses such as neighborhood commercial uses, recreational commercial uses, office uses, specialty commercial uses, automobile dealers, community shopping centers, commercial activities found along major streets and highways, service stations, and other retail trade and strip commercial uses. This land use also includes government office buildings, banks, and other offices for business and professional services. It makes up 5 percent of existing land uses.

c. Downtown

This land use category includes miscellaneous retail and office uses in Downtown Vacaville. This category makes up less than 1 percent of existing land uses.

d. Industrial

This category contains uses such as warehouses and distribution facilities, light manufacturing, and self-storage facilities. A concentration of industrial land uses exists in the north of the city, near Interstate 505 and Interstate 80. This category makes up 4 percent of existing land uses.



Note: This map shows existing land uses on the ground, and does not reflect current General Plan land use designations.

FIGURE 4.10-3
 EXISTING LAND USE

TABLE 4.10-1 EXISTING LAND USE

Existing Land Use	Units	Acres	Percent of Total Acres
Residential Rural	272	1,280	8%
Single-Family Residential	22,012	4,090	24%
Retired Single-Family Residential	1,676	220	1%
Multiple-Family Residential	7,129	360	2%
Retired Multiple-Family Residential	1,030	50	<1%
Manufactured Homes	1,138	130	1%
Total Residential	33,257	6,120	36%
Retail Service		490	3%
Downtown		20	<1%
Commercial Service		70	<1%
Commercial Highway		80	<1%
Commercial Office		80	<1%
Medical Office		70	<1%
Industrial		630	4%
Elementary School		190	1%
High School		90	1%
College		10	<1%
Public		1,330	8%
Hospital		40	<1%
Church		100	1%
Agriculture/Hillside Agriculture		2,510	15%
Public Open Space		2,490	15%
Private Recreation		200	1%
Public Park		530	3%
Miscellaneous		90	1%
Vacant		1,890	11%
Total Non-Residential Acres		10,890	64%

Note: This table provides land use information for the EIR Study Area. Numbers do not always add up due to rounding.
Source: City of Vacaville, January 2011.

e. Public Facilities

This land use, which includes public and quasi-public uses, makes up 10 percent of existing land uses in the EIR Study Area. This category includes elementary, junior, and high schools, colleges, adult schools, hospitals, churches, and non-residential day care and nursery schools. It also consists of TV and radio broadcasting stations, relay towers, electrical facilities, and water and sewage treatment facilities.

f. Agricultural

This land use makes up 15 percent of land uses in the EIR Study Area and consists of large lot, “ranchette” type development with hobby agricultural and keeping of livestock. These uses are generally moderately to severely constrained by topographic and/or soil conditions.

g. Recreation/Open Space

This category includes parks and recreational centers containing facilities such as tennis or basketball courts, baseball diamonds, soccer fields, or playgrounds. Public and private golf courses are also included under this land use type. The open space land use category includes wildlife and natural open space. Together, these land uses make up 19 percent of existing land uses.

h. Vacant

This category consists of both vacant land and land with vacant buildings. Parcels containing unoccupied structures are classified as vacant. This category makes up 11 percent of existing land uses.

This land use category consists of miscellaneous uses such as street rights-of-way, pathways, and landscape buffers. This category makes up less than 1 percent of existing uses.

2. Existing Vacaville General Plan

The existing Vacaville General Plan was originally adopted in August 1990 and amended through 2013. This section describes the land use designations in the existing Vacaville General Plan, which would be updated and replaced by the proposed General Plan.

All development in the city limits must conform to the land use designations outlined in the existing General Plan. Goals, policies, and programs contained in the Land Use Element of the existing General Plan provide additional direction on how the various land use designations should be developed. Per State law, the City’s General Plan is the primary planning document and all other City plans and policies must be consistent with the adopted General Plan.

The existing Land Use Element sets forth 25 land use designations. Figure 4.10-4 shows the existing General Plan land use map. Table 4.10-2 shows each land use designation and the acreage of land designated for each category.

C. Standards of Significance

Implementation of the proposed General Plan and ECAS would have a significant land use impact if they would:

- ◆ Physically divide an established community.
- ◆ Conflict with any regional land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- ◆ Conflict with any applicable habitat conservation plan or natural community conservation plan.

D. Impact Discussion

This section discusses potential impacts of the proposed General Plan on land uses in the EIR Study Area. Implementation of the proposed ECAS would have minimal land use impacts and is discussed, where relevant, in the sections below.

1. Project Impacts

The discussion of potential project impacts is organized by and responds to each of the potential impacts identified in the Standards of Significance.

- a. Physically divide an established community.

The proposed General Plan would result in a significant impact if it would lead to new development or physical features that would divide existing neighborhoods. An example of a physical feature that would divide an existing community is a roadway or railroad track. Policy LU-P11.5 of the proposed General Plan prohibits residential neighborhoods from fronting on major arterial streets. The proposed General Plan does not propose any new major roadways or other physical features through existing neighborhoods that would create new barriers in the EIR Study Area.

TABLE 4.10-2 EXISTING GENERAL PLAN LAND USE

General Plan Land Use Designation	Acres
Residential Estate	1197
Residential Golf Course	451
Residential High Density	371
Residential Low Density	4210
Residential Low Medium Density	601
Residential Manufactured Home Park	132
Residential Medium Density	296
Residential Rural	949
Residential Urban High Density	10
Total Residential Acres	8,217
Agricultural Buffer	177
Agriculture	2621
Business Park	819
Commercial General	610
Commercial Highway	536
Commercial Neighborhood	80
Commercial Office	76
Commercial Service	98
Hillside Agriculture	1,500
Industrial Park	1,261
None	138
Private Recreation	164
Professional Office Restriction	21
Public Open Space	2,280
Public Park	873
Public/Institutional	1,487
Schools	400
Total Non- Residential Acres	13,141

Note: All totals are current as of August 2013.

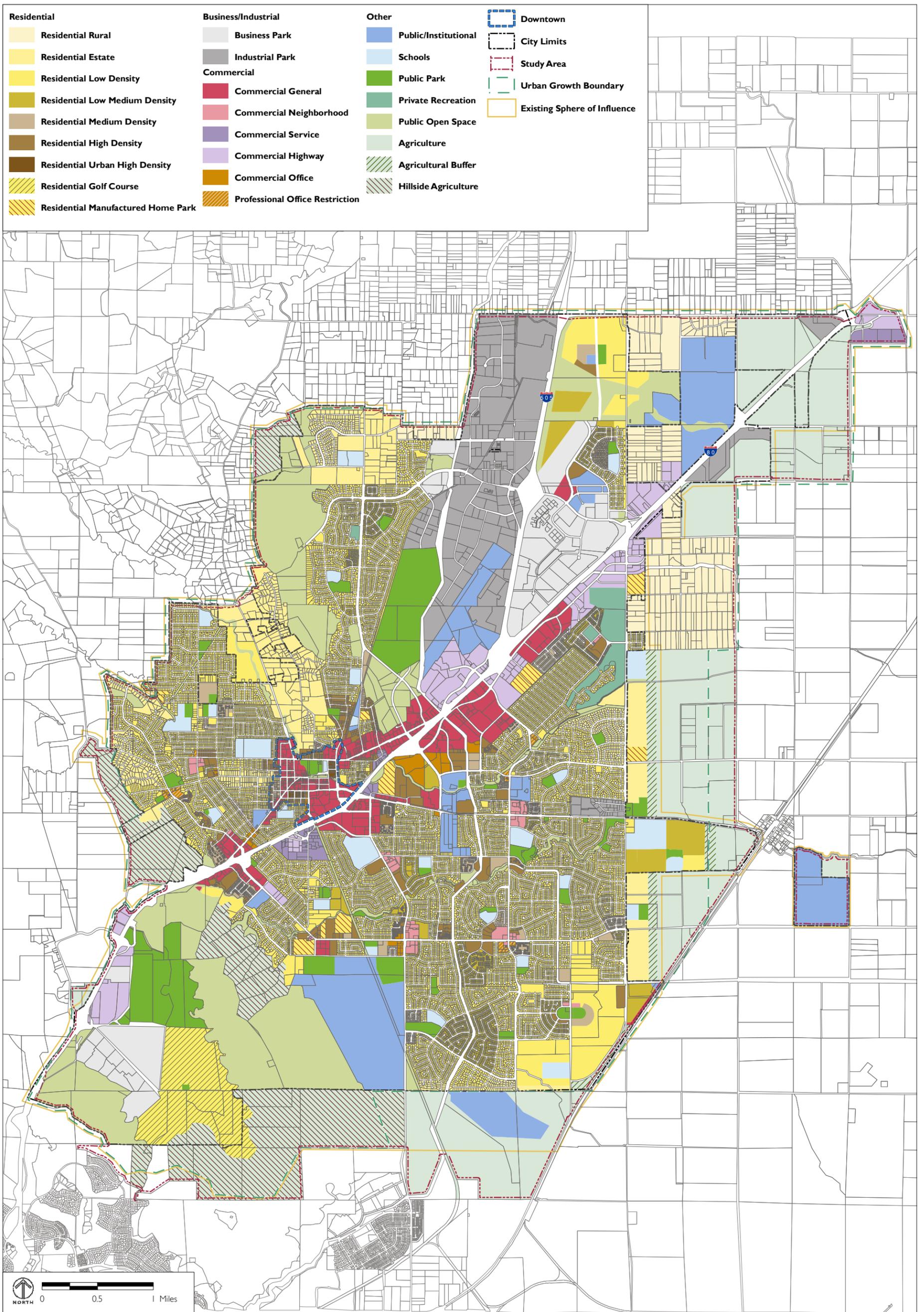


FIGURE 4.10-4
 EXISTING GENERAL PLAN LAND USE MAP

The land uses in the proposed General Plan are largely consistent with existing development patterns. The most significant areas of change that would occur under proposed General Plan land use designations would be within the “focus areas” and “growth areas” identified in the General Plan update (see Figure 3-4 in Chapter 3, Project Description). In the northeastern section of the EIR Study Area, the General Plan proposes various office, commercial, residential, business park, and industrial uses on lands now primarily occupied by agricultural land uses and rural residential uses. Because this area does not contain large amounts of contiguous residential development, development of this area with proposed land uses would not result in the division of an existing neighborhood. Along the eastern border of the Study Area, the General Plan proposes residential, park, public, and neighborhood commercial uses on lands occupied by agricultural and rural residential uses. These land uses would be consistent with existing residential land uses on the west side of Leisure Town Road, and would not divide established communities.

In addition, the proposed General Plan promotes cohesive neighborhoods and discourages piecemeal development. For example, Policy LU-P11.2 directs the City to ensure that the design of new residential development in established neighborhoods minimizes disruption to the neighborhood and is compatible with the design of existing residences. Policy LU-P1.5 requires infill projects to be designed to complement the neighborhood with respect to the existing scale and character of surrounding structures, and blend, rather than compete, with the established character of the area. Policy LU-P2.2 requires that specific plans be prepared for new areas brought into the city for development, and that they provide a coordinated plan for land use, public facilities, and public services. This policy also prohibits individual, piecemeal developments within these outlying areas.

Finally, the proposed ECAS includes measures to require pedestrian and bicycle through-connections in cul-de-sacs (Measure LU-2) and adequate pedestrian access through commercial, residential, and mixed-use development (Measure LU-4). In addition, new neighborhoods must be based on traditional residential development patterns (i.e. interconnected streets or a grid pattern) (Measure LU-3). These measures would serve to increase connectivity between new and established neighborhoods.

As described above, the proposed General Plan would not result in new development or features that would divide existing residential neighborhoods or communities. In addition, new development allowed by the proposed General Plan would be subject to proposed policies and measures that encourage cohesive neighborhoods. Therefore, the impact would be *less than significant*.

- b. Conflict with any regional land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal

program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

i. Local Plans and Regulations

The proposed General Plan would be the primary planning document for the City of Vacaville. Once adopted, it would supersede the existing General Plan. Therefore, upon adoption and implementation of the proposed General Plan, other City documents will need to be updated to ensure consistency. The City's Land Use and Development Code would be updated, as necessary, to conform to the proposed General Plan. If needed, the City's Specific Plans, Policy Plans, and Master Plans would also need to be updated to be consistent with the proposed General Plan. Because the General Plan is the overriding planning document for the city, the impact would be *less than significant*.

ii. Sustainable Communities Strategy (SCS)

The ABAG SCS Plan has not yet been adopted, but the preferred land use scenario has been released and the SCS is anticipated for adoption in late 2013. *The Plan Bay Area: Jobs-Housing Connection Scenario* released in May 2012 identifies two existing PDAs in central Vacaville: the Allison/Ulatis PDA, which is classified as a Suburban Center, and the Downtown Vacaville PDA, which is classified as a Transit Town Center. The proposed General Plan proposes various commercial, office, and residential uses within the Allison/Ulatis PDA and various downtown uses within the Downtown Vacaville PDA. This mix, range, and intensity of uses is consistent with the SCS concepts shown for Vacaville.

As part of the SCS, ABAG anticipates that it will revise its projections for future growth that was published as the *2009 Projections*. In Vacaville, it is expected that the growth projections for 2035 will decrease from the 2009 Projections. Consistency with these growth projections is discussed and evaluated in Chapter 4.12, Population and Housing.

The proposed General Plan includes many policies that are in line with the goals of the SCS. These policies reduce vehicle usage and encourage a mix of land uses and densities to promote non-vehicular travel and decrease GHG emissions. Specifically, the policies and actions under Goal COS-9 work to reduce GHG emissions and improve the sustainability of actions by City government, residents, and businesses in Vacaville. The policies and actions under Goals TR-7 through TR-11 work to improve opportunities to bike, walk, or take transit as an alternative to driving in Vacaville. In addition, the proposed General Plan includes Goal LU-18 and associated policies and actions that support the development of the PDAs consistent with the SCS. Under these policies and actions, the City would pursue infrastructure funding and support the development of housing options in proximity to transit, jobs, shopping, and services within the PDAs. The General Plan land use map maintains development entirely within Vacaville's UGB.

Furthermore, the proposed ECAS presents a wide array of measures that are all aimed at reducing GHG emissions in Vacaville, with the majority of the most effective measures in the transportation and land use sector.

With implementation of the proposed General Plan policies and actions and the proposed ECAS, the impact related to conflicts with the SCS would be *less than significant*.

iii. Solano County General Plan

The Solano County General Plan, adopted on August 5, 2008, is a long-range guide for land use in the unincorporated areas in the county, including land outside of Vacaville's city limits but within the EIR Study Area. The County General Plan directs most growth toward the municipal service areas of the county's cities. The Vacaville municipal service area identified in the County General Plan is largely identical to the City's existing sphere of influence (SOI), with the exception of the incorporated pocket located in the Elmira area that houses the Easterly Wastewater Treatment Plant. Although the proposed General Plan applies land use designations to lands within the SOI and Urban Growth Boundary (UGB), all land beyond the Vacaville city limit remains within the County's jurisdiction until annexation to the City of Vacaville.

The land uses proposed in the proposed General Plan are largely consistent with the land uses in the County General Plan, with the exception of two areas within Vacaville's UGB where the County General Plan calls for agricultural uses: the East of Leisure Town area, where various residential and commercial uses are proposed, and the northeastern portion of the EIR Study Area, where General Commercial, Technology Park, Residential Low Density, and Residential High Density uses are proposed.

Because land outside the city limits is currently subject to County land use regulations, and would only become under City land use jurisdiction upon annexation, only one set of land use policies apply at a given time, and there cannot be a conflict between the City and County General Plan. As a result, adoption and implementation of the proposed General Plan would not result in a conflict with the County General Plan.

Furthermore, the County General Plan supports focused growth within incorporated cities, and calls for annexation to the city prior to development of lands outside of city limits. County General Plan Policy LU-I-13 states: "Work with the cities and the Solano Local Agency Formation Commission to conform municipal service areas with sphere of influence lines and clearly define those lands that are expected to be urbanized through annexation. Lands designated for urbanization should support the goal of compact development and maintaining agricultural lands in agricultural use. Continue to focus most development within incorporated areas through collaboration with the cities and the Solano Local Agency Formation Commission, municipal service agreements, sphere of influence agreements, and other local agreements." The

proposed Vacaville General plan also includes policies that call for annexation prior to development; in particular, Policy LU-P2.1 requires lands outside, but adjacent to, the current city limits to annex to the City of Vacaville as a prerequisite to development.

In addition, both the proposed General Plan and the County General Plan support communication and cooperation between the two agencies about land uses at the edges of the city.

- ◆ County General Plan Policy LU-I-14 states: “Continue to provide cities the opportunity to review, comment on, and coordinate land use proposals and decisions within a city’s municipal service area and surrounding areas.”
- ◆ County General Plan Policy LU-I-15 states: “Review land use updates and amendments to city general plans and consider amending County land use classifications and municipal service areas to incorporate city land use changes as appropriate.”
- ◆ Proposed Vacaville General Plan Policy LU-P8.1 directs the City to coordinate with Solano County to ensure land uses outside the SOI and UGB, but within the Planning Area, remain in agricultural or open space use.
- ◆ Proposed Vacaville General Plan Policy LU-P8.2 directs the City to work with Solano County to ensure that projects developed in the Vacaville Planning Area or SOI meet City policies and standards, do not induce further development, and do not unduly burden the City.
- ◆ Proposed Vacaville General Plan Policy LU-P8.3 directs the City to provide written comments to Solano County on all proposed significant development projects in the Planning Area in accordance with the City’s land use designations, policies, and standards.
- ◆ Proposed Vacaville General Plan Policy LU-P8.4 directs the City to testify in opposition to development proposals in the Planning Area that are not consistent with the City’s policies at Solano County public hearings.

Proposed Vacaville General Plan Policy COS-P4.1 requires new development in the area east of Leisure Town Road to maintain a 500-foot wide agricultural buffer along the eastern boundary of all residential development and existing agricultural lands. The intent of this buffer is to reduce conflicts between residential uses in the City of Vacaville and agricultural uses on designated agricultural land in Solano County. Although this buffer would take a 500-foot strip of land out of agricultural production, the County’s Agriculture land use designation also “allows for secondary uses that support the economic viability of agriculture.” The buffer would be consistent with this provision.

Because only one set of land use policies apply at a given time, and because both the County General Plan and the proposed Vacaville General Plan include policies that ensure development

at the city's edge only occur after annexation and that promote cooperation and communication between the two agencies, the impact related to consistency with the Solano County General Plan would be *less than significant*.

iv. Solano County Airport Land Use Compatibility Plans

The Nut Tree Airport is a public airport located in Vacaville near the Interstate 80/Interstate 505 interchange. Another airfield, Travis Air Force Base, is a federally owned airport located south of Vacaville, approximately 2 miles south of the EIR Study Area.

The EIR Study Area includes Nut Tree Airport Land Use Compatibility Zones and partially falls within Travis Air Force Base Land Use Compatibility Zones, and; therefore, regulations for allowed land uses in the Nut Tree Airport Land Use Compatibility Plan (ALUCP) and Travis Air Force Base Land Use Compatibility Plan (LUCP) apply. New development under the proposed General Plan within the airport Compatibility Zones would be subject to Section 14.09.134.020 of the Vacaville Land Use and Development Code, which requires that development within the Nut Tree Airport and Travis Air Force Base Land Use Compatibility Zones comply with standards in the Nut Tree ALUCP and Travis Air Force Base LUCP, respectively. For a discussion of the effects of development in relation to the Nut Tree ALUCP and Travis Air Force Base LUCP, see Chapter 4.8, Hazards and Hazardous Materials.

a) Nut Tree Airport Land Use Compatibility Plan

The EIR Study Area falls within Compatibility Zones A, B, C, D, E, and F of the Nut Tree Airport Master Plan. Zone A prohibits residential uses, and Zones B, C, D, and E limit allowable residential densities. Zones A, B, C, D, and E also limit the maximum allowable number of persons per acre inside and outside of structures. Zone F limits assemblages under flight tracks as follows: captive groups should not exceed 100 persons per structure; and large assemblages should not exceed 300 persons grouped in close proximity (e.g., in theaters, auditoriums, conference facilities, etc.).⁷ As shown in Figure 4.8-3 in Chapter 4.8, Hazards and Safety, within Zone A, the proposed General Plan proposes Industrial Park, Public/Institutional, and Public Open Space uses. Within Zone B, proposed land uses include Highway Commercial, Industrial Park, Public/Institutional, and Public Open Space uses. Within Zone C, proposed land uses include General Commercial, Industrial Park, and Public Open Space uses. Within Zone D, proposed land uses include Commercial Service, General Commercial, Highway Commercial, Industrial Park, Public/Institutional, and various residential land uses. The General Commercial use within Zone D is a land use designation change in the proposed General Plan at East Monte Vista Avenue and Vaca Valley for a site that is designated for Industrial Park uses under the existing General Plan. Within Zone E, proposed land uses include General Commercial, Highway Commercial, Industrial Park, Public/Institutional, Public Parks, and various residential land uses.

⁷ Solano County, 2010. *Nut Tree Airport Master Plan Working Paper One*, page B.22.

Proposed Residential High Density uses in Zones D and E would be incompatible with operations at the Nut Tree Airport. Proposed land uses that exceed residential density limits established by the ALUCP, or that involve densities of persons in excess of the thresholds established by the ALUCP, would be subject to Solano County Airport Land Use Commission (ALUC) consistency review.

In the North Village area, there is an area designated Residential High Density within Zone E, and in the Nut Tree Ranch area, there are some areas designated Residential High Density within Zone D. Since the Residential High Density land use designation allows 20.1 to 24.0 dwelling units per acre (du/ac), these uses would typically not be consistent with the maximum densities allowed by Zones D and E, which are 4 du/ac and 6 du/ac, respectively. However, these residential high density uses were approved prior to adoption of the proposed General Plan and, as described in Chapter 4.8, Hazards and Hazardous materials, were found by the Solano County ALUC to be consistent with the ALUCP.

b) Travis Air Force Base Land Use Compatibility Plan

The EIR Study Area falls within Compatibility Zones C and D of the Travis Air Force Base Land Use Compatibility Plan, as well as within the Height Review Overlay Zone. Zone C includes areas exposed to potential noise in excess of approximately 60 Community Noise Equivalent Level decibels (dB CNEL), as well as areas occasionally affected by low-altitude overflights. The Travis Air Force Base Land Use Compatibility Plan does not cite noise or risk factors for Zone D or the Height Review Overlay zone. Within Zone C, building heights are subject to review and densities of persons per acre inside and outside of structures are prescribed, but developed residential areas within existing city limits are excluded. The only portion of the EIR Study Area that falls within Zone D is the incorporated pocket in the Elmira area that houses the Eastern Wastewater Treatment Plant. This area is designated for continued Public/Institutional uses and therefore would not conflict with Zone C requirements.

Zone D requires review for structures over 200 feet tall. Zone D covers much of the EIR Study Area. The proposed General Plan does not call for structures such as high-rise buildings that would exceed 200 feet in height, and therefore the proposed General Plan would be consistent with Zone D requirements.

In the Hillside Review Overlay Zone, the requirements of the underlying zone apply and structures over 35 feet in height are subject to review. The areas within the EIR Study Area that are within the Hillside Review Overlay Zone are within Zone D. The General Plan proposes Agriculture, Hillside Agriculture, and Public Open space uses in areas within the Hillside Review Overlay Zone. These uses would not conflict with the underlying Zone D requirements, and structures over 35 feet in height would be uncommon for these uses.

c) Impact Significance Determination

The proposed General Plan includes policies to promote land use consistency around the airports. Specifically:

- ◆ Policy LU-P8.5 directs the City to work with Solano County and the Nut Tree Airport to ensure Vacaville's future development patterns and character do not adversely impact the Nut Tree Airport.
- ◆ Policy LU-P25.2 limits residential development in areas impacted by noise and potential hazards from the Nut Tree Airport to uses identified in the ALUCP.
- ◆ Policy LU-P25.3 directs the City to ensure that land uses in the vicinity of the Nut Tree Airport, or potentially affected by Travis Air Force Base, are compatible with airport operations and are consistent with the ALUCPs for both airports.
- ◆ Policy LU-P25.4 encourages uses that are compatible with the noise, air quality, and traffic impacts associated with airports, such as aviation-oriented commercial and industrial uses, to be located near the Nut Tree Airport whenever possible.
- ◆ Policy LU-P25.5 Directs the City to continue to refer development proposals within the Nut Tree Airport and Travis Air Force Base Compatibility Districts to the Solano County ALUC.
- ◆ Policy LU-P25.6 directs the City to continue to require aviation easements to be granted to Solano County for all development within the Nut Tree Airport Compatibility District.
- ◆ Action LU-A25.1 directs the City to continue to implement the ALUCPs for the Nut Tree Airport and Travis Air Force Base through the Land Use and Development Code.

As described above, proposed land uses would be consistent with the land use compatibility zones of the Nut Tree ALUCP and the Travis Air Force Base LUCP, and the proposed General Plan includes policies and actions that promote land use consistency around the airports. Therefore, the impact would be *less than significant*.

v. *SID Master Water Agreement*

Although the proposed General Plan includes designations that allow development beyond the current Urban Service Area Boundary, it includes Policy LU-P2.8, which directs the City to continue discussions with SID to consider the future expansion of the Urban Service Area as far east as the PG&E transmission line right-of-way subject to the expansion of the agricultural buffer. In addition, the proposed General Plan includes Action LU-A17.2, which directs the City to work with SID to expand the Urban Service Area Boundary and amend the Master Water Agreement as needed to accommodate urban development in the growth areas. Therefore, the new development would be consistent with the Master Water Agreement, as amended and the impact would be *less than significant*.

- c. Conflict with any applicable habitat conservation plan or natural community conservation plan.

The Solano HCP is not an adopted conservation plan. Nevertheless, the City of Vacaville, being a plan participant, has used the draft plan to develop goals, policies, and actions, such that the proposed General Plan will be consistent with the HCP once it is adopted. Specifically, Policy COS-P1.1 supports efforts to prepare and implement the HCP, and Action COS-A1.1 directs the City to adopt and implement the requirements of the HCP. This policy and action would mitigate potential impacts related to conflicts with the HCP to a *less-than-significant* level.

2. Cumulative Impacts

Future development allowed by the proposed General Plan would be subject to the policies and actions set forth in the Land Use Element, a number of which have been identified in this chapter. Implementation of these policies and actions would mitigate potential land use impacts to a less-than-significant level. Development elsewhere in Solano County would also be subject to land use plans and policies of other jurisdictions that would avoid dividing established communities, conflicting with other land use plans, and establishing conflicting land uses. For example, policies in the Solano County General Plan direct the County to coordinate with the cities on land use planning issues, as discussed in Section D.1, Project Impacts. In addition, Solano County General Plan Policy LU.P-23 directs the County to locate, design, and site commercial and industrial development in a manner that minimizes negative effects on surrounding residential and agricultural uses. The Fairfield General Plan also includes a number of policies and programs under Objective LU 13 to minimize conflicts between land uses, including Policy LU 13.3, which requires land uses to be consistent with the policies of the Travis Air Force Base LUCP and the LUCP for the Travis Aero Club. Therefore, the cumulative land use impact would be *less than significant*.

E. Full Buildout

The full buildout anticipated under the proposed General Plan would include significantly more development than the 2035 horizon-year development projection analyzed in Section D, Impact Discussion, in terms of both the amount and the extent of development. Therefore, the potential for impacts related to land use and planning would increase. However, as discussed in Chapter 3, Project Description, it is extremely unlikely that full buildout would ever occur under the proposed General Plan. Therefore, an analysis of full buildout is not required by CEQA.