

3 PROJECT DESCRIPTION

This Draft Environmental Impact Report (EIR) provides an assessment of the proposed City of Vacaville General Plan, published as a Draft for Public Review concurrently with this Draft EIR on October 25, 2013. The proposed General Plan replaces the City's existing General Plan, which was originally adopted in August 1990 and amended through 2013. The proposed General Plan is intended to guide development and conservation in the city through 2035.

The City's Housing Element was updated in April 2010 and is incorporated into the proposed General Plan by reference. The Housing Element has already undergone separate environmental review as part of its adoption process and is not analyzed as part of this EIR.¹

This Draft EIR also assesses the proposed Vacaville Energy and Conservation Action Strategy (ECAS). The proposed ECAS outlines strategies to reduce greenhouse gas (GHG) emissions in Vacaville in compliance with the 2006 Global Warming Solutions Act (Assembly Bill 32).

This chapter of the Draft EIR describes the proposed General Plan and ECAS, and the processes that created them. Major differences between the existing (1990) Plan and the proposed General Plan are also highlighted in this chapter.

A. Overview

The overall purpose of the proposed Vacaville General Plan is to create a policy framework that articulates a vision for the city's long-term physical form and development, while preserving and enhancing the quality of life for Vacaville's residents. The key components of the Plan include broad community goals for the future of Vacaville and specific policies and implementing actions that will help meet the goals.

The Vacaville General Plan contains the following elements:

- ◆ Land Use
- ◆ Transportation
- ◆ Conservation and Open Space
- ◆ Parks and Recreation
- ◆ Public Facilities and Services

¹ City of Vacaville, May 13, 2009, *Negative Declaration for the City of Vacaville Housing Element* (SCH# 2009052043).

- ◆ Safety
- ◆ Noise

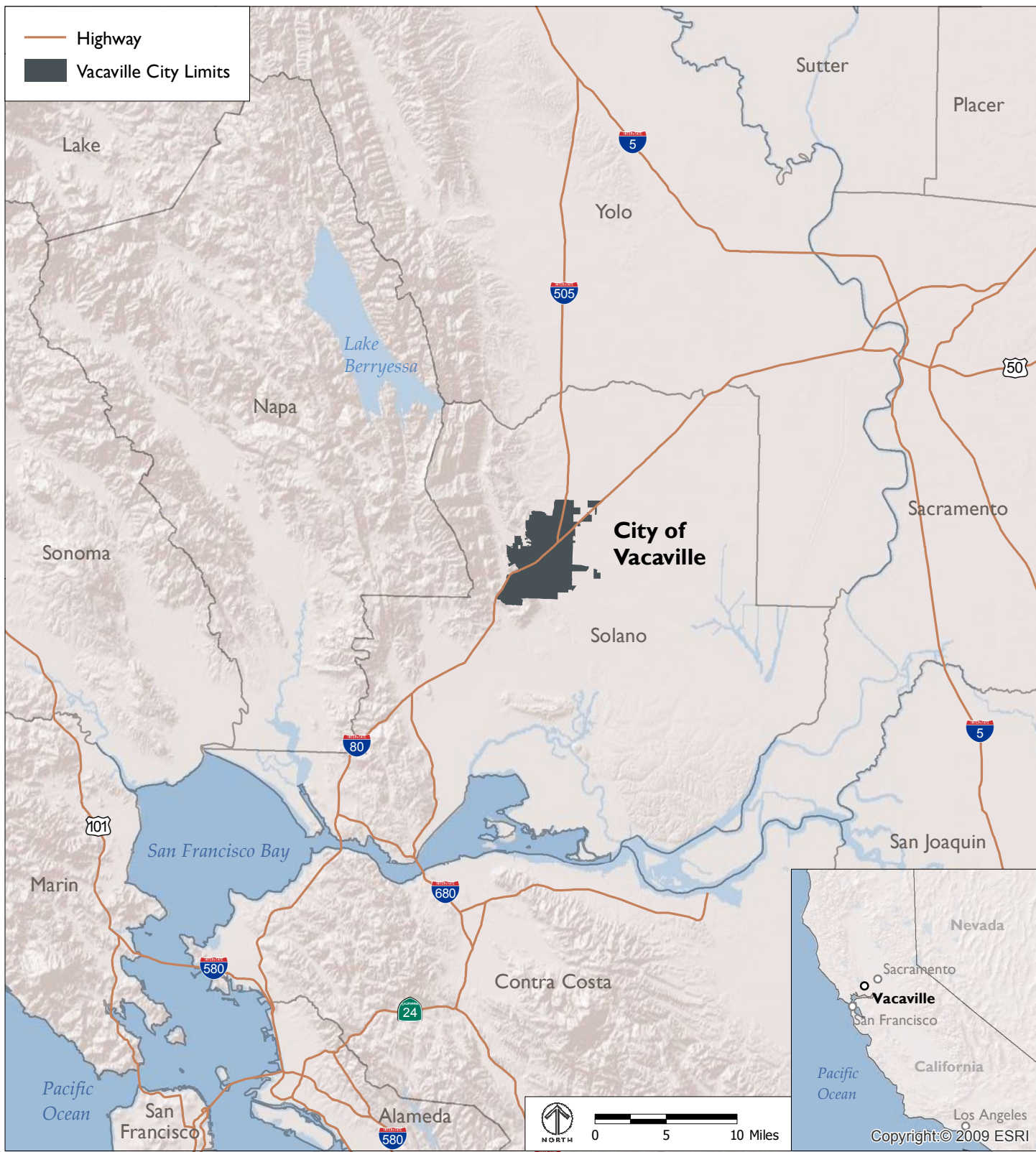
The proposed ECAS is a separate document that sets targets consistent with Assembly Bill (AB) 32, the Global Warming Solutions Act of 2006, and establishes measures to reduce GHG emissions in Vacaville. The ECAS identifies baseline GHG emissions and includes measures to help reduce future emissions that result from land use, transportation, energy, water, wastewater, and solid waste. The ECAS implements the General Plan and its general policies and actions supporting the reduction of GHG emissions. As an implementing document, the ECAS provides more specific direction to the City than the General Plan, and the ECAS will be monitored and updated more often than the General Plan.

In compliance with the California Environmental Quality Act (CEQA), this EIR describes the potential environmental impacts associated with the adoption and implementation of the Vacaville General Plan and ECAS. Section 15125 of the CEQA Guidelines establishes that the physical environmental conditions at the time of the issuance of the Notice of Preparation (NOP) constitute the baseline conditions by which it is determined whether an impact is significant. The NOP for the Vacaville General Plan and ECAS EIR was published on February 10, 2011 (State Clearinghouse #2011022043). The City of Vacaville Community Development Department is the Lead Agency for the environmental review of the proposed project.

B. Location and Setting

Vacaville is located in Solano County between Dixon and Fairfield. The city lies 27 miles southwest of Sacramento and 46 miles northeast of San Francisco. Interstate 80 runs through the middle of the city, connecting Vacaville to the core of the Bay Area to the southwest, and to the Sacramento metropolitan area to the northeast. Interstate 505 branches off Interstate 80 and connects to Interstate 5 to the north. Figure 3-1 shows Vacaville's regional location.

Vacaville lies in a geological transition zone between the Sacramento Valley to the east and the Coast Range to the west. The EIR Study Area includes two small valleys, Vaca and Lagoon, and is drained by Alamo Creek and its tributaries (Laguna Creek and Encinosa Creek), Ulatis Creek, and Horse Creek and its tributaries (Pine Tree Creek and Gibson Canyon Creek). The Vaca Valley fault runs northwest to southeast on the west side of Vaca Valley. The Vaca Mountains, part of the Coast Range, provide the dramatic western backdrop for the city. Known locally as the English Hills, several ridges extend into the western and northern areas of the city, and the central area of Vacaville features a number of low, rolling hills. Vacaville also contains portions of the Vaca and Lagoon Valleys, with the eastern portions of the city falling on the edge of California's Central Valley.



Source: City of Vacaville; The Planning Center | DC&E, 2012; ESRI 2010; FHA 2002.

FIGURE 3-1
REGIONAL LOCATION

The town of Vacaville was established in 1851, when livestock and wheat production were the principal economic products in the county. The completion of nearby railroads in the late 1860s provided a way for ranchers to get their crops to market, but the higher cost of rail transport coupled with increased competition led to the decline of the area's wheat industry during the 1880s. Subsequently, Solano County farmers turned to other crops, most of which, like vineyards and row crops, required irrigation. While rail transport had contributed to the decline of wheat production, the ease of access it provided gave a boost to produce farming. By the 1890s, Vaca Valley and the foothills of the Vaca Mountains were covered with orchards, and in 1892, Vacaville was formally incorporated.

After peaking in the mid-1910s, fruit production in the Vacaville area declined due to drought and soil depletion, competition during the Great Depression, and overproduction for the World War I war effort. In the mid-20th century, new employers arrived in the area, resulting in explosive growth in Vacaville. The now defunct Basic Vegetable Products company located a 1,000-worker onion dehydrating facility in Vacaville, and in 1942, Suisun Air Base (now Travis Air Force Base) was established just to the south of Vacaville.

With its industry, ease of access, and close proximity to the core of the Bay Area, Vacaville saw its population double between 1940 and 1950. Ongoing freeway construction and increasing employment in the Bay Area led to Vacaville's continued growth through the end of the 20th century and the beginning of the 21st.

As of 2011, the population of Vacaville was approximately 85,500 people, excluding the prison population in the California State Prison, Solano, and the California Medical Facility.² There were about 33,000 homes in Vacaville, and the average household size was 2.74 people per household.³ The median age of Vacaville residents was 37 years, which is slightly older than the overall statewide median average of 35 years.⁴

Approximately 67 percent of Vacaville's population identified themselves as white, 10 percent as black, 6 percent as Asian, 1 percent as American Indian, and 0.6 percent as Hawaiian or other Pacific Islander. Approximately 23 percent identified themselves as being of Hispanic origin and 7 percent reported being two or more races. Of Vacaville residents, approximately 10 percent

² State of California, Department of Finance, 2011. *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*, and State of California, Department of Corrections and Rehabilitation, Data Analysis Unit, 2011. *Weekly Report of Population as of midnight January 5, 2011*.

³ State of California, Department of Finance, 2011. *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*.

⁴ 2010 US Census.

identified themselves as foreign-born and 17 percent reported a primary home language other than English.⁵

C. Project Area

The State of California encourages cities to look beyond their borders when undertaking the sort of comprehensive planning required of a General Plan. For this reason, the General Plan delineates three areas known as the Sphere of Influence (SOI), Urban Growth Boundary (UGB), and Planning Area, all of which are larger than the city limits. These planning boundaries are shown in Figure 3-2 and described below. The City only has jurisdiction over land that is within the city limits. However, it is probable that much of the land within the UGB and/or SOI will be annexed by the City of Vacaville within the horizon of the proposed General Plan, and would therefore be under Vacaville's jurisdiction in the future. Therefore, this EIR focuses on the analysis of potential changes within the city limits, SOI, and UGB. These areas are collectively called the EIR Study Area. The Study Area boundary is shown on Figure 3-2, Planning Boundaries. As shown in the figure, the Study Area boundary is slightly larger than the combined city limits, SOI, and UGB in the southern and eastern portions of the Study Area. This is because the Study Area boundary follows parcel boundaries, whereas the SOI and UGB do not follow parcel boundaries in these areas.

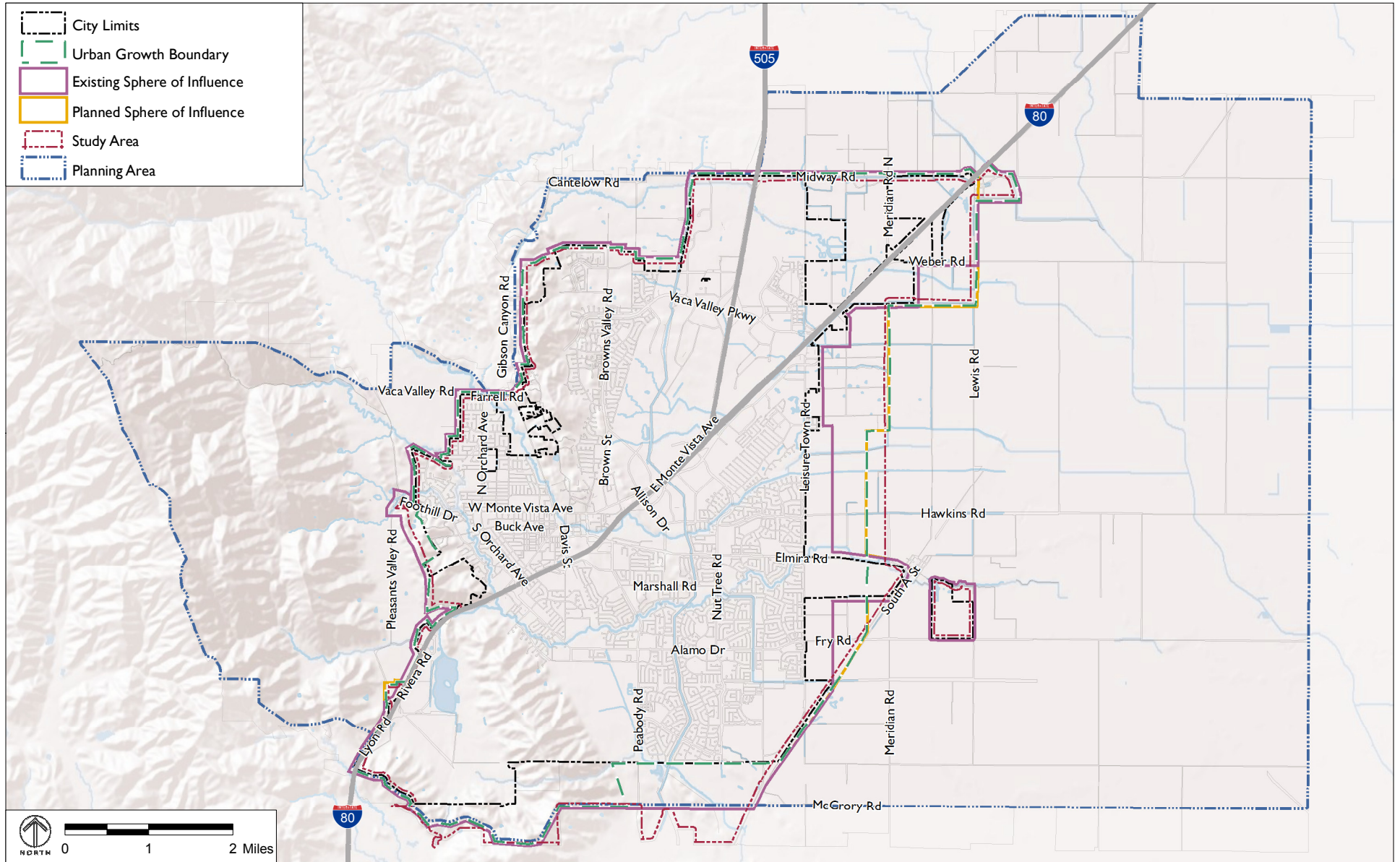
1. City Limits

The city limits enclose an area of about 29 square miles. The City of Vacaville has primary authority over land use and other governmental actions within this area. The city limits boundary shown in Figure 3-2 and in the figures throughout this EIR includes a pending annexation in the Vanden Meadows area.

2. Sphere of Influence (SOI)

The SOI is a boundary that identifies land that the City may annex in the future, and for which urban services, if available, could be provided upon annexation. Under State law, the SOI is established by the Solano County Local Agency Formation Commission (LAFCO) with input from the City. The purpose of the SOI is to identify areas where urban development can be best accommodated over the next 5 to 10 years in an orderly and efficient manner. While the City does not have jurisdiction over land within the SOI, designating a SOI sets precedence for ensuring that the City is able to comment on development proposed for lands within the SOI prior to annexation and to begin planning for future development of the area. The City of Vacaville can propose the area that it would like its SOI to include. However, the SOI is ultimately defined by the Solano County LAFCO. Establishment of this boundary is necessary to

⁵ 2010 US Census.



Source: City of Vacaville.

FIGURE 3-2
 PLANNING BOUNDARIES

determine which governmental agencies can provide services in the most efficient way to the people and property in the area. The existing SOI is 35 square miles in size.

As shown in Figure 3-3, the Draft General Plan proposes to amend the SOI boundary to include areas that are designated for development beyond the existing SOI, but within the UGB, as well as to remove an area in the extreme northeast corner of the SOI. In particular, the SOI will need to be expanded to include the growth areas, which are discussed in Section D.4.b, below. Although the City does not expect the entirety of the growth areas to develop by 2035, some development is expected in both growth areas by 2035. This EIR includes assumptions about where that development could occur, but it cannot be known exactly where it will occur. Therefore, for planning purposes, the entirety of both growth areas is included in the planned SOI. The planned SOI shown in Figure 3-3 may not represent the City's final version that will be submitted to LAFCO for approval, but it represents the City's current plans for the future SOI. The proposed changes to the SOI in the Draft General Plan are subject to LAFCO approval.

For the purposes of this EIR, when the term SOI is used, it refers to the SOI that is proposed in the Draft General Plan. If the existing LAFCO-approved SOI boundary is discussed, it is clearly noted.

3. Urban Growth Boundary (UGB)

In 2008, the City adopted a 20-year UGB, which encloses an area of 36 square miles in size. 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 location of the UGB and the City's UGB policies can only be amended by the voters of Vacaville or by the City Council pursuant to the procedures set forth in the Land Use Element, which establish required findings for such an amendment. Land outside the UGB cannot be designated for anything other than agriculture, park, open space, public facility, and utility uses until March 1, 2028, specifically as set forth in the General Plan.

4. Planning Area

The Planning Area is 98 square miles, and encompasses the city limits, SOI, and UGB. Designating the Planning Area does not give the City any regulatory power over the land outside the city limits or SOI, but it signals to the County and to other nearby local and regional authorities that Vacaville recognizes that development within this area may have an impact on the future of the city. Because the City does not currently have any jurisdiction over land in the Planning Area, nor plans to annex any land in the Planning Area within the horizon of this General Plan, the proposed General Plan and ECAS would not be expected to result in physical impacts on land outside the SOI or UGB but within the Planning Area.

CITY OF VACAVILLE
 VACAVILLE GENERAL PLAN AND ECAS EIR
 PROJECT DESCRIPTION

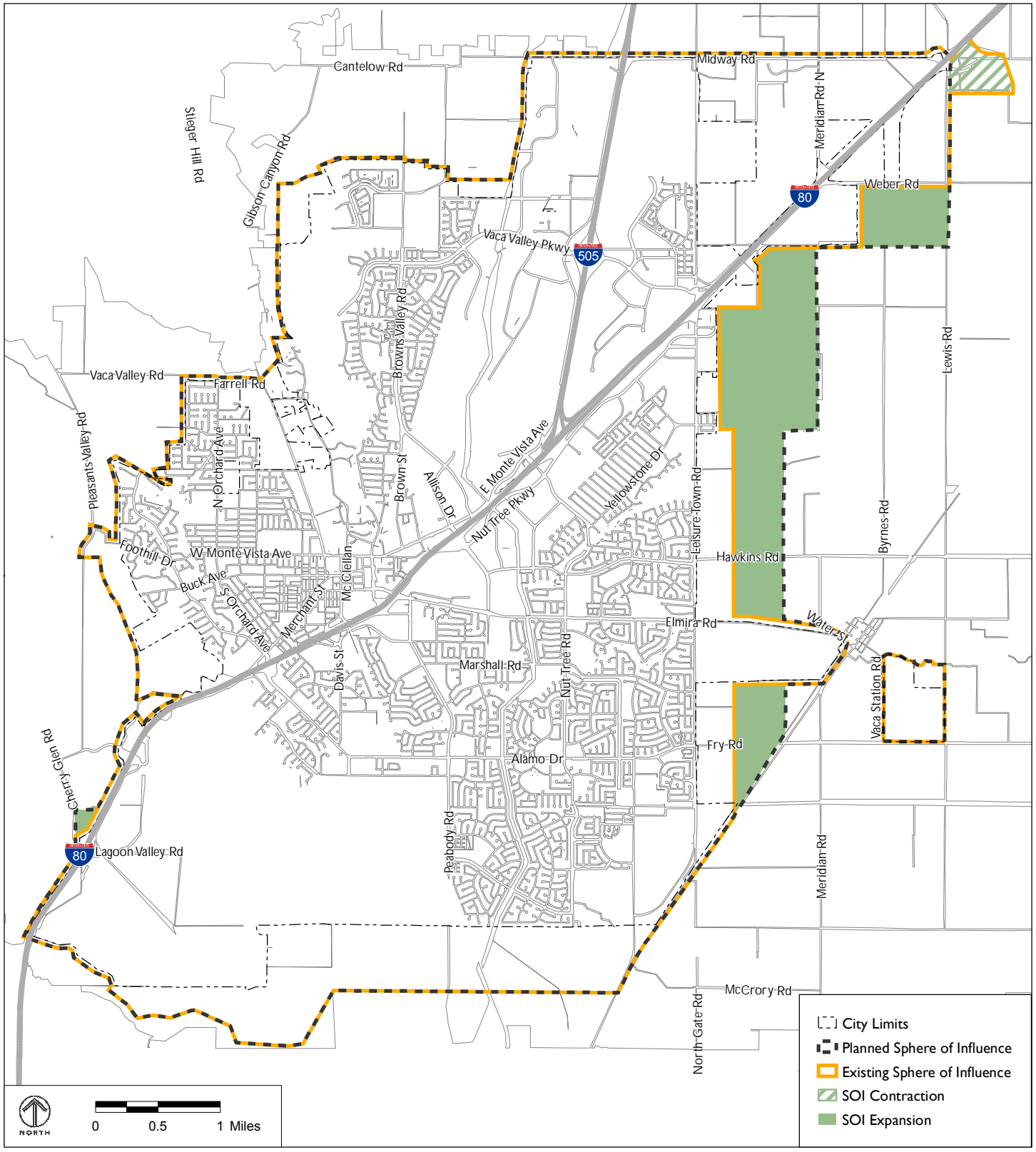


FIGURE 3-3
 EXISTING AND PROPOSED SPHERES OF INFLUENCE

D. Proposed General Plan Description

The proposed Vacaville General Plan would be the principal policy and planning document for guiding future conservation, enhancement, and development in the city. It would represent the basic policy direction of the Vacaville City Council on community values, ideals, and aspirations to govern a shared environment through 2035. The General Plan addresses all aspects of development including land use, transportation, housing, economic development, public facilities and infrastructure, and open spaces, among other topics.

California Government Code Section 65300 requires that the General Plan be comprehensive, internally consistent, and long-term. Although required to address the issues specified in State law, the General Plan may be organized in a way that best suits the city. The plan must be clearly written, available to all those concerned with the community's development, and easy to administer.

The proposed Vacaville General Plan meets these requirements. The General Plan would articulate a vision for the city's long-term physical form and development. It also would bring a deliberate overall direction to the day-to-day decisions of the City Council, its commissions, and City staff. In particular, the General Plan would serve six related purposes:

- ◆ **Policy Determination.** The General Plan would define a set of policies that govern the future physical development of the community.
- ◆ **Policy Implementation.** The General Plan would provide a framework for the comparison and evaluation of specific projects.
- ◆ **Communication.** The General Plan would provide a communication forum between the City, citizens, and key stakeholders about a shared vision for the future of the city.
- ◆ **Guidance.** The General Plan would provide a coherent, unified structure for the Planning Commission to advise the City Council on development issues, and to allow the City to provide advice and recommendations to County and State government.
- ◆ **Education.** The document, and the process of creating and revising it, would provide a forum for the City to educate itself and others on the problems and opportunities of the city.
- ◆ **Action Plan.** The General Plan would include specific actions that the City will take in order to meet its planning goals. These actions would constitute a work program for the City Council, City commissions, and City staff over the life of the General Plan.

In order to be used in the ways described above, the General Plan contains the following characteristics and information:

- ◆ Defines a realistic vision of what the City intends to be in the long term.
- ◆ Serves as a comprehensive guide for making decisions about land use, community character, economic development, circulation, open space, the environment, and public health and safety.
- ◆ Contains a general level of information to allow for flexibility of future conditions and ideas and is designed to allow amendment in the future.
- ◆ Charts the course of coordinated development and conservation that will preserve the character and heritage of Vacaville.
- ◆ Serves as the City’s “constitution” for land use and community development. The General Plan provides the legal foundation for all zoning, subdivision, and public facilities ordinances, decisions, and projects, all of which must be consistent with the General Plan.
- ◆ Is in a clear and easy-to-understand form that encourages public debate and understanding.

1. General Plan and Energy and Conservation Action Strategy Objectives

The proposed General Plan is based on a vision to enable the City of Vacaville to retain its existing character and provide a high quality of life for its residents, while continuing to grow new opportunities for businesses, job creation for local employment, and housing development. The following vision statement is included in the General Plan and outlines the objectives of the General Plan:

Through the year 2035, the City of Vacaville will continue to preserve and enhance the qualities that make it a great community in which to live, work, and play. Drawing on its many strengths, the city will grow in a manner that provides a high quality of life for all current and future residents and employees. In the coming years, Vacaville will:

- ◆ Preserve its “small town feel” by continuing to be a family-friendly city.
- ◆ Promote a balance of high-quality housing and commercial development within the Urban Growth Boundary.
- ◆ Support existing businesses while attracting new businesses, particularly those that reflect community aspirations.
- ◆ Foster community-oriented neighborhoods that are diverse, attractive, safe, walkable, and affordable.
- ◆ Maintain its unique character by preserving historic and cultural resources.

- ◆ Meet the transportation challenges of the future, so that people can travel safely and conveniently on foot or by car, air, bicycle, and transit.
- ◆ Emphasize and protect natural and scenic features, such as open spaces, ridgelines, and creeks that define Vacaville’s setting and atmosphere.
- ◆ Ensure that development adheres to basic principles of high quality design.
- ◆ Continue to strengthen Vacaville’s Downtown culture and identity, supporting a vibrancy that will draw residents and visitors.
- ◆ Protect its unique identity through the preservation of agricultural lands and the creation of new park and open space lands.
- ◆ Protect public health, safety, and the environment by taking steps to reduce noise and air pollution, conserve water and energy, and prepare for natural and man-made disasters.
- ◆ Continue to provide beautiful parks, exciting cultural and recreational amenities, and civic institutions that inspire community pride.
- ◆ Encourage and support high quality schools.
- ◆ Enhance the cultural environment in the city by promoting the arts and cultural activities.
- ◆ Welcome people from all backgrounds, ages, income levels, and physical capabilities and invite them to become integral, long-term members of the community.
- ◆ Promote the health of its residents by providing a safe environment and increased opportunities for physical activity.
- ◆ Look ahead to plan for expected population growth and allow landowners to maintain economic use and value of their property.

The City will achieve this vision through bold civic leadership, citizen participation and assistance, and responsive, accountable government.

The vision statement is intended to guide the goals, policies, and actions of the General Plan, which in turn guide growth and preservation in the city through 2035. In addition to the General Plan vision described above, the proposed project includes the proposed ECAS, which sets a target to reduce Vacaville’s GHG emissions consistent with AB 32. It is an objective of the proposed project to meet the target set by the proposed ECAS.

2. General Plan Update Process

The process to update the existing Vacaville General Plan began in March 2010 and is scheduled to be completed with the adoption of the General Plan by the City Council in 2014.

The Vacaville General Plan was developed with extensive community input. Widely-publicized community workshops were held to inform community members about the update and to invite feedback on the process. To help guide the work of the consultant team and City staff, a nine-member Steering Committee was formed, composed of members of three different city commissions: the Planning Commission, Community Services Commission, and Housing and Redevelopment Commission. A total of seven City Council study sessions, 17 Steering Committee meetings, and four community workshops have been held during the planning process, all of which were open to the public and included extensive public comment periods. In addition, three more Steering Committee meetings and one more community workshop are planned after publication of this Draft EIR to review the Draft General Plan, ECAS, and EIR, and two more City Council meetings are planned for final review and adoption. The City also staffed an information booth at the Downtown Farmer's Market, and hosted a number of community outreach meetings with community groups, including civic groups, church groups, and neighborhood associations, throughout the General Plan process. This input and direction from the public was then incorporated into the General Plan by City staff and the General Plan consultant team.

Vacaville created a General Plan website at www.vacavillegeneralplan.org to enhance and inform the public process. The website provides all maps and documents, meeting summaries, meeting announcements and information, and additional records from public workshops, Steering Committee meetings, and City Council meetings. The website also includes an online discussion forum in which members of the public can post and discuss comments about Vacaville and the General Plan. The City also published three newsletters at key points throughout the process to raise awareness of the General Plan Update and inform the public about its progress.

The process to update the General Plan included the phases discussed below.

a. Existing Conditions

The first phase of the General Plan Update process was devoted to researching and documenting baseline environmental conditions in Vacaville. This effort resulted in a series of technical memoranda covering the following topics: land use, agriculture, demographics, economic development, parks and recreation, public services, utilities and infrastructure, biological resources, cultural resources, transportation, greenhouse gas emissions, air quality, and noise. These memoranda informed the issues identification phase and the development of land use alternatives, and they provide the foundation of baseline conditions for this EIR.

b. Issues Identification

The issues identification phase involved a public process to identify issues and opportunities for the General Plan Update. This task included a community workshop, Steering Committee meet-

ing, and City Council Study Session, which offered the public and decision-makers information on the General Plan Update, a chance to ask questions and make comments on the process and the update itself, and to identify the issues they felt were most important.

c. Alternatives Development and Selection

This highly interactive and participatory phase involved crafting alternative land use scenarios in response to the issues identified in the second phase. Land use alternatives were then evaluated and compared in relation to market and financing feasibility, utilities and transportation infrastructure needs, public service needs, and impacts on environmental resources. Chapter 5, Alternatives to the Proposed Project, provides a discussion of the alternatives considered in this EIR. The land use alternatives evaluation informed the selection of the Preferred Land Use Alternative, shown in Figure 3-4. The Preferred Land Use Alternative became the General Plan Land Use Map, which will guide the nature, pattern, and location of land development and conservation in the city. During this phase, a community workshop was held, and the Steering Committee and City Council held numerous meetings to develop the alternatives and select the Preferred Land Use Alternative.

d. Policies Development

Following the selection of the Preferred Land Use Alternative, the project team developed the goals, policies, and actions for each element of the General Plan. Policies were designed to support the Preferred Land Use Alternative and reflect the issues identified in the second phase and other community input provided throughout the process. Many policies from the prior General Plan were carried forward. In addition, a number of other policies were included in order to respond to specific environmental concerns and avoid common environmental impacts associated with new development under the General Plan. One community workshop and three Steering Committee meetings provided community guidance on the major policy issues for this General Plan.

e. Draft General Plan

Concurrent with the publication of this Draft EIR, the City published a draft version of the General Plan for public review and comment. The Draft General Plan is based upon the Preferred Land Use Alternative and the goals, policies, and actions developed through the prior phases, integrated with feedback collected during community participation processes.

f. Public Review and Adoption

The remaining tasks of the General Plan Update process will include the review and adoption of final documents and the certification of the EIR. This phase includes the 45-day public review period of the EIR, followed by revision of the Draft EIR based on the public comments re-

ceived, and completion of the Final EIR. In addition, a series of City Council and Planning Commission hearings will be held to consider certification and adoption of the Final EIR and General Plan.

3. Major Components of the General Plan

This section provides a summary of the major components of the proposed General Plan.

a. General Plan Contents and Organization

The proposed General Plan includes an introductory chapter, a glossary, and seven separate elements that establish goals, policies, and actions for each given topic. The elements cover the topics required by California State Government Code Section 65302 as well as topics of particular interest to Vacaville. A brief explanation of each General Plan element is provided below:

- ◆ **Land Use Element.** The State-required Land Use Element designates all lands within Vacaville’s Urban Growth Boundary (UGB) for specific uses such as housing, retail, industrial, or agricultural uses. The Land Use Element also provides development regulations for each land use designation and overall land use policies for the City. For areas outside of the UGB but within the Planning Area, the proposed land use map (see Figure 3-4) shows land use designations consistent with the Solano County General Plan.
- ◆ **Transportation Element.** State law requires that a Transportation Element⁶ specify the general location and extent of existing and proposed major streets and other transportation facilities. The Element is correlated with the Land Use Element to provide adequate pedestrian, bicycle, motor vehicle, mass transit, air transportation, and emergency access to serve both new and existing land uses.
- ◆ **Conservation and Open Space Element.** This Element combines two elements required under State law: the Open Space Element and the Conservation Element. It addresses four of the six types of open space identified by State law: open space for the conservation of natural resources, open space used for the managed production of resources, open space in support of the mission of military installations, and open space for the protection of Native American sacred sites.

⁶ State Law requires that the General Plan include a Circulation Element that addresses “the circulation of people, goods, energy, water, sewage, storm drainage, and communications.” This requirement is met through both the Transportation Element and the Public Facilities and Services Element of the General Plan.

The other types of open space – open space for recreation and open space for public health and safety – are covered in the Parks and Recreation Element and the Safety Element, described below. In addition to these open space types, the Conservation and Open Space Element addresses biological resources, agricultural resources, cultural resources, scenic resources, greenhouse gases, energy conservation, air quality, water resources, mineral resources, and military installations.

- ◆ **Parks and Recreation Element.** While not required by State law, this element discusses goals and policies for the maintenance and expansion of Vacaville’s park system and recreation facilities. This element considers park provision service standards and approaches to supporting the City’s recreation goals. This element addresses open space for recreation and open space for public health and safety.
- ◆ **Public Facilities and Services Element.** This Element addresses public services and facilities within the city, including fire protection and emergency medical services, law enforcement, schools, public buildings, technology and telecommunications, other community services, solid waste and recycling, water service, and wastewater. This element meets State law requirements that the General Plan address public utilities and facilities.
- ◆ **Safety Element.** The State-required Safety Element provides information about risks in Vacaville due to natural and human-made hazards, and contains goals, policies, and actions designed to protect the community and its property from hazards. It specifically addresses risks associated with geologic and seismic hazards, flooding and storm drainage, wildland fires, hazardous materials and waste, and climate change.
- ◆ **Noise Element.** The State-required Noise Element addresses noise problems, quantifies current and projected noise levels from a variety of sources, and establishes noise compatibility guidelines for different land uses.

b. General Plan Goals, Policies, and Actions

Each element of the proposed General Plan contains background information and a series of goals, policies, and actions. Policies and actions are at the same level of importance, and are both intended to support goals. In most cases, goals have both policies and actions. However, it is also possible for a goal to be supported exclusively by policies or actions. The following provides a description of goals, policies, and actions and explains the relationship between them:

- ◆ A *goal* is a description of the general desired result that the City seeks to create through the implementation of its General Plan.
- ◆ A *policy* is a specific statement that regulates activities in the city, guides decision-making and directs on-going efforts as the City works to achieve a goal. A policy is on-going and requires no further implementation. The General Plan’s policies set out the standards that

will be used by City staff and the Planning Commission in their review of land development projects and in decision-making about City actions.

- ◆ An *action* is a measure, procedure, or technique intended to help reach a specified goal. The City must take additional steps to implement each action in the General Plan. An action is not on-going, but rather something that can and will be completed. Taken together, the actions in this General Plan constitute a “to-do list” for the City of Vacaville to implement the General Plan.

These goals, policies, and actions would provide guidance to the City on how to direct change and manage its resources through 2035.

c. General Plan Land Use Designations

The proposed General Plan land use map is shown in Figure 3-4. The General Plan would define various land use designations by their allowable uses, density ranges, and development intensities allowed on each parcel of land. In general, standards of building intensity for residential uses are stated as the allowable range of dwelling units per net acre (site area less area occupied by non-residential uses, area of slope at or over 25 percent, creek ways, flood channels, hazardous lands, and areas above the water service elevation). The number of units permitted will be further modified by the zoning district, a policy plan, and any applicable overlay district.

Standards of building intensity for non-residential uses are stated as maximum floor-area ratios (FAR) based on net acreage. FAR is a ratio of the building square footage permitted on a lot to the net square footage of the lot. For example, on a site with 10,000 square feet of net land area, a FAR of 1.0 will allow 10,000 square feet of building floor area to be built. On the same site, a FAR of 2.0 would allow 20,000 square feet of floor area. This could take the form of a two-story building with 100 percent lot coverage, or a four-story building with 50 percent lot coverage. A FAR of 0.4 would allow 4,000 square feet of floor area.

Standards of building intensity for residential uses are stated as the allowable range of dwelling units per net acre. This means that the number of allowable units on a parcel can be calculated by multiplying the net acreage by the allowable density. Table 3-1 provides the total acreage for each land use designation within the EIR Study Area. See also Section E, General Plan Development Projections, for a description of the assumptions used in projecting development in the General Plan horizon year of 2035.

TABLE 3-1 **ACREAGE OF LAND USE DESIGNATIONS**

Land Use Designation	Acres
Rural Residential	880
Residential Estate	1,120
Residential Low Density	4,700
Residential Low Medium Density	870
Residential Medium Density	390
Residential Medium High Density	0
Residential High Density	490
Residential Golf Course	450
Residential Manufactured Home Park	120
Total Residential	9,020
Mixed Use	50
General Commercial	820
Neighborhood Commercial	100
Commercial Service	70
Highway Commercial	520
Commercial Office	220
Business Park	1,120
Industrial Park	1,000
Technology Park	290
Public/Institutional	1,620
Schools	390
Public Parks	920
Private Recreation	170
Public Open Space	2,490
Agriculture	920
Agriculture Buffer	190
Hillside Agriculture	1,360
Urban Reserve	80
Total Non-Residential Acres	12,330

Note: This table provides land use information for the EIR Study Area. Many areas outside the Urban Growth Boundary, but within the EIR Study Area, are designated Agriculture, consistent with Solano County General Plan land use designations, which accounts for the agricultural acreage shown in this table.

The following sections describe the proposed land use designations for the Vacaville General Plan.

i. Residential

There are nine proposed residential designations that establish different densities. The residential densities described below are given as a range of units per net acre (i.e., site area less area occupied by non-residential uses, area of slope at or over 25 percent, creek ways, flood channels, hazardous lands, and areas above the water service elevation). The number of units permitted may be further modified by the zoning district, any applicable overlay district or specific plan, or density transfers or bonuses.

The proposed residential land use designations are as follows:

- ◆ **Rural Residential.** This designation provides opportunities for rural living on lots ranging in size from 2½ to 10 acres. This designation also permits animal husbandry and limited horticulture, subject to appropriate standards. The base density is 0.1 units per net acre, and the maximum potential density is 0.4 units per net acre.
- ◆ **Residential Estate.** This designation provides opportunities for very low density residential land uses. The minimum lot size is 10,000 square feet; larger lots may be required in specific areas by policy plans and/or zoning regulations because of topography or limited public service capacities. The base density is 0.5 units per net acre, and the maximum potential density is 3 units per net acre.
- ◆ **Residential Low Density.** This designation provides opportunities for single-family residential uses in neighborhoods on lot sizes ranging from 5,000 to 10,000 square feet, subject to appropriate standards. The base density is 3.1 units per net acre, and the maximum potential density is 5 units per net acre.
- Residential Low Medium Density.** This designation provides opportunities for single-family, duplex, and clustered housing in neighborhoods on lot sizes ranging from 3,600 square feet to 4,500 square feet, subject to appropriate standards. The designation also permits clustered development on sites measuring at least 10 acres in size, subject to appropriate standards. The base density is 5.1 units per net acre, and the maximum potential density is 8 units per net acre.
- ◆ **Residential Medium Density.** This designation provides opportunities for multiple residential uses, including duplexes, duets, attached or detached townhouses, and multi-dwelling structures with landscaped open space for residents, subject to appropriate standards. Homes designed as stacked units without garages are prohibited in this land use designation. Multi-dwelling structures must be within a subdivision in which each unit may be under individual ownership. Single-family detached housing may be allowed when in

compliance with Residential Design Requirements for New Single Family Development. The base density is 8.1 units per net acre, and the maximum potential density is 14.0 units per net acre.

- ◆ **Residential Medium High Density.** This designation provides opportunities for higher density multi-family residential uses, including attached or detached townhomes, condominiums, and apartments, subject to appropriate standards. The base density is 14.1 units per net acre, and the maximum potential density is 20 units per net acre.
- ◆ **Residential High Density.** This designation provides opportunities for high density multiple residential uses, including attached townhouses, condominiums, and apartments, subject to appropriate standards. The base density is 20.1 units per net acre, and the maximum potential density is 24 units per net acre.
- ◆ **Residential Golf Course.** This designation provides opportunities for residential use in conjunction with a golf course development, subject to appropriate standards. A golf course, or comparable large recreation center, is a required component in any development project under this classification. The average base density is 1 unit per net acre, and the maximum potential density is 2 units per net acre; units may be clustered. Specific or policy plan approval is required.
- ◆ **Residential Manufactured Home Park.** This designation provides opportunities for affordable housing using manufactured or modular components on sites developed as a planned unit development, subject to appropriate standards. This classification is intended for both parks with rental spaces for manufactured housing (i.e. mobile homes) and parks where the spaces are individually owned. The base density is 6 units per net acre, and the maximum potential density is 10 units per net acre.

ii. Commercial

The General Plan proposes six commercial land use designations that would allow a range of commercial, retail, service, and office uses. The maximum intensity of development allowed in all of the commercial designations is generally limited to a FAR of 0.3, although, as noted in the descriptions below, the Mixed Use designation allows a higher FAR. Exceptions to the FAR limits may be granted for areas with low employee densities, such as wholesaling and distribution uses, or low peak-hour traffic generation, such as a hospital. Further, the FAR may be adjusted in policy plan areas based on the intensity of the use and the availability of public facilities and infrastructure and projected traffic levels of service. FAR limits may be increased only if adequate public services are available or new development is responsible to resolve existing deficiencies.

- ◆ **Mixed Use.** This designation allows and encourages different but compatible uses to be located in close proximity to each other. A common example is a single building or a group

of buildings that combine residential uses with commercial, public, entertainment, and/or office uses. In multi-story mixed-use developments, the ground floor uses are predominantly retail or office with the purpose of supporting pedestrian activity. Mixed-use buildings with two or more uses in the same structure are encouraged in this designation, but single use residential, retail, or office buildings are also allowed. Since this designation allows for both residential and commercial uses, it allows a wider residential density range and a higher FAR than other designations. This designation allows 10 to 40 dwelling units per acre and a maximum FAR of 1.0.

- ◆ **General Commercial.** This designation provides for a full range of commercial uses, including retail stores, food and drug stores, auto sales, and businesses selling home furnishings, apparel, durable goods, and specialty items. Support facilities, such as entertainment and eating-and-drinking establishments, are also permitted.
- ◆ **Neighborhood Commercial.** This designation provides for small sites for neighborhood commercial centers, generally anchored by a grocery store with convenience uses serving the immediate area. New Neighborhood Commercial sites must be between 4 and 10 acres in size.
- ◆ **Commercial Service.** This designation provides areas for heavy commercial uses, such as lumber yards and auto-related services. Limited retail is permitted, but the primary function of this designation is to provide for commercial uses not permitted in other areas because they attract heavy vehicles or otherwise have adverse impacts on other uses. Office uses are prohibited unless they are accessory to a commercial service use.
- ◆ **Highway Commercial.** This designation adjoins Interstate highways and includes specialty retailing, restaurants, hotels/motels, and commercial recreation and entertainment, designed to attract primarily visitor business and shopping. Development in this designation should be high-quality in order to enhance views of Vacaville from the highway.
- ◆ **Commercial Office.** This designation provides sites for office development. Supporting retail and business services are permitted. This designation is intended for transition areas between commercial and residential areas. The Land Use and Development Code identifies a Professional Office overlay zoning district that can be applied to this land use designation that limits the types of permitted uses to professional and administrative offices, including medical and dental offices, which primarily provide services to local residents. No retail type of uses are allowed within this overlay district.

iii. Business and Industrial

The General Plan proposes three categories of business and industrial land uses that would provide opportunities for a wide range of uses, including office centers, research and development, technology facilities, and manufacturing. All three of these designations are either located within

existing policy plans, or would require the preparation of a specific plan prior to development. In all areas with one of these three designations, the FAR may be adjusted in specific plan areas based on the intensity of the use and the availability of public facilities and infrastructure and projected traffic levels of service. FAR limits may be increased only if adequate public services are available or new development is responsible to resolve the existing deficiencies.

- ◆ **Business Park.** This designation applies to sites in a landscaped setting for office centers, research-and-development facilities, and, under appropriate conditions, medical and institutional uses. Secondary uses may include limited industrial activities, small-scale warehousing and distribution operations, and limited retail sales accessory to these areas. Commercial uses and services for employees and businesses (e.g. delicatessens, child care, dry cleaners, and branch banks) are required as a means of reducing trips and vehicle miles traveled. These uses must be centrally located and have adequate pedestrian access. The commercial uses and services must also be ancillary, rather than primary uses, and there must be adequate public infrastructure to support the proposed use. Specific plans may additionally allow for commercial development. This designation is intended for parcels that would be developed as a unit. In addition, this designation is intended for lower-intensity uses than the uses permitted in the Industrial Park and Technology Park designations, thereby reducing potential adverse impacts to adjacent development. The FAR is generally limited to 0.3.
- ◆ **Industrial Park.** This designation provides sites for industrial uses that require access to major transportation lines and large areas for structures, truck loading and parking, and storage of products, equipment, and materials. This designation also accommodates light manufacturing and heavy industrial uses, subject to appropriate standards to ensure that adjacent uses are not adversely impacted. The commercial uses and services must also be ancillary, rather than primary uses, and there must be adequate public infrastructure to support the proposed use. Specific plans may additionally allow for limited office and commercial uses. This designation is intended to protect Vacaville's established industrial areas, which constitute a major resource, from encroachment by non-industrial retail and commercial uses. The FAR is generally limited to 0.4.
- ◆ **Technology Park.** This designation applies to sites of at least 100 acres in size. Development in this designation must provide a landscaped setting, and may include office centers, research-and-development facilities, technology facilities, and medical and institutional uses. Secondary uses may include limited industrial activities, small-scale warehousing and distribution operations, and limited retail sales accessory to these areas. Commercial uses and services for employees and businesses (e.g. delicatessens, child care, dry cleaners, and branch banks) are encouraged as a means of reducing trips and vehicle miles traveled. Such uses must be centrally located and have adequate pedestrian access. The commercial uses and services must be ancillary, rather than primary uses, and there

must be adequate public infrastructure to support the proposed use. The FAR is generally limited to 0.4.

iv. Other Classifications

Other land uses shown on Figure 3-4 include various public, institutional, open space, and recreation uses. These uses comprise a substantial portion of the City's Planning Area and have a direct effect upon its character and the quality of life for Vacaville residents.

- ◆ **Public/Institutional.** This designation includes the Civic Center, Cultural Center, California Medical Facility, California State Prison, Vaca Valley Hospital, and related medical facilities, and other public facilities, large institutions, and utilities. The FAR is generally limited to 0.3. The FAR may be adjusted in specific cases based upon the intensity of the use and the availability of services and infrastructure and projected traffic levels of service. FAR limits may be increased only if adequate public services are available to service the project or new development resolves the existing deficiencies.
- ◆ **Schools.** Existing and proposed public elementary, junior high, and high schools are included in this category. Public school sites are subject to review by the school districts, and ultimate locations may not be the same as proposed on the General Plan Land Use map.
- ◆ **Public Parks.** This designation includes existing and proposed public park sites.
- ◆ **Private Recreation.** This designation includes country clubs, free-standing golf courses, recreational vehicle (RV) parks, riding stables, campgrounds, and theme parks. The FAR is generally limited to 0.1, but may be adjusted in specific cases if included in a specific plan, and based on the availability of public services and infrastructure and expected traffic levels of service. FAR limits may be increased only if adequate public services are available to serve the project, or if new development resolves the existing deficiencies.
- ◆ **Public Open Space.** This designation consists of lands that are owned or controlled by the City, a public entity, or a non-profit entity. This designation is also used to identify lands that are designated for future acquisition by the City, and lands that are to be preserved as permanent open space. This category includes creekways, hillsides, ridgelines, transmission line corridors, and the hillside areas of the California Medical Facility. Public open space lands may be used for recreational purposes, such as hiking; to preserve a permanent inventory of open space lands; or for agricultural grazing. However, the Public Open Space designation does not guarantee public access to these lands. The physical characteristics of the land, or the extent to which improvements are required, may restrict the accessibility of the site.
- ◆ **Agriculture.** This designation includes lands currently used for agricultural purposes or lands planned for agricultural use. This designation primarily consists of irrigated croplands and pasture outside of the city limits but within the City's Planning Area.

- ◆ **Agricultural Buffer.** This designation identifies lands bordering urban development on one side and intensive and/or irrigated agriculture on the other. Uses within this designation are intended to serve as a buffer between urban development and agricultural uses and are subject to an agreement between the City and the Solano Irrigation District (SID). Proposed uses include passive open space uses that are not accessed by a large number of employees or the general public. These uses include public infrastructure improvements, passive recreational uses such as pedestrian and bicycle trails, and alternative energy facilities. Where urban land uses abut grazing land, buffers are evaluated on a case-by-case basis. The FAR is generally limited to 0.01 and may only be increased in specific instances where the City Council finds that a higher ratio will not substantially reduce the open space utility of the buffer zone. Only structures that are non-occupied and that meet one of the following criteria are allowed:
- Structures that are necessary to the maintenance of agricultural operations (e.g. pump stations); or
 - Structures that form a portion of a landscaped separator (e.g. a sound wall); or
 - Structures that serve a passive public recreation use; or
 - Structures that are adjunct to a public health and safety use of the buffer zone (e.g. floodwater detention facilities).
- ◆ **Hillside Agriculture.** This designation includes lands that are generally privately owned hillside properties. This designation is intended for low-intensity agricultural uses. Hillside agriculture lands generally consist of hillsides and ridgelines where development is limited due to the topography. Lands within this designation generally contain steep slopes, are located above the public water system service elevations, have a high fire risk, have highly visible ridgelines, are likely to have value as plant or wildlife habitat, and may be subject to geologic instability. This designation allows for the development of 1 residential unit per 20 acres, subject to compliance with established development standards. This designation also provides for the potential for density transfers.
- ◆ **Urban Reserve.** This designation is applied to relatively large, contiguous, and undeveloped geographic areas where comprehensive planning must occur prior to urbanization. The purpose of assigning the Urban Reserve designation, rather than specific land use designations, is to demonstrate that the City expects eventual urban development, while also allowing flexibility in planning for these uses in the future. This designation is also appropriate for areas where it is currently infeasible to extend utilities infrastructure, but where specific interim uses that do not require such infrastructure, such as alternative energy facilities, would be acceptable.

v. Boundaries and Overlays

The proposed General Plan land use map also designates the following three General Plan boundaries and overlays.

- ◆ **Downtown.** The Downtown boundary encompasses the 100-acre area generally bounded by Stevenson Street, Cernon Street, Monte Vista Avenue, and the former Southern Pacific Railroad track. The Downtown area includes a mix of residential, commercial, civic, and recreational uses appropriate for the Downtown. New development within this boundary is subject to a maximum FAR of 3.0 for the core area in the parking district and a range of 1.0 to 2.0 elsewhere in the Downtown. Residential uses with densities of 8.1 to 36 units per acre are encouraged as part of mixed-use projects, and the Opportunity Hill and Depot Street sites will allow up to 65 units per acre. Separate, non-mixed-use residential projects are subject to conditional use permit approval. Construction of new, detached single-family housing in the Downtown area is not permitted.
- ◆ **Community Separator.** The Community Separator boundary includes lands to be restricted to agricultural or other defined open space uses through zoning, joint powers agreements between Vacaville and adjacent cities, and/or through acquisition of development rights by a public or nonprofit agency. The City is a party to two Greenbelt Agreements: the Vacaville-Fairfield-Solano Greenbelt Agreement, and the Vacaville-Dixon Greenbelt Agreement. The Vacaville-Fairfield-Solano Greenbelt Agreement identifies approximately 4,100 acres between Vacaville and Fairfield that must be preserved to serve as a permanent separation between the urban areas of Fairfield and Vacaville. This area must be maintained in agriculture and open space uses consistent with the provisions of the agreement. The Vacaville-Dixon Greenbelt Agreement identifies approximately 1,000 acres of land located between Vacaville and Dixon that have been purchased by the Vacaville-Dixon Greenbelt Authority (VDGA) to be maintained in productive agriculture or as other open space uses mutually agreed upon by VDGA.
- ◆ **Permanent Agriculture Overlay Area.** The Permanent Agriculture Overlay Area includes lands located within 1 mile of the eastern boundary of the Urban Growth Boundary, south of the Locke Paddon subdivision and north of New Alamo Creek. Development within the East of Leisure Town Road Growth Area must mitigate its impact on agricultural lands by purchasing conservation easements to permanently restrict lands within the Permanent Agriculture Overlay Area to agricultural or other defined open space uses, through purchase and/or acquisition of agricultural easements by a public or nonprofit agency.

4. Major Changes from the Existing General Plan

The Vacaville General Plan proposes a number of changes to the land use designations from the existing 1990 General Plan land use map. This section describes the major changes. This section is provided for informational purposes only. This EIR does not evaluate the changes in the

General Plan relative to the existing General Plan, but rather evaluates the impacts of the proposed General Plan relative to existing conditions, as required by CEQA Guidelines Section 15126.2. This EIR does not assume that any previously-approved projects that are not yet constructed (e.g. projects in the Lagoon Valley area) will be “re-opened” for substantial changes in buildout expectations.

For most of Vacaville, including single-family residential neighborhoods and the Vacaville Premium Outlets, the current land use designations established by the 1990 General Plan, will remain unchanged. The primary locations where the land use designations would change from the existing General Plan are within “focus areas” and the two “growth areas,” terms developed through the land use alternatives process for the General Plan Update. Focus areas and growth areas are described below in more detail and are shown in Figure 3-5.

a. Focus Areas

Focus Areas are located throughout and adjacent to the existing city limits and include areas identified by City staff and the community as locations where changes in land use may be appropriate in the future. The focus areas include the following categories:

- ◆ **Underutilized Shopping Centers.** This category includes existing neighborhood shopping centers that face long-term challenges related to tenant mix, location, and site conditions.
- ◆ **Business Park Policy Plan Areas.** This category includes three Business Park Policy Plan areas along Interstate 505 that have significant remaining development potential and infrastructure constraints to new development.
- ◆ **Downtown Vacaville Sites.** This category includes sites in Downtown Vacaville, including sites identified in the Opportunity Hill Master Plan.
- ◆ **Vacaville Unified School District Properties.** This category primarily includes sites owned by the Vacaville Unified School District (VUSD) that have been identified by VUSD as no longer needed for school functions.
- ◆ **Miscellaneous Properties.** This category includes sites for which landowners have requested a change in their land use designation, as well as other miscellaneous sites identified by City staff.

b. Growth Areas

The two growth areas, the Northeast Growth Area and the East of Leisure Town Road Growth Area, are located on the eastern edge of the city. They were created with the adoption of the City’s UGB in 2008. Under the existing General Plan, the portions of the Northeast Growth Area within the current SOI are designated for agriculture, industrial, and commercial uses, and the portions of the East of Leisure Town Road Growth Area within the current SOI are pri-

marily designated for low- to medium-density residential uses. Outside of the current SOI, the growth areas are primarily designated for agricultural use under the existing General Plan. Because the UGB identifies these areas for future growth, the General Plan Update included an extensive process to identify appropriate new land use designations for these growth areas.

c. Revised and New Land Use Designations

During the General Plan Update process, four land use designations were revised and four new designations were developed:

- ◆ **Residential High Density.** The minimum density required in this designation increased from 14.1 to 20.1 units per acre. This change was necessary to comply with the minimum default density for accommodating lower-income households identified by State Housing Element law (AB 2348 (Mullin)). The minimum density is 20.1 units per acre, and the maximum allowed density remains 24 units per acre.
- ◆ **Residential Medium High Density.** This designation was added to fill in the gap between the existing Residential Medium Density designation, which allows 8.1 to 14 units per acre, and the revised Residential High Density designation, which allows 20.1 to 24 units per acre. The minimum density is 14.1 units per net acre, and the maximum density is 20 units per net acre.
- ◆ **Mixed Use.** As described in Section D.3.c.ii, Commercial General Plan Land Use Designations, this new designation allows different but compatible uses to be located in close proximity to each other.
- ◆ **Downtown.** The description and location of the Downtown area was revised to clarify that this is a boundary encompassing a variety of different land use designations, and is not itself a land use designation.
- ◆ **Commercial Office.** The description of a subcategory of “Professional Office,” within which no retail uses are allowed, was removed from this designation. Instead, the Land Use and Development Code identifies a Professional Office overlay zoning district that can be applied within the Commercial Office designation in order to limit permitted uses to professional and administrative offices.
- ◆ **Technology Park.** As described in Section D.3.c.iii, Business and Industrial General Plan Land Use Designations, this new designation allows office centers, research-and-development facilities, technology facilities, and medical and institutional uses.
- ◆ **Community Separator.** The Community Separator Overlay was revised slightly to clarify that this is a boundary encompassing different agriculture, open space, and Public and Private Recreation designations and is not an overlay designation. The purpose and intent of the previous overlay designation are carried forward unchanged.

- ◆ **Urban Reserve.** As described in Section D.3.c.iv, Other Classifications, this new designation is applied to relatively large and contiguous geographic areas where comprehensive planning must occur prior to urbanization.
- ◆ **Permanent Agricultural Overlay Area.** As described in Section D.3.c.v, Boundaries and Overlays, this new designation identifies a large area located east of the City’s eastern Urban Growth Boundary where new development located within the East of Leisure Town Road Growth Area must provide mitigation land for the loss of agricultural land resulting from development.

E. General Plan Development Projections

This EIR evaluates the projected development that will occur under the proposed General Plan through its horizon year of 2035, consistent with CEQA requirements that an EIR evaluate the “reasonably foreseeable” direct and indirect impacts of a proposed project.

The “full buildout” of the proposed General Plan, discussed below in Section E.3, Full Buildout Methodology, would be the development of every parcel with the maximum amount of development allowed under the General Plan. The full buildout would result in 63 percent more new housing units and 635 percent more new non-residential development in Vacaville in 2035 than expected based on past development history. Therefore, it is extremely unlikely that the full buildout would occur by the year 2035.

Moreover, by or before 2035, it is probable that Vacaville will have adopted an update to the General Plan, in keeping with past decisions in the California courts, which dictate that local jurisdictions should update General Plans regularly.⁷ Therefore, development after 2035 is expected to take place under a revised General Plan, rather than under the proposed General Plan. Consistent with CEQA statutes, this Draft EIR considers the “reasonably foreseeable” effects of adopting the proposed General Plan, which would result from development allowed between the adoption of the document and its horizon year of 2035. For the purposes of this EIR, this is termed the “horizon-year projection.” The horizon-year projection is based on an estimate of the amount of development that would occur by 2035.

⁷ Citizens of Goleta Valley v. Board of Supervisors (1990) 52 Cal.3d 553, 572, 276 Cal.Rptr. 410, 801 P.2d 1161.

Based on the methodology described in this section and as shown in Table 3-2, the horizon-year projection includes the following:

- ◆ 9,680 new dwelling units
- ◆ 26,500 new residents⁸
- ◆ 1 million square feet of new commercial space (77 acres)
- ◆ 1.1 million square feet of new office space (84 acres)
- ◆ 2.1 million square feet of new industrial space (115 acres)

The locations of these development projections are shown in Figure 3-6.

TABLE 3-2 2035 HORIZON-YEAR GROWTH PROJECTIONS

	Existing Development (2011)	2035 Horizon-Year Growth Projection (2035 Minus Existing)	Total 2035 Horizon-Year Growth Projection
Dwelling Units	33,020 ^a	9,680	42,700
Residents	85,500 ^b	26,500 ^c	112,000
Commercial space (square feet)	8.6 million ^d	1 million	9.6 million ^d
Commercial space (developed acres)	660	79	739
Office space (square feet)	2 million ^d	1.1 million	3.1 million ^d
Office space (developed acres)	150	81	231
Industrial space (square feet)	11 million ^d	2.1 million	13.1 million ^d
Industrial space (developed acres)	630	118	748

^a State of California, Department of Finance, 2011. *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*.

^b Excludes prison population; from: State of California, Department of Finance, 2011. *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*, and State of California, Department of Corrections and Rehabilitation, Data Analysis Unit, 2011. *Weekly Report of Population as of midnight January 5, 2011*.

^c Based on a persons per household rate of 2.74; from: State of California, Department of Finance, 2010. *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2001-2010 with 2000 Benchmark*.

^d Existing non-residential square footage data is not available. However, a gross estimate is provided based on the developed acres and FAR assumptions of 0.3 for commercial and office uses and 0.4 for industrial uses. Therefore, the total non-residential square footage in 2035 is not based on actual data. All EIR modeling was conducted based on projected acres of development.

Source: The Planning Center | DC&E, 2012.

⁸ Based on an assumption of 2.74 persons per household, as reported in: State of California, Department of Finance, May 2010, *E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2010, with 2000 Benchmark*.

CITY OF VACAVILLE
 VACAVILLE GENERAL PLAN AND ECAS EIR
 PROJECT DESCRIPTION

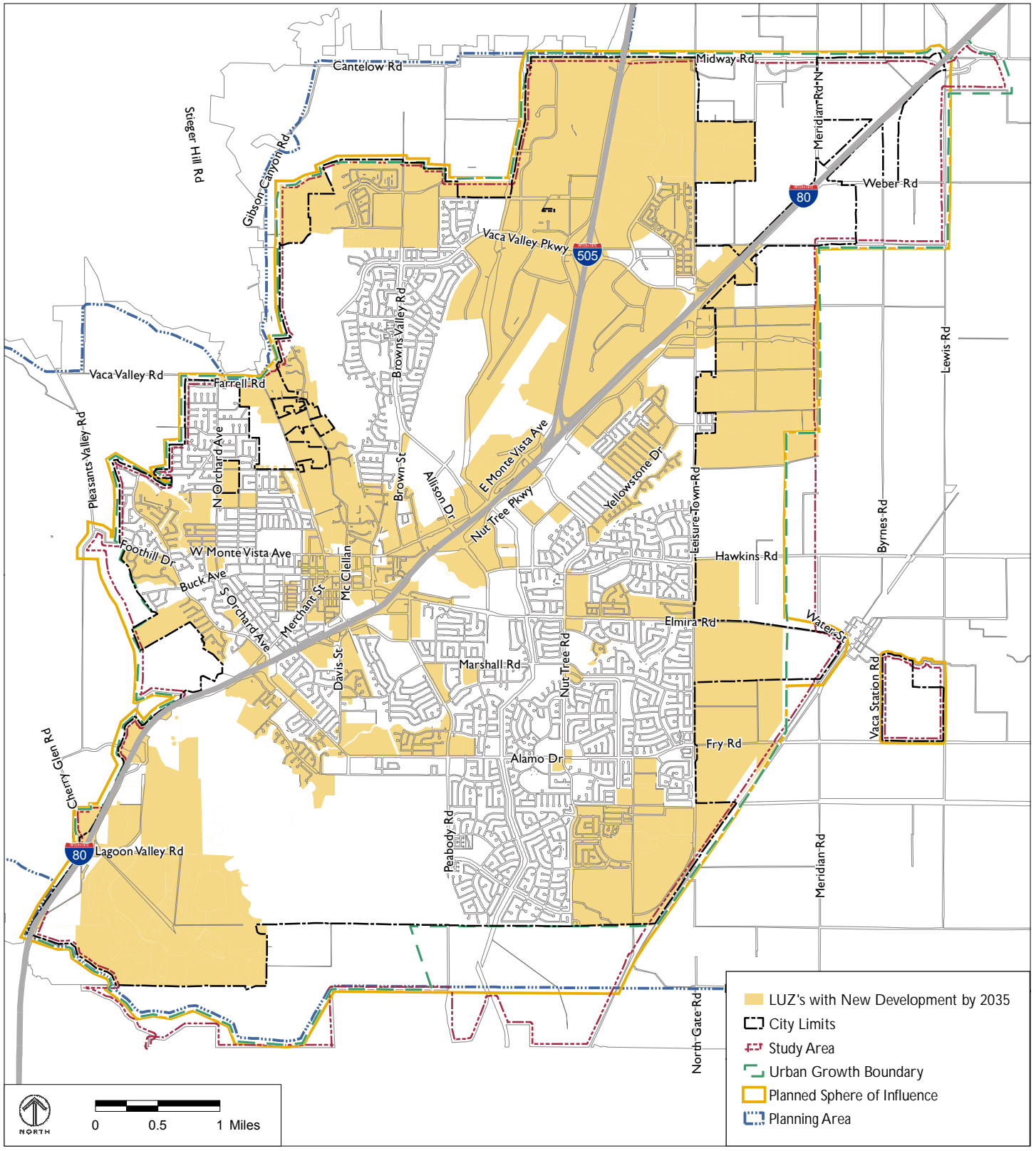


FIGURE 3-6
 HORIZON-YEAR DEVELOPMENT

1. Key Points about Development Projections

This section provides a detailed explanation of the process used to estimate the horizon-year projection. By way of introduction, it is important to understand several overall points about the estimation process and its meaning:

- ◆ As described in Section E.4.b, Distribute Planning Period Development, the horizon-year projection assumes that certain areas with development potential are likely to develop by 2035, while others are not. For example, the horizon-year projection assumes that only a small portion of the Northeast Growth Area will develop by 2035 due to the infrastructure needed to develop the majority of the area, and that 2035 development in the East of Leisure Town Road Growth Area will be limited to the middle and southern portions of this growth area, focused around the pending Brighton Landing Specific Plan area.

As described below, the horizon-year projection was estimated based on the best available information. Since this projection covers a relatively long timeframe of over 20 years, it is likely that there will be deviations from the development projections. However, deviations from the horizon-year projection are not in themselves a basis for finding inadequacy of the proposed General Plan or this EIR, since these projections represent Vacaville's best estimate of "reasonably foreseeable" development under the General Plan.

- ◆ The horizon-year projection is used as a basis for the environmental assessment, but it does not restrict or specify the actual physical location of future development that will be permitted under the proposed General Plan. Even if an area is not identified as having quantifiable new development by 2035 in this EIR, it can still accommodate new development in keeping with the General Plan's policies and land use designations. Conversely, geographic areas or potential development projects for which development is assumed in this EIR are not in any way "pre-cleared" for development or privileged for special consideration by City staff or the City Council; development in those areas still requires normal review under CEQA and under regular City policies that are spelled out in the proposed General Plan, the Vacaville Land Use and Development Code, and other City regulations.

2. Existing Development Potential

There is a significant amount of vacant land in Vacaville that could be developed under the existing General Plan. Some of these vacant areas have been approved for development, but the project has not yet been constructed. Others have pending development applications that are currently under review; such areas are called "pipeline projects" in this EIR. Other areas have no pending or approved development applications, but are designated for a residential, commercial, office, or industrial use, so there is still the potential for future development. These areas are called "other existing capacity areas" in this EIR. In total, the pipeline projects and other existing capacity areas provide a significant amount of development potential under the existing

General Plan, development that would be expected to occur even if the proposed General Plan was not adopted.

3. Full Buildout Methodology

Determining the full buildout is the first step towards projecting horizon-year development. This section describes the methods used to calculate the full buildout potential of the growth areas and focus areas. Because much of the growth areas are currently designated primarily for agricultural use (mainly the areas beyond the existing SOI), the development potential of the growth areas under each land use alternative would increase the inventory of land available for development in the city. Many of the focus areas have an existing General Plan designation that would allow some development; the buildout projections for the focus areas take this development into account, as described further below.

This section also describes the methods used to calculate the full buildout potential of the other areas in the city with capacity for development under the existing General Plan (i.e. the pipeline projects and other existing capacity areas described above).

The growth areas and focus areas are shown in Figure 3-5; the approved pipeline projects and other areas with capacity for development are shown in Figures 3-7 and 3-8, respectively. The results of the full buildout analysis are as follows:

- ◆ 15,800 new dwelling units
- ◆ 43,300 new residents⁹
- ◆ 8.7 million square feet of new commercial space (665 acres)
- ◆ 2.3 million square feet of new office space (178 acres)
- ◆ 19.1 million square feet of new industrial space (1,098 acres)

a. Growth Areas

As discussed further below, the full buildout potential of the growth areas was based on the “proposed planning standard” for residential development and the acreage of each non-residential land use type and its allowed intensity, which is measured as the FAR.

A group of property owners in the growth areas called the “Jepson Ranch Group,” submitted one of the growth area land use alternatives to the City for consideration and participated in the process to select a preferred land use alternative for the growth areas. This group was represented by Phillippi Engineering, who provided detailed development scenarios that were used to project future development in the growth areas. Although the materials provided by the Jepson Ranch Group were more detailed than the level typically considered in a General Plan Update,

⁹ Based on an assumption of 2.74 persons per household, as reported in: State of California, Department of Finance, May 2010, E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2010, with 2000 Benchmark.

their plans by no means represent a formal development proposal. Rather, they help the City to consider what levels of development are likely to occur based on the land uses allowed in the proposed General Plan.

The acreages of land uses used in the development projections are based on the acreage data provided by the Jepson Ranch Group with the December 8, 2011 land use diagram prepared by Phillippi Engineering. The land use diagram is contained in Appendix B of this Draft EIR. These acreages are based on detailed site planning prepared by the Jepson Ranch Group, and they account for major rights-of-way.

i. Residential

Residential buildout is based on the “proposed planning standard” provided by the Jepson Ranch group with the December 8, 2011 land use diagram. The planning standard unit values are not always consistent with the City’s assumptions for residential development elsewhere in the city, but represent a realistic development assumption from a group that is interested in developing the growth areas at these assumed densities. The planning standard unit values are within the range of allowed densities for each land use designation.

ii. Non-Residential

Non-residential square footages were calculated based on assumed FARs. Commercial and office square footages were calculated based on an assumed FAR of 0.3, and industrial/technology park square footages were calculated based on an assumed FAR of 0.4. These assumptions are consistent with the FAR allowed by the existing 1990 General Plan.

b. Focus Areas

The full buildout of the focus areas was estimated based on the five-step process described below, including:

1. Identify opportunity sites where development could occur.
2. Prepare existing land use data for opportunity sites that would be redeveloped.
3. Factor in environmental constraints.
4. Estimate buildout of the opportunity sites.
5. Assume no change on the non-opportunity sites.

i. Identify Opportunity Sites

While many of the parcels in the focus areas are either vacant or underutilized, other parcels have existing development that is not likely to change. Parcels within the focus areas that are either vacant or could redevelop as opportunity sites were first identified. These identified opportunity sites are the only parcels inside the focus areas where buildout is considered to be potentially different from existing conditions.

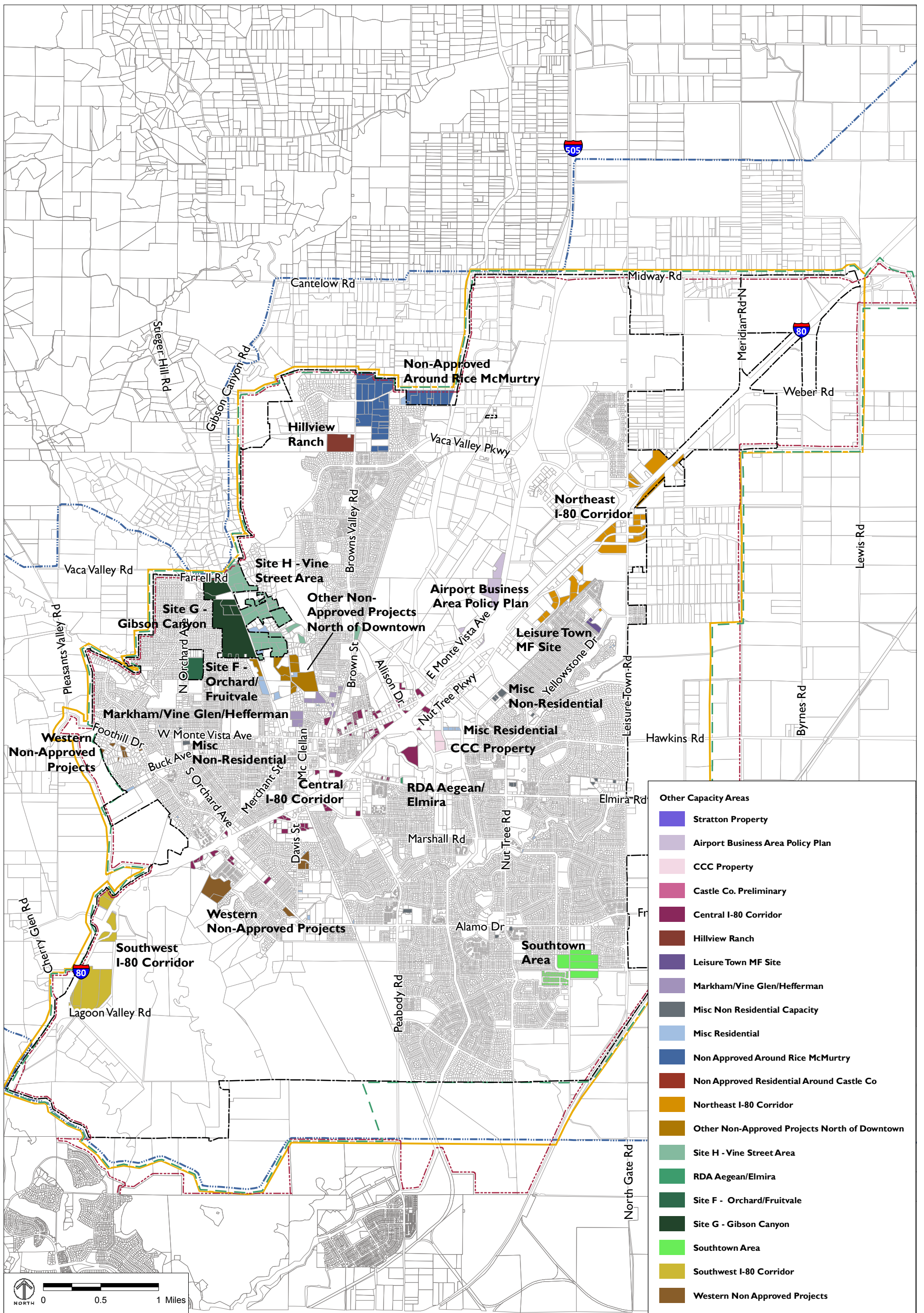


FIGURE 3-8
 OTHER EXISTING CAPACITY AREAS

In order to identify these opportunity sites, parcels in each type of focus area were considered individually:

- ◆ **Underutilized Shopping Centers.** All parcels in the identified underutilized shopping centers were considered opportunity sites. While most of these shopping centers are not vacant, they have been identified by the City as focus areas because of their potential for redevelopment. These sites have space in ample parking lots to accommodate new development in addition to the existing structures.
- ◆ **Business Park Policy Plan Areas.** All vacant parcels within Business Park Policy Plan Areas were considered opportunity sites. Occupied parcels were only considered opportunity sites if they contained portions of undeveloped land. These were identified by the partial development field included in the City's existing land use database. In such instances, these parcels were split and only the vacant portion of the parcel was considered an opportunity site.
- ◆ **Miscellaneous Properties.** All vacant parcels were considered opportunity sites. Occupied parcels were only considered opportunity sites if they contained portions of undeveloped land. These were identified from looking at an aerial photograph. In such instances, these parcels were split and only the vacant portion of the parcel was considered an opportunity site.
- ◆ **Downtown Vacaville Sites.** The Opportunity Hill Project Site, Depot Street Project Site, and East Monte Vista Shopping Center were considered opportunity sites. Though there are some occupied parcels in these focus areas, they have been identified by the City as potential redevelopment sites. Parcels within the Residential Urban High Density (RUHD) Overlay that are not part of other focus areas were considered opportunity sites only if they are vacant.
- ◆ **Vacaville Unified School District (VUSD) Properties.** All VUSD properties identified as focus areas were classified as opportunity sites, with the exception of the following focus areas. The proposed General Plan would not allow significant new development in the following areas:
 - Brown Street Center
 - Existing School Sites with Park Designations (i.e. sites that are currently used for a school facility, but have a designation for Public Park under the existing General Plan)

ii. Prepare Existing Land Use Data

For opportunity sites with existing development, it was necessary to identify the amount of existing development to determine the net new amount of development allowed by the alternatives.

The information in the City's land use database provided the existing amount of residential, commercial, office, and industrial development on each parcel in the focus areas. This process was completed with the following processes and assumptions:

- ◆ **Residential Development.** The existing units' field from the land use database was used to determine the existing residential units with the City's urban growth boundary. In cases where a parcel was split due to partial development, the units were assigned to the portion of the parcel containing the units.
- ◆ **Commercial Development.** The existing commercial building square footage was estimated using a FAR of 0.3 for most of Vacaville's existing commercial development, while sites in Downtown Vacaville were estimated using a FAR of 0.75. These FARs are based on measurements of building footprints on aerial photographs of Downtown Vacaville, Alamo Plaza, Golden Hills Plaza, the Peabody Road at Marshall Road Shopping Center, and the East Monte Vista Shopping Center.¹⁰ Not every existing commercial parcel was examined to determine the appropriate FAR, although some individual sites were given other FARs if deemed appropriate from looking at aerial photographs. Parcels that were split were examined individually, and commercial square footage was estimated based on the aerial photograph.
- ◆ **Industrial Development.** The existing industrial building square footage was estimated using a FAR of 0.4 for most of Vacaville's existing industrial development. This FAR is consistent with the existing General Plan, and based on qualitative review of an aerial photograph, seems appropriate. However, industrial FARs vary greatly and some individual sites were given other FARs if deemed appropriate from looking at the aerial photographs. Parcels that were split were examined individually, and industrial square footage was estimated based on the aerial photograph. Not every existing industrial parcel was examined to determine the appropriate FAR. Vacant sites were assumed to have no existing industrial development.

iii. Factor in Environmental Constraints

Aerial photography was examined to identify environmental constraints that could limit the development potential on opportunity sites. Opportunity sites were coded for the presence of creeks and hillsides. Parcels with creeks were given a factor of 0.8, meaning that development

¹⁰ The existing General Plan allows a maximum FAR of 0.3 for commercial uses and 3.0 for Downtown commercial uses.

capacity would be reduced to 80 percent of maximum, and parcels on hillsides were given a factor of 0.5, meaning that development capacity would be reduced to 50 percent of maximum.

iv. Estimate Buildout of Opportunity Sites

For each opportunity site, the potential buildout was estimated using the following assumptions. In addition, to determine the net new development under buildout on opportunity sites that would be redeveloped, the existing development was subtracted from the total potential buildout.

a) Residential

Acres x Units Per Acre x Environmental Constraint Factor

The following values for units per acre (units/ac) were used:

- ◆ For most opportunity sites, ½ of the allowed density range, or the “mid-point,” was used. For example, if the allowed density on a parcel is between 8 and 14 units/ac, a development density of 11 units/ac was assumed.
- ◆ For High Density Residential, a density of 20 units/ac was assumed. This density was found to be the average density of apartment projects constructed in High Density Residential zones in the 2010 Housing Element Update, and is consistent with the projections used in the Housing Element Update.

b) Commercial

Acres x 43,560 (square feet per acre) x FAR x Environmental Constraint Factor

The following FARs were used:

- ◆ For most parcels, a FAR of 0.3 was assumed.
- ◆ For the Mixed Use designation, a commercial FAR of 0.2 was used. This FAR assumes that a portion of the floor area would be devoted to residential uses.
- ◆ For parcels within the RUHD Overlay, but not within another opportunity site, a FAR of 0.2 was used, assuming this type of development would be similar to that of the Mixed Use designation.

c) Office

Acres x 43,560 (square feet per acre) x FAR x Environmental Constraint Factor

A FAR of 0.3 was assumed for all office development.

d) Industrial

Acres x 43,560 (square feet per acre) x FAR x Environmental Constraint Factor

A FAR of 0.4 was assumed for all industrial development.

v. Assume No Change on Non-Opportunity Sites

For parcels within the focus areas that were not identified as opportunity sites, it was assumed that there would be no additional development and that the buildout would therefore be the same as existing development.

c. Other Areas in the City with Capacity for Development

Other areas in the city that are not included in the growth areas or focus areas have capacity for development under the existing General Plan. Because the proposed General Plan would not change the existing General Plan designations on these parcels, it is assumed that the buildout potential established by the existing General Plan will remain on these parcels. The buildout potential of the existing General Plan has been estimated by the City and recorded in the City's land use database. This buildout potential was estimated using similar assumptions to those used to project the buildout potential for the focus areas, including an assumption that ½ of the allowed density range would be developed on residential parcels, and that the non-residential square footage would be based on the allowed FAR, as well as adjustments for environmental constraints.

Pipeline project projections are based on the approved or proposed project information.

4. Horizon-Year Projections Methodology

This section describes the methods used to calculate the 2035 horizon-year development projection for the growth areas, focus areas, and other areas in the city with capacity for development under the existing General Plan.

a. Determine Probable Planning Period Development

Past development trends and other growth projections were consulted to determine the amount of new development that is likely to occur in Vacaville by 2035, or “planning period development.”

i. Residential

Although the Association of Bay Area Governments (ABAG) has projected residential growth in Vacaville for 2035, the City does not agree with those projections because they do not reflect past development trends and would reflect a significantly limited amount of residential development in Vacaville through 2035. Therefore, this analysis relies on past actual development trends in Vacaville instead of the ABAG projections in order to reasonably project the residential growth in Vacaville for 2035. The City believes that, based on available information, the horizon-year projection provided in this EIR is more reasonable and reflective of likely growth patterns through 2035 than the ABAG projections.

Between 1990 and 2010, 445 new units were constructed per year in Vacaville on average.¹¹ Given the downturn in the economy, it is not anticipated that this level of development will occur over the next five years. Therefore, the following development levels were assumed through 2035:

- ◆ 2011 – Assume 15 percent of the historic trend: 67 units total.
- ◆ 2012 – Assume 25 percent of the historic trend: 111 units total.
- ◆ 2013 – Assume 35 percent of the historic trend: 156 units total.
- ◆ 2014 to 2015 – Assume 50 percent of the historic trend over the following two years: 223 units per year, or 446 units total.
- ◆ 2016 to 2035 – Assume 100 percent of the historic trend over the remaining 20 years (2016 to 2035): 445 units per year, or 8,900 units total.

Using the assumptions above, it is anticipated that approximately 9,680 new units will be built in Vacaville by 2035. This translates into an approximate annual growth rate of 1.2 percent. It should be noted that this is a robust projection of residential growth, especially when compared to regional growth projections developed by ABAG. ABAG's 2009 Projections for the entire Bay Area region averaged 0.86 percent annual growth between 2010 and 2035. Therefore, the residential projection for an annual growth rate of 1.2 percent in Vacaville indicates that Vacaville may grow faster than the region as a whole. Vacaville's moderate home prices, ample supply of residentially-designated land, accessibility to job markets in Vacaville as well as in both the Sacramento and inner Bay Area regions, and reputation as a family-friendly town are factors that would contribute to a higher-than-average residential growth rate, and based on historic development trends, this projection is reasonable. In addition, as discussed further in Chapter 4.12, Population and Housing, the total amount of development projected by ABAG in 2035 is actually similar to the 2035 projection in this EIR. ABAG assumes that there is more development in place in 2010 than other demographic data, such as from the California Department of Finance – the demographic data used in this EIR. Therefore, although the increment of new development projected by ABAG is less than that projected in this EIR, the total amount of development (existing plus new) anticipated in 2035 by ABAG is similar to that predicted in this EIR.

ii. Retail Commercial

Retail commercial development is closely linked to residential growth. The market for commercial development will depend on the population base. Therefore, the commercial planning peri-

¹¹ City of Vacaville Building Division, City of Vacaville Historical Growth Rates (1990-2010).

od development projection was based in part on the anticipated population growth discussed in Section E.4.a.i, Residential, above.

As indicated above, it is anticipated that approximately 9,680 new units will be constructed in Vacaville by 2035. Using a persons per household factor of 2.74,¹² this translates into a total population increase of approximately 26,500 people. Bay Area Economics (BAE) assisted with the commercial development projection using sales and productivity data. In 2008, the average taxable retail sales per capita in Solano County was \$9,146.¹³ The estimated sales productivity per square foot of new retail space in Vacaville is \$350.¹⁴ Based on the figures above, the taxable retail space per capita in Vacaville is 26.13 square feet. About 15 percent of total commercial space is used for non-taxable retail and personal service uses, such as grocery stores, the non-taxable portion of drug stores, as well as various personal services, bank branches, and other types of non-retail businesses that typically occupy ground floor retail space in shopping centers. Therefore, BAE added 4.61 square feet to the 26.13 square feet of taxable retail space per capita to determine that the total supportable retail and services space per capita is 30.74 square feet.¹⁵ The benchmark estimate of future supportable retail space prepared by BAE is contained in Appendix C of this Draft EIR.

With a population increase of 26,500 people, the projected increase in supportable commercial uses is approximately 800,000 square feet.¹⁶

Past development trends in Vacaville for retail development were also consulted. Between 1990 and 2010, 175,821 square feet of new retail development was constructed per year in Vacaville on average.¹⁷ Allowing for commercial development rates to ramp up at the same pace as assumed for residential development in Section E.4.a.i, Residential, the historic development rate would indicate that there would be 3.8 million square feet of new commercial development in Vacaville by 2035.

¹² State of California, Department of Finance, 2010. *E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2010, with 2000 Benchmark.*

¹³ Uses Solano County average, which is lower than the current Vacaville average, to provide a more conservative estimate of future demand. Population growth will not generate a proportionate increase in total retail expenditures unless population growth is accompanied by growth in visitor expenditures in areas like the Factory Stores and Nut Tree area.

¹⁴ BAE assumes a relatively high figure, which translates to a reduced need for additional retail floor area. This allows for potential for increased productivity in some existing stores and/or replacement of some under-performing space with new, more productive retail facilities.

¹⁵ BAE, 2011. *Benchmark Estimate of Future Increase in Supportable Retail Space Associated with Population Growth.*

¹⁶ This provides a baseline estimate of net new retail space supportable by projected residential growth. Actual increase in new retail space demanded may be less due to a number of factors, such as, but not limited to, if household sizes decline and/or if new demand translates instead to increased productivity in existing retail facilities.

¹⁷ City of Vacaville Building Division, City of Vacaville Historical Growth Rates (1990-2010).

However, during the 20-year period from 1990 to 2010, there was a major change in the nature of retailing, and significant power center retail operations were constructed in Vacaville during that time (e.g. Nut Tree Center). It is unlikely for that level of commercial development to occur again over the next 20 years. Nevertheless, this historic development rate indicates that the 2035 projection that is based on a population increase alone may underestimate the level of commercial development that is likely to occur. Therefore, the 2035 commercial projection of 800,000 square feet, based only on population growth, was increased to 1 million square feet (77 acres).

iii. Office

Past development trends were relied upon to project the office planning period development. Between 1990 and 2010, 49,626 square feet of new office development was constructed per year in Vacaville on average.¹⁸ Given the downturn in the economy, it is not anticipated that this level of development will occur over the next five years. Therefore, the following development levels were assumed through 2035:

- ◆ 2011 - Assume 15 percent of the historic trend: 7,444 square feet total.
- ◆ 2012 - Assume 25 percent of the historic trend: 12,407 square feet total.
- ◆ 2013 - Assume 35 percent of the historic trend: 17,369 square feet total.
- ◆ 2014 to 2015 - Assume 50 percent of the historic trend: 24,813 square feet per year, or 49,626 square feet total.
- ◆ 2016 to 2035 - Assume 100 percent of the historic trend: 49,626 square feet per year, or 992,520 square feet total.

Using the assumptions above, approximately 1.1 million square feet (84 acres) of new office development will be built in Vacaville by 2035.

iv. Industrial

Projections of future industrial development are based on a combination of sources. Employment projections from ABAG were consulted as one benchmark. ABAG's 2009 Projections indicate that there will be 2,040 new jobs in Vacaville in the "Manufacturing, Wholesale, and Transportation" sector and 2,010 new jobs in the "Other" category by 2035. Assuming that 100 percent of the jobs in the "Manufacturing, Wholesale, and Transportation" sector and 10 percent of the jobs in the "Other" category will contribute to industrial development, ABAG's projections indicate that about 2,240 new jobs associated with industrial development will be created in Vacaville by 2035.

¹⁸ City of Vacaville Building Division, City of Vacaville Historical Growth Rates (1990-2010).

BAE has advised that for planning purposes, manufacturing types of industrial uses typically require about 1,000 square feet per employee. However, for the research and development and technology-focused industrial development that is dominant in Vacaville, a more reasonable estimate would be 600 square feet per employee. Therefore, the 2,240 new jobs were multiplied by the 600 square feet factor to calculate the ABAG-based planning period industrial development to be approximately 1.3 million square feet.

Past industrial development trends were also consulted to project the industrial planning period development. Between 1990 and 2010, 184,279 square feet of new industrial development was constructed per year in Vacaville on average.¹⁹ Allowing for industrial development rates to ramp up at the same pace as assumed for residential development in Section E.4.a.i, Residential, the historic development rate indicates that there would be 4 million square feet of new industrial development in Vacaville by 2035.

In consultation with City staff, the planning period industrial development is anticipated to be 2.1 million square feet (115 acres). This is higher than the ABAG employment-based projection, but half of the anticipated development based on past development trends.

b. Distribute Planning Period Development

Once the planning period development was projected, that development was then distributed throughout the General Plan study area. The distribution of this development was based on a number of factors, including development entitlements and site characteristics.

As discussed above, there are four types of sites with development capacity that were considered for the horizon-year development projection:

- ◆ **Growth Areas.** This includes the East of Leisure Town Road and Northeast Growth Areas.
- ◆ **Focus Areas.** This includes the focus areas that were identified as opportunity sites, as described in Section E.3.b.i, Identify Opportunity Sites.
- ◆ **Pipeline Projects.** This includes approved and pending projects identified in the City's land use database as a pending or approved project.
- ◆ **Other Existing Capacity Areas.** This includes other sites that have capacity for development under the existing General Plan. Since many of these sites have relatively low capacities, some sites that have similar site characteristics were grouped geographically.

In consideration of development entitlements and site characteristics, each site was ranked according to its likelihood of development. The likelihood of development was determined

¹⁹ City of Vacaville Building Division, City of Vacaville Historical Growth Rates (1990-2010).

based on whether there are existing development entitlements (e.g. approved pipeline projects), developer interest in the site, and site characteristics (e.g. access to transportation and infrastructure, local competition, and market demand). The rankings are as follows:

- ◆ **Rank 1** indicates that the development capacity is expected to be fully built out by 2035. A factor of 100 percent of the full buildout capacity was used.
- ◆ **Rank 2** indicates that the majority of the development capacity is expected to be built by 2035. A factor of 75 percent of the full buildout capacity was used.
- ◆ **Rank 3** indicates that about half of the development capacity is expected to be built by 2035. A factor of 50 percent of the full buildout capacity was used.
- ◆ **Rank 4** indicates that a quarter of the development capacity is expected to be built by 2035. A factor of 25 percent of the full buildout capacity was used.
- ◆ **Rank 5** indicates that only a small amount of the development capacity is expected to be built by 2035. A factor of 10 percent of the full buildout capacity was used.
- ◆ **Rank 6** indicates that only a very small amount of the development capacity is expected to be built by 2035. A factor of 5 percent of the full buildout capacity was used.
- ◆ **Rank 7** indicates that none of the development capacity is expected to be built by 2035. A factor of 0 percent of the full buildout capacity was used.

The rankings and the associated factors reduced the full buildout projections to the expected amount of new development in Vacaville by the General Plan horizon year of 2035. The results of this process and the detailed assumptions about the likelihood of development are documented in Table 3-3. As shown in the table, 100 percent of the approved “pipeline” projects are anticipated to develop by 2035, but many of the existing capacity areas are not expected to develop by 2035.

F. Evaluation of the General Plan and its Horizon-Year Projections

All of the analyses in this EIR are based on a consistent interpretation of the proposed General Plan land use map and policies, and the type and amount of growth that the General Plan would allow. However, the various analyses in this EIR require two different types of data inputs: some analyses require spatial inputs only and some require both quantitative and spatial inputs. In each case, the required analysis is determined by the standard of significance used for the impact discussion.

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Table 3-3 Full Buildout and Horizon-Year Projection

Focus Areas	FULL BUILDOUT								PERCENT BUILT BY HORIZON YEAR				HORIZON (2035)								RESIDENTIAL		COMMERCIAL		OFFICE		INDUSTRIAL	
	Units	Com SF	Com Ac	Off SF	Off Ac	Ind SF	Ind Ac	Ind %	Res %	Com %	Off %	Ind %	Units	Com SF	Com Ac	Off SF	Off Ac	Ind SF	Ind Ac	Rank	Reasoning	Rank	Reasoning	Rank	Reasoning	Rank	Reasoning	
Glenbrook Plaza	165	2,173	0	-30,978	-2	0	0	0%	0%	0%	0%	0	0	0	0	0	0	0	0	7	Requires redevelopment	7	Requires redevelopment	7	Requires redevelopment			
Alamo Plaza	0	6,379	0	0	0	0	0					0	0	0	0	0	0	0	0			7	Requires redevelopment					
Golden Hills Plaza	0	0	0	0	0	0	0					0	0	0	0	0	0	0	0									
Peabody Center	241	72,095	6	-13,171	-1	-46,958	-3	0%	0%	0%	0%	0	0	0	0	0	0	0	0	7	Requires redevelopment	7	Requires redevelopment	7	Requires redevelopment	7	Requires redevelopment	
Elmira Square	206	-42,193	-3	0	0	0	0	0%	0%			0	0	0	0	0	0	0	0	7	Requires redevelopment	7	Requires redevelopment					
Peabody Road at Marshall Road	246	27,115	2	0	0	0	0	0%	0%			0	0	0	0	0	0	0	0	7	Requires redevelopment	7	Requires redevelopment					
Interchange Business Park	0	127,557	10	888,661	68	4,259,296	244		0%	10%	5%	0	0	0	88,866	7	212,965	12			7	Sewer constraints; lack of development interest	5	Significant development opportunities, but tempered by sewer constraints	6	Development opportunities tempered by sewer constraints		
Vaca Valley Business Park	0	943,789	72	967,062	74	1,287,693	74		10%	75%	50%	0	94,379	7	725,297	56	643,847	37			5	Commercial to serve employment center; development interest; sewer constraints	2	Significant development opportunities, but tempered by sewer constraints; development interest	3	Development opportunities tempered by sewer constraints; development interest		
Vacaville-Golden Hills Business Park	0	396,230	30	259,643	20	2,323,762	133		5%	0%	25%	0	19,812	2	0	0	580,941	33			6	Commercial to serve employment center; sewer constraints	7	Significant access constraints to area designated for Office; also creek constraint	4	Development opportunities tempered by sewer constraints		
Gaspare Property	214	74,748	6	0	0	0	0	75%	75%			161	56,061	4	0	0	0	0	2	Vacant; owner interest in development	2	Vacant; owner interest in development						
Paranjpe Property	0	0	0	0	0	0	0					0	0	0	0	0	0	0										
Pierson Property	-2	301,773	23	0	0	0	0	100%	5%			-2	15,089	1	0	0	0	0	1	Owner interest in development	6	Vacant; owner interest in development; located outside city limits; infrastructure constraints						
CCC Associates Property	372	105,440	8	0	0	0	0	50%	75%			186	79,080	6	0	0	0	0	3	Vacant; location near transit	2	Vacant; location near transit						
Locke Paddon Community	36	0	0	0	0	0	0	10%				4	0	0	0	0	0	0	5	Limited development interest								
Opportunity Hill	236	26,946	2	0	0	0	0	100%	100%			236	26,946	2	0	0	0	0	1	Designated redevelopment area	1	Designated redevelopment area						
Depot Street Project Site	294	-4,595	0	-1,363	0	0	0	100%	100%	100%		294	-4,595	0	-1,363	0	0	0	1	Designated redevelopment area	1	Designated redevelopment area	1	Designated for redevelopment				
RUHD Overlay	152	43,571	3	1,344	0	0	0					0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
East Monte Vista Shopping Center	114	-5,455	0	-3,469	0	0	0	0%	0%	0%		0	0	0	0	0	0	0	7	Requires redevelopment	7	Requires redevelopment	7	Requires redevelopment				
Downtown VUSD Properties	0	0	0	0	0	0	0					0	0	0	0	0	0	0										
Rice McMurtry Properties	14	0	0	0	0	0	0	100%				14	0	0	0	0	0	0	1	Vacant; owner interest in development								
Elm School Site	0	0	0	0	0	0	0					0	0	0	0	0	0	0										
Jepson Middle School	14	0	0	0	0	0	0	100%				14	0	0	0	0	0	0	1	Vacant; owner interest in development								
Focus Areas Total	2,302	2,075,572	159	2,067,728	158	7,823,793	449					906	286,771	22	812,799	62	1,437,752	83										
Growth Areas																												
East of Leisure Town Road	4,682	624,650	48	0	0	0	0	50%	25%			2,341	156,163	12	0	0	0	0	3	Developer interest	4	Commercial anticipated to serve new residential						
Northeast Area	1459	2,422,807	185	0	0	11,250,677	646	0%	0%		5%	0	0	0	0	0	562,534	32	7	Lack of services	7	Lack of infrastructure			6	Some industrial proximal to existing infrastructure		
Growth Areas Total	6,141	3,047,457	233	0	0	11,250,677	646					2,341	156,163	12	0	0	562,534	32										
Pipeline Projects																												
Approved Projects Around																												
Cheyenne	144	0	0	0	0	0	0	100%				144	0	0	0	0	0	0	1	Approved Project								
Cheyenne	160	0	0	0	0	0	0	100%				160	0	0	0	0	0	0	1	Approved Project								
Gibson/North Vine	24	0	0	0	0	0	0	100%				24	0	0	0	0	0	0	1	Approved Project								
Ivywood	36	0	0	0	0	0	0	100%				36	0	0	0	0	0	0	1	Approved Project								
Lower Lagoon Valley	1,025	0	0	0	0	0	0	100%				1,025	0	0	0	0	0	0	1	Approved Project								
North Village Specific Plan	1,790	0	0	0	0	0	0	100%				1,790	0	0	0	0	0	0	1	Approved Project								
Nut Tree Policy Plan	216	0	0	0	0	0	0	100%				216	0	0	0	0	0	0	1	Approved Project								
Other Approved Commercial Projects	0	128,252	10	0	0	0	0		100%			0	128,252	10	0	0	0	0			1	Approved Project						
Other Approved Residential Projects	132	0	0	0	0	0	0	100%				113	0	0	0	0	0	0	1	Approved Project								
Southtown	830	17,366	1	0	0	0	0	100%	100%			830	17,366	1	0	0	0	0	1	Approved Project	1	Approved Project						
Southtown Commons	215	0	0	0	0	53,380	3	100%			100%	215	0	0	0	0	53,380	3	1	Approved Project					1	Approved Project		
Sterling Chateau 4/Vandengate	98	0	0	0	0	0	0	100%				98	0	0	0	0	0	0	1	Approved Project								
Vanden Meadows	939	0	0	0	0	0	0	100%				939	0	0	0	0	0	0	1	Proposed Project								
Villages on Vine 2	12	0	0	0	0	0	0	100%				12	0	0	0	0	0	0	1	Approved Project								
Villas at North Village	228	0	0	0	0	0	0	100%				228	0	0	0	0	0	0	1	Approved Project								
Pipeline Total	5,849	145,618	11	0	0	53,380	3					5,830	145,618	11	0	0	53,380	3										

Note: The pipeline projects and other existing capacity areas are current as of January 2011.

Table 3-3 Full Buildout and Horizon-Year Projection

Focus Areas	FULL BUILDOUT							PERCENT BUILT BY HORIZON YEAR				HORIZON (2035)							RESIDENTIAL		COMMERCIAL		OFFICE		INDUSTRIAL		
	Units	Com SF	Com Ac	Off SF	Off Ac	Ind SF	Ind Ac	Res %	Com %	Off %	Ind %	Units	Com SF	Com Ac	Off SF	Off Ac	Ind SF	Ind Ac	Rank	Reasoning	Rank	Reasoning	Rank	Reasoning	Rank	Reasoning	
Other Existing Capacity Areas																											
CCC Property	177	0	0	0	0	0	0	100%				177	0	0	0	0	0	0	1	Location near transit; developer interest							
Former SID Headquarters	69	0	0	10,886	1	0	0	100%		100%		69	0	0	10,886	1	0	0	1	Central location near transit; owner interest in development			1	Central location near transit; owner interest in development			
Hillview Ranch	46	0	0	0	0	0	0	100%				46	0	0	0	0	0	0	1	Proximal to other development and services; past development interest							
Leisure Town MF Site	78	0	0	0	0	0	0	50%				39	0	0	0	0	0	0	3	Proximal to other development and services; demand for senior housing							
Markham/Vine Glen/Hefferman	74	0	0	0	0	0	0	10%				7	0	0	0	0	0	0	5	Central location; lack of development interest; topography constraints							
Misc Residential	136	0	0	0	0	0	0	25%				32	0	0	0	0	0	0	4	Proximal to other development and services; lack of development interest							
Non Approved Around Rice McMurtry	86	0	0	0	0	0	0	25%				22	0	0	0	0	0	0	4	Proximal to other development and services; lack of development interest							
Other Non Approved North of Downtown	39	0	0	0	0	0	0	25%				10	0	0	0	0	0	0	4	Proximal to other development and services; lack of development interest							
Site H - Vine Street Area	30	0	0	0	0	0	0	10%				3	0	0	0	0	0	0	5	Portions located outside city limits; lack of development interest							
RDA Aegean/Elmira	60	0	0	0	0	0	0	50%				30	0	0	0	0	0	0	3	Central location; lack of development interest							
Site F - Orchard/Fruitvale	167	0	0	0	0	0	0	0%				0	0	0	0	0	0	0	7	Located outside city limits; lack of development interest							
Site G - Gibson Canyon	159	0	0	0	0	0	0	0%				0	0	0	0	0	0	0	7	Creek constraints; located outside city limits; lack of development interest							
Southtown Area	328	0	0	0	0	0	0	50%				164	0	0	0	0	0	0	3	Proximal to other current development projects							
Spring Lane 1	3	0	0	0	0	0	0	25%				1	0	0	0	0	0	0	4	Proximal to other development and services; lack of development interest							
Western Non Approved Projects	56	0	0	0	0	0	0	0%				0	0	0	0	0	0	0	7	Located at city edge; lack of development interest							
Central I-80 Corridor	0	565,981	43	167,714	13	0	0		50%	100%		0	282,991	22	167,714	10	0	0			3	Freeway access and central location in city; lack of development interest		1	Vacant; office demand; freeway access; central location		
Airport Business Area Policy Plan	0	359,794	28	0	0	0	0		10%			0	35,979	3	0	0	0	0			5	Freeway access; lack of development interest					
Misc Non Residential Capacity	0	88,180	7	73,344	6	6,247	0		5%	100%	50%	0	4,409	0	73,344	4	3,123	0			6	Dispersed locations; lack of freeway access and development interest		1	Vacant; office demand	3	Lack of freeway access
Northeast I-80 Corridor	0	1,229,749	94	0	0	0	0		10%			0	122,975	9	0	0	0	0			5	Freeway access, but excess capacity in general area; lack of development interest					
Southwest I-80 Corridor	0	1,172,572	90	0	0	0	0		0%			0	0	0	0	0	0	0			7	Environmental constraints; lack of development interest					
<i>Other Capacity Total</i>	<i>1,508</i>	<i>3,416,276</i>	<i>261</i>	<i>251,944</i>	<i>19</i>	<i>6,247</i>	<i>0</i>					<i>599</i>	<i>446,354</i>	<i>34</i>	<i>251,944</i>	<i>14</i>	<i>3,123</i>	<i>0</i>									
Grand Total	15,800	8,684,923	665	2,319,672	178	19,134,096	1,098					9,677	1,034,906	79	1,064,743	81	2,056,789	118									
Benchmark												9,680	1,000,000	77	1,100,000	84	2,000,000	115									

Note: The pipeline projects and other existing capacity areas are current as of January 2011.

- ◆ Analyses that require a quantitative estimate of growth include the traffic generation, air pollution emissions, greenhouse gas emissions, noise generation, population growth, impacts on public services and utilities, and recreation. Impacts in these areas are generated by an increase in the number of people living and working in Vacaville, which generates consequent increases in traffic, noise, emissions, and use of services. Therefore, a reliable analysis depends on a reasonable, quantitative estimate of new population and employment. For these analyses, the horizon-year projection was considered “reasonably foreseeable” and was used in the analysis.
- ◆ Analyses that are based on spatial location only include aesthetics, agriculture, exposure to localized air pollution and noise, biological resources, cultural resources, geology, hazards and safety, hydrology and water quality, and land use. These analyses must consider whether the proposed General Plan would allow *any* development in a geographic area, such as a fire hazard severity zone or an area with prime agricultural soils, which could trigger potential impacts. For these analyses, the question is not *how much* development the General Plan would allow, but *where* that development could potentially be located. Therefore, all potential development allowed by the land use map of the proposed General Plan was evaluated to assess impacts in these topics.

G. Proposed Energy and Conservation Action Strategy Description

The proposed Energy and Conservation Action Strategy (ECAS) is a stand-alone document containing analysis and strategies to reduce greenhouse gas (GHG) emissions in Vacaville. The ECAS identifies baseline GHG emissions and includes measures to help reduce future emissions that result from land use, transportation, energy, water, wastewater, and solid waste. As mentioned in Section A, Overview, the ECAS establishes a GHG reduction target that is consistent with AB 32, and sets forth measures that will assist the City of Vacaville in reaching those goals.

1. Target

Vacaville is primarily located within the Yolo Solano Air Quality Management District, although a small portion of the study area falls within the jurisdiction of the Bay Area Air Quality Management District. The Yolo Solano Air Quality Management District is therefore the primary air quality management district for Vacaville. YSAQMD has not specified requirements regarding appropriate targets for plans like the ECAS. Therefore, the only guidance available is from the California Air Resources Board (CARB) in the statewide 2008 Climate Change Scoping Plan. The 2008 Scoping Plan is the State’s GHG reduction plan to achieve the GHG reduction target identified in AB 32, which required State agencies to prepare and implement a plan to achieve 1990 levels of GHG emissions by 2020. In order to identify the appropriate level of GHG emissions reductions needed over the next 12 years (2008 to 2020), CARB’s Scoping Plan identi-

fied 1990 levels, existing levels of GHG emissions (which are based on the State’s 2002-2004 GHG emissions inventory), and projected levels of GHG emissions in 2020 if no actions were taken to reduce GHG emissions (business as usual [BAU]). In the Scoping Plan, CARB recommended, but did not require, an emissions reduction goal for local governments of 15 percent below “current” emissions to be achieved by 2020. In addition, CARB’s scoping plan also identified that the State would need to reduce GHG emissions by approximately 30 percent from the 2020 BAU emissions scenario in order to achieve 1990 levels.

In August 2013, CARB released an updated statewide GHG inventory. The 2013 update to the statewide emissions inventory indicates that emissions since 2004 have not been increasing at the rate that was previously anticipated; this is likely due to the downturn in the economy. Based on the updated data, the State would only need to reduce 2020 BAU emissions by 21.7 percent in order to reach 1990 levels by 2020.

Based on the information provided in the CARB Scoping Plan, the proposed ECAS sets a target to reduce GHG emissions in Vacaville by 21.7 percent below the BAU forecast by 2020.

2. GHG Emissions Reduction Strategies

To meet the target listed above, the proposed ECAS contains measures that the City of Vacaville will implement. The measures fall within the following categories:

- ◆ Land Use and Community Design
- ◆ Transportation
- ◆ Green Building
- ◆ Renewable Energy and Low Carbon Fuels
- ◆ Energy Conservation
- ◆ Water and Wastewater
- ◆ Solid Waste
- ◆ Open Space
- ◆ Purchasing
- ◆ Community Action

The process to identify these measures involved community input. City staff and the consultant team first prepared a list of preliminary strategies. These preliminary strategies were then discussed with the public at a community workshop and then vetted with the Steering Committee at a public meeting.

3. Analysis of the Energy and Conservation Action Strategy in this EIR

In general, the proposed ECAS would cause beneficial environmental impacts because of its fundamental goals of conserving energy, conserving water, and reducing emissions of GHGs and other pollutants. However, some of the measures in the ECAS that reduce GHG emissions could also cause negative environmental impacts. For example, the proposed ECAS includes measures that promote alternative energy facilities, including wind turbines, which could cause adverse biological resource, noise, and other impacts. The specific topics that could be affected by the proposed ECAS include the following:

- ◆ Aesthetics
- ◆ Agriculture and Forestry Resources
- ◆ Air Quality
- ◆ Biological Resources
- ◆ Cultural Resources
- ◆ Greenhouse Gas Emissions
- ◆ Hazards and Hazardous Materials
- ◆ Hydrology and Water Quality
- ◆ Land Use and Planning
- ◆ Noise
- ◆ Population and Housing
- ◆ Traffic and Transportation
- ◆ Water Supply
- ◆ Stormwater
- ◆ Solid Waste
- ◆ Energy Resources

The remaining topics are not affected by the proposed ECAS, as explained in the impact analysis sections of those topics.

H. Intended Uses of the EIR and Proposed Project

This EIR is intended to review potential environmental impacts associated with the adoption and implementation of the proposed Vacaville General Plan and ECAS, and determine corresponding mitigation measures, as necessary. This EIR is a program-level EIR and does not evaluate the impacts of specific, individual developments that may be allowed under the proposed General Plan. Each specific future project will require separate environmental review, as required by CEQA, to secure the necessary discretionary development permits. Therefore, while subsequent environmental review may be tiered off this EIR, this EIR is not intended to address

impacts of individual projects. Subsequent projects will be reviewed by the City for consistency with the General Plan, ECAS, and this EIR, and subsequent project-level environmental review will be conducted as required by CEQA. Projects successive to this EIR include, but are not limited to, the following:

- ◆ Updates to the City's Municipal Service Review and Comprehensive Annexation Plan, and other utility infrastructure master plans.
- ◆ Approval and funding of major public projects and capital improvements.
- ◆ Issuance of permits and other approvals necessary for implementation of the proposed General Plan and ECAS.
- ◆ Amendments to Vacaville's SOI.
- ◆ Annexation of land into the city limits.
- ◆ Property rezoning consistent with the proposed General Plan.
- ◆ Development plan approvals, such as tentative maps, variances, conditional use permits, and other land use permits.
- ◆ Permit issuances and other approvals necessary for public and private development projects.
- ◆ Development agreement processes and approvals.