

## **4.5 LAND USE AND PLANNING**

### **4.5.1 Introduction**

This section describes the existing and proposed land use designations and zoning for the Roberts' Ranch Specific Plan (proposed project) and evaluates the potential effects on general land use compatibility and consistency with the City of Vacaville General Plan (City of Vacaville 2015) goals and policies and other relevant planning documents.

Comments received in response to the Notice of Preparation (NOP) pertaining to land use included a request that the Solano County General Plan and Zoning be evaluated for consistency with the portion of the project site remaining in unincorporated Solano County and the adjacent stormwater detention pond. Comments also requested information on whether or not the City's stormwater detention pond could be annexed into the City. The entire project site is proposed for annexation into the City of Vacaville, but the project did not include annexation of the City's detention basin. That land was planned to remain within the County. However, following receipt of the County's comment letter, the Vacaville City Council amended the General Plan to place the existing detention basin within the City's planned Sphere of Influence and to designate this land as Public Open Space on the City's General Plan land use diagram. Public uses such as detention basins are an allowed use within this land use designation. One comment from the Solano Local Agency Formation Commission suggested that the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 be identified in the regulatory setting. To the extent that comments are related to policy inconsistencies and general land use compatibility with existing plans, these issues are addressed in this section. Potential land use compatibility concerns related to increased traffic or other nuisance-type land use incompatibilities and consistency with resource-specific planning documents (e.g., regional air quality plans) are addressed in the other technical sections in Chapter 4 of this Environmental Impact Report (EIR). A copy of the NOP and comment letters received in response to the NOP are included in Appendix A.

Information referenced to prepare this section is based on the City of Vacaville General Plan Land Use Element (City of Vacaville 2015), City of Vacaville General Plan and Energy Conservation Strategy Draft EIR (City of Vacaville 2013), Solano County General Plan (Solano County 2008), Solano County Chapter 28 Zoning Ordinance (Solano County 2015) and the City's Title 14.09 Zoning Ordinance (adopted in 1996; amended in 1998).

### **4.5.2 Environmental Setting**

This section describes the existing conditions in the project area and the built environment. This section also identifies the site's current and proposed zoning and General Plan land use designations.

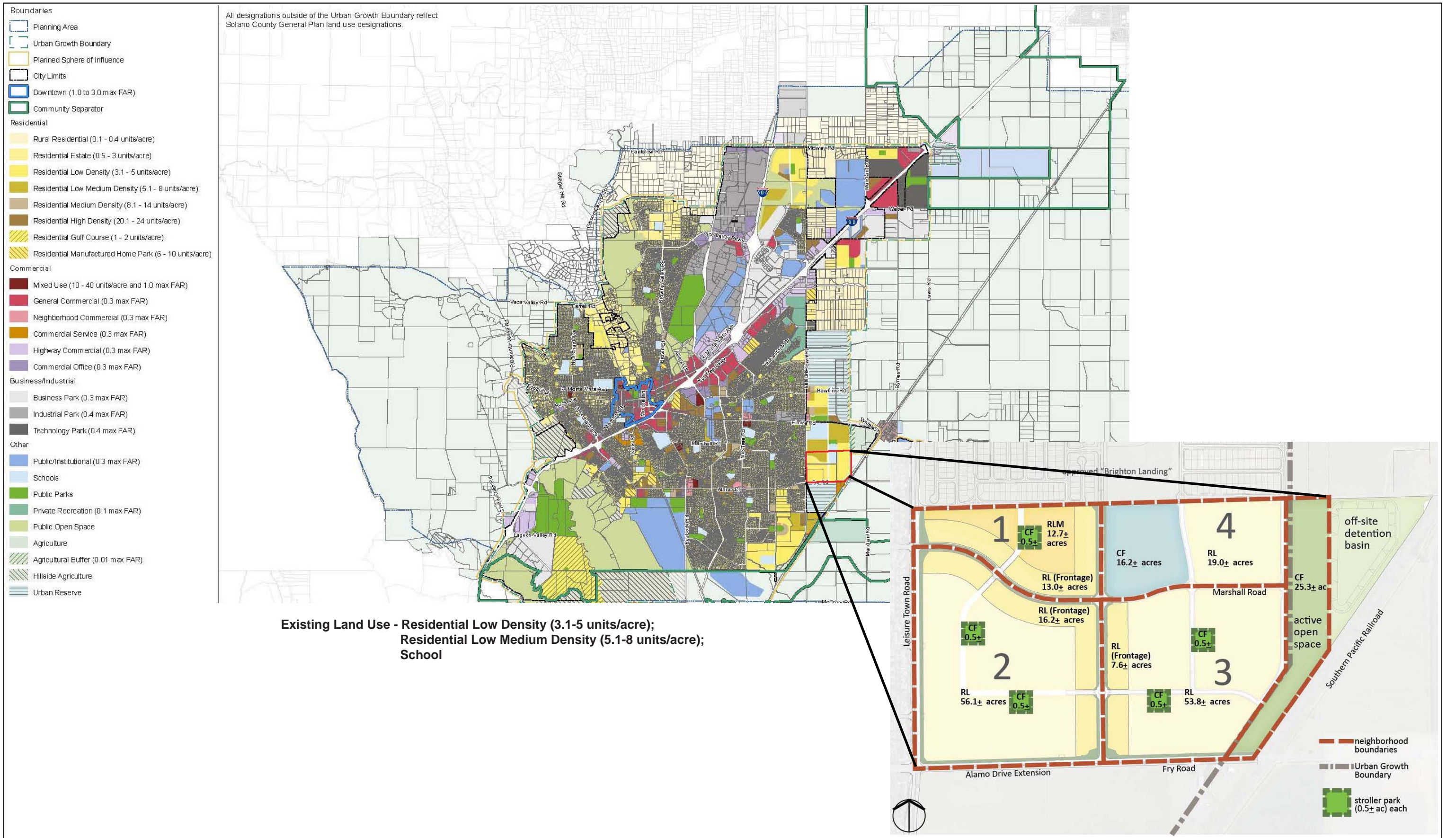
### Existing Site Conditions

The project site is located in northern Solano County adjacent to the southeastern corner of the City of Vacaville, approximately 4 miles from Downtown Vacaville. The site is located in unincorporated Solano County within the City's proposed Sphere of Influence (SOI) in an area that straddles the City's Urban Growth Boundary (UGB). The approximately 248-acre project site is currently in active agricultural production for row crops, is relatively flat, and does not contain any buildings or trees. There is an existing PG&E easement in the eastern portion of the site for 500 kV and 230 kV overhead transmission lines that are part of the statewide electrical system. In addition there is a Solano Irrigation District (SID) irrigation canal that traverses the site from east to west.

The project site is bounded by Fry Road to the south, Leisure Town Road to the west, undeveloped land planned for development under the approved Brighton Landing Specific Plan to the north, and undeveloped land and the Union Pacific Railroad tracks to the east (see Figures 3-1 and 3-2 in Chapter 3, Project Description).

The project site is located within the Travis Air Force Base Airport Land Use Compatibility Plan (ALUCP). The Travis Air Force Base ALUCP establishes policies for noise, safety and airspace protection for uses near the airport. The project site is located in Compatibility Zone D, which only places a limitation on the height of structures within this zone and establishes procedures for the evaluation of potential wildlife attracting uses within close proximity to the base facility.

The project site is designated for agriculture in the Solano County General Plan and zoned A-40, Exclusive Agriculture 40 acres (Solano County 2008, 2015). The project site is designated as a future Specific Plan in the City's General Plan and also designated as part of the East of Leisure Town Road Growth Area (City of Vacaville 2015). The City's Land Use Designation figure (City of Vacaville 2015, Figure LU-6) designates various portions of the project site Residential Low Density (3.1-5 units/acre), Residential Low-Medium Density (5.1-8.0 units/acre), Schools, Agricultural Buffer, and Public Open Space. The project site does not currently include City zoning because it is located outside of the City limits. The project applicant is not requesting any change to the City's land use designations, but is requesting the site be pre-zoned Residential Low Density (RL-5 & RL-6), Residential Low Medium Density (RLM-3.6 & RLM-4.5) and Community Facilities (CF) with an Agricultural Buffer overlay zone over portions of the publicly owned lands. Figure 4.5-1 shows the existing and proposed land use designations for the project site, and Figure 4.5-2 shows the proposed zoning for the project site. As part of this project the City is proposing to annex the entire project site into the City limits.



SOURCE: City of Vacaville

**DUDEK**

Roberts' Ranch Specific Plan EIR

**FIGURE 4.5-1**  
Existing and Proposed Land Use

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**FIGURE 4.5-2**  
Proposed Zoning

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### **Surrounding Land Uses**

Surrounding land uses include existing residential development to the west across Leisure Town Road, the approved Brighton Landing subdivision adjacent to the northern boundary, and undeveloped land currently in agricultural use south across Alamo Drive Extension and Fry Road. The Union Pacific Railroad tracks and undeveloped land in agricultural use is located to the east. A City-owned stormwater detention basin is located adjacent to the northeast corner of the project site.

Land surrounding the project area has General Plan designations and zoning from the City and Solano County and includes a mix of agriculture, residential and public uses (see Figure 4.5-3 and Figure 4.5-4). Land to the west of the site has a City land use designation of Residential Low Density and is zoned RL-6. Land north of the project site, in the Brighton Landing subdivision, includes land use designations of Residential Low Density, Residential Low-Medium Density, Schools and Public Parks and is zoned CF, RLM-3.6, and RL-6. Lands south and east of the project site within the unincorporated County and the City's planned SOI and the adopted UGB, has a City General Plan land use designation but is not zoned. Land south of Fry Road is designated in the City's General Plan as part of the East of Leisure Town Road Future Specific Plan. This land is designated as Urban Reserve and Commercial Service. Land east of the Brighton Landing project (north of the project site) is within the City limits and has a land use designation for Agriculture. Land east of the Union Pacific Railroad tracks in the unincorporated County has a County land use designation of Agriculture and is zoned A-40.

### **General Plan Land Use Designation Descriptions**

The discussion below provides a brief overview of the County and City's General Plan land use designations for the project site, the County's zoning for the project site, and the proposed City zoning for the project site.

#### ***Solano County***

**Agriculture:** This designation provides area for agricultural uses and allows for secondary uses that support the economic viability of agriculture. These areas are protected from intrusion by non-agricultural uses and other uses not directly supporting the viability of agricultural uses (Solano County 2008, p LU-19).

#### ***City of Vacaville***

**RLD - Residential Low Density:** Properties with the RLD designation are intended for single-family residential uses on lots ranging from 5,000 to 10,000 square feet (sf). The base density

for RLD neighborhoods is 3.1 units per gross acre with a maximum potential density of 5 units per gross acre.

**RLM - Residential Low-Medium Density:** This designation provides for single-family, duplex and cluster housings on lots ranging from 3,600 to 4,500 sf. Clustered development on sites measuring at least 10 acres in size are also permitted under this designation. The base density for RLM neighborhoods is 5.1 units per gross acre with a maximum potential density of 8 units per gross acre.

**School:** This designation is used for existing and proposed school sites including public elementary, junior high and high schools. Sites with this designation are subject to review by school districts and ultimate locations may vary from what is proposed.

**Agricultural Buffer:** This designation is used to identify lands that border urban development and intensive or irrigated agriculture. The primary use for this designation is to provide a buffer between urban development and agricultural uses subject to an agreement between the City and SID. Proposed uses in buffer lands include passive open space uses such as pedestrian and bicycle trails or public infrastructure improvements.

**Public Open Space:** Land with this designation is owned or controlled by the City, a public entity or a non-profit entity. This designation can also be used to identify lands for future acquisition by the City and lands that are to be preserved in permanent open space. Public open space lands may be used for recreational purposes but this designation does not guarantee public access to these lands (City of Vacaville 2015, p. LU-22).

### ***Municipal Code – Zoning Descriptions***

#### Solano County

**Exclusive Agriculture 40 acres (A-40):** This zoning district is intended to provide for agricultural land uses and to preserve vitality of agricultural operations through allowing agricultural-related support uses, excluding incompatible uses and protecting viability of the family farm. Allowable uses within this zoning district include, but are not limited to, agricultural sensory structures, cultivated and irrigated farming, non-irrigated and non-cultivated farming, grazing or pasture livestock, nursery with public sales and small wineries (Solano County 2015, Table 28.21A).



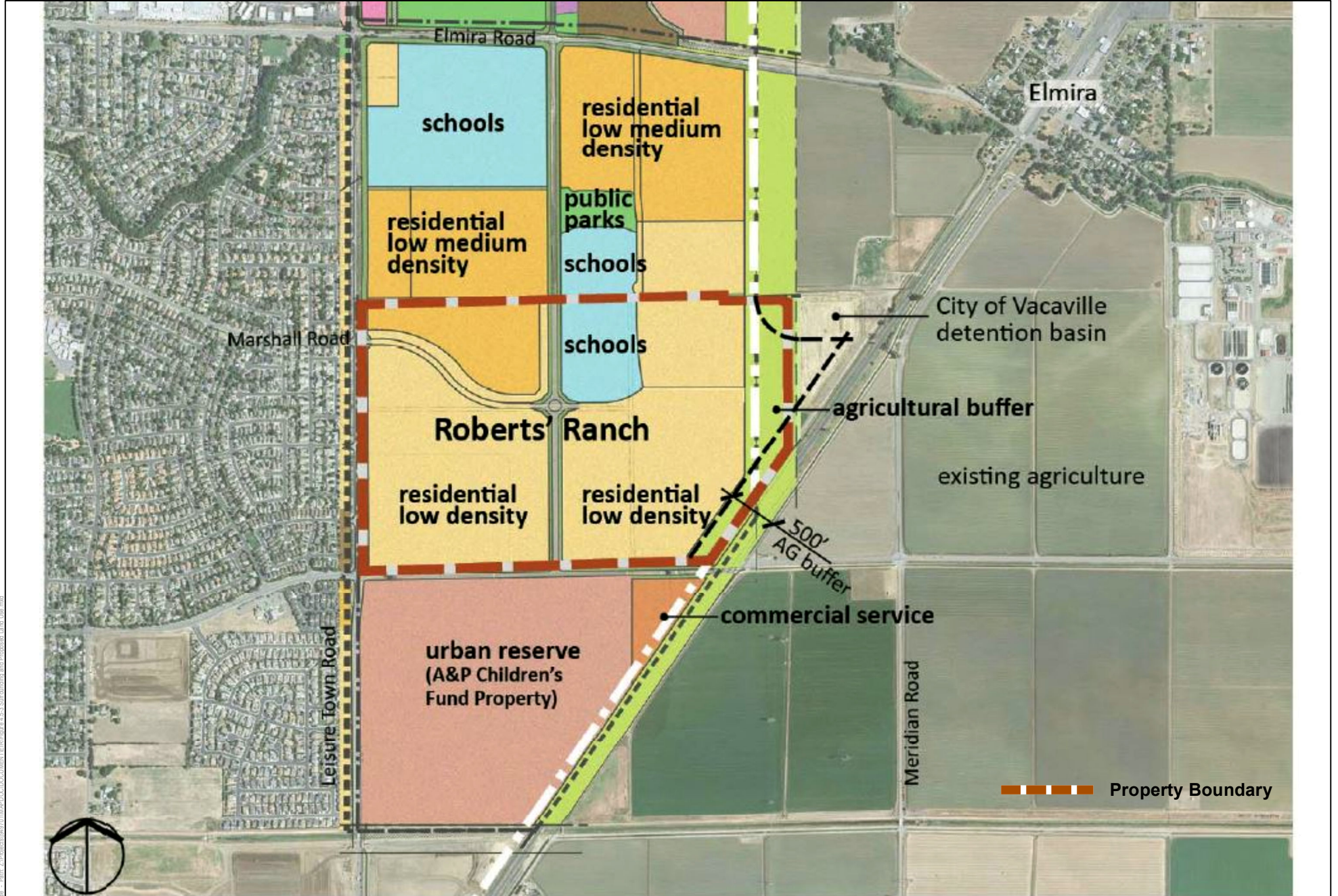


FIGURE 4.5-3

Surrounding and Proposed Land Use

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### City of Vacaville

**Residential Low Density (RL-5 and RL-6):** Properties zoned RL are intended to provide detached single-family residential development in densities of 3.1 to 5.0 units per gross acre with a lot range of 5,000 to 10,000 sf. Properties with an RL-5 designation would have a minimum lot size of 5,000 sf and properties with RL-6 designation would have a minimum lot size of 6,000 sf. At least 25% of units with a RL-5 designation must be designed in an alternative configuration and dispersed proportionally throughout the project. Alternative configuration of units is encouraged within the RL-6 district. Alternative configuration is defined in Chapter 14.09.074.090 of the Vacaville Zoning Code as a design that varies substantially from the typical single-family architecture style where the attached garage that fronts on the street is the dominant feature of the dwelling.

**Residential Low Medium Density (RLM-3.6 and RLM-4.5):** Properties zoned RLM are intended to provide detached single-family residential development in densities of 5.1 to 8.0 units per gross acre. Properties with an RLM-3.6 designation would have a minimum lot size of 3,600 sf and properties with an RLM-4.5 designation would have a minimum lot size of 4,500 sf. Alternative configuration is required in at least 50% of units within the RLM-4.5 district and 100% of units within the RLM-3.6 district.

**Community Facilities (CF):** The CF zoning designation provides opportunities for a range of community facilities and large public facilities occupying a minimum site area of 2 acres. Permitted uses in the CF designation include, but are not limited to, detention basins, membership organization facilities, parking lots, recreation uses such as playgrounds and neighborhood parks, and public schools including elementary schools (Chapter 14.09.100.030 of the City's Zoning Code).

### **4.5.3 Regulatory Setting**

#### **Federal Regulations**

There are no federal plans, policies, regulations or laws applicable to the proposed project.

#### **State Regulations**

##### ***Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000***

The Cortese-Knox-Hertzberg Local Government Reorganizations Act encourages orderly formation of Local Government Formation Committees (LAFCOs) and protects agricultural land resources by discouraging urban sprawl and coordinating logically and timed changes in local government boundaries. Solano County LAFCO regulates boundary changes, annexations, and

sphere of influence for cities, agencies and special districts within the county (Solano LAFCO 2015). Solano LAFCO has discretionary approval over the City's request to annex the project site into the City of Vacaville city limits.

### **Local Regulations**

#### ***Solano County General Plan***

The Solano County General Plan, adopted on August 5, 2008, is a long-range planning document to guide land use in the unincorporated areas of the County including areas outside the Vacaville City limits but within the City's planned UGB. Currently, the project site and lands immediately south and east are not within the City limits and is governed by the Solano County General Plan.

The following goals and policies from the County's General Plan Land Use Element are applicable to the proposed project.

- Goal LU.G-1** Preserve and protect the current development pattern of distinct and identifiable cities and communities.
- Goal LU.G-2** Encourage a development pattern that first seeks to maintain existing communities, second to develop vacant lands within existing communities presently served by public services, and third to develop lands immediately adjacent to existing communities where services can easily be provided.
- Goal LU.G-4** Encourage land use development patterns and circulation and transportation systems that promote health and wellness and minimize adverse effects on agriculture and natural resources, energy consumption, and air quality.
- Policy LU.P-1** Collaborate with cities to guide development to the county's urban centers and promote sustainable development patterns.
- Policy LU.P-4** Designate as municipal service areas those areas where future development is to be provided with municipal or urban type uses through city annexation.
- Policy LU.P-6** Retain existing land uses within municipal service areas until annexed into a city.
- Policy LU.P-11** Within municipal service areas, work with cities to protect and maintain designated urban-agricultural buffers within city jurisdiction compatible with adjoining agricultural uses.

**Policy LU.P-18** Require a variety of housing types (affordable and market-rate) near jobs, services, transit, and other alternative-transportation serving locations (e.g. rideshare lots).

### ***Solano County Zoning Ordinance (Chapter 28)***

The Solano County Zoning Code was adopted October 6, 2015. The Zoning Ordinance includes the zoning map and regulations governing the use of land and placement of improvements and buildings within various designations. Regulations include, but are not limited to, property development standards, general site use and regulations, parking standards and procedures for administering the ordinance.

The project site and lands immediately south and east are zoned A-40. This zoning district is intended to provide for agricultural land uses and to preserve vitality of agricultural operations. As part of this project the City is requesting the project site be annexed into the City. The project applicant is requesting the project site be pre-zoned, consistent with the City's current land use designations.

### ***Solano County Airport Land Use Commission***

The Solano County Airport Land Use Commission (ALUC) guides airport development in the county and governs the areas surrounding airports in order to prevent land use issues related to noise and safety. The ALUC prepares Land Use Compatibility Plans (LUCP) to ensure that cities within the county have policies and regulations in compliance with provisions of the plans.

### **Travis Air Force Base Airport Land Use Compatibility Plan**

Travis Air Force Base is located approximately 5.35 miles south of the project site. The Travis Air Force Base ALUCP provides policies and guidance designed to ensure that future land uses surrounding the Air Force Base remain consistent and compatible with the airport facility safety and uses. The project site falls within Land Use Compatibility Zone D in the LUCP. Compatibility Zone D does not limit residential development or other uses, but would require the Solano County ALUC and Federal Aviation Administration review of structures with a proposed height of over 200 feet (Solano County 2002).

Residential and other development is consistent with guidelines presented for Zone D, with some restrictions for building height and wildlife attractants such as open water that may attract waterfowl. Further, the project site is within the "outer perimeter" area for bird strike hazard. New or expanded land use involving discretionary review that has the potential to attract the movement of wildlife and cause bird strikes are required to prepare an assessment of hazards

from wildlife movement, and the potential for new projects to attract wildlife must be reviewed as part of the environmental review process required by CEQA.

### ***City of Vacaville General Plan***

The *City of Vacaville General Plan* (General Plan) adopted August 11, 2015, is designed as a long-range planning document for guiding future conservation, enhancement and development in the City. The following goals and policies from the City's General Plan Land Use Element and Conservation and Open Space Element are applicable to the proposed project.

**Goal LU-2** Carefully plan for new development in undeveloped portions of Vacaville.

**Policy LU-P2.1** Require lands outside, but adjacent to, the current City limits to annex into the City of Vacaville as a prerequisite of development. Do not provide city utility services, water, and sanitary sewer to new development outside the City limit (with the exception of sanitary sewer for infill in the Elmira area) unless the City Council with the approval of the Local Agency Formation Commission (LAFCO), approves exceptions in situations where the following three conditions are met:

- The area in question cannot annex into the City immediately, because it is not currently contiguous to the City limit.
- The property owner signs a recorded, irrevocable agreement to annex the property to the City when such annexation is requested by the City.
- The development is consistent with this General Plan and is found to meet all appropriate City development standards.

**Policy LU-P2.2** Require that specific plans be prepared for new areas brought into the city for development. Such specific plans must provide a coordinated plan for land use, public facilities, and public services. Prohibit individual, piecemeal developments within these outlying areas.

**Goal LU-3** Coordinate land development with the provision of services and infrastructure.

**Policy LU-P3.6** Require that new development or new Specific Plan areas be located immediately adjacent to existing development or infrastructure.

**Goal LU-5** Maintain the City's Urban Growth Boundary

**Policy LU-P5.6** Land Use Restrictions Outside the Urban Growth Boundary: In those areas located outside the Urban Growth Boundary and within the City's land use



jurisdiction, only the following shall be permitted: (1) all uses permitted in the Vacaville General Plan or the Land Use and Development Code on the Submittal Date, or existing on that date, shall continue to be permitted, and in the event any such use is damaged or destroyed by natural disaster, fire, or Act of God, it may be rebuilt and continued; (2) new uses consistent with the General Plan as amended by the Urban Growth Boundary Initiative; and (3) any infrastructure improvements necessary or appropriate to serve or protect existing uses and new permitted uses within the Urban Growth Boundary, including, but not limited to, construction and/or expansion of public facilities and utilities outside the Urban Growth Boundary that support such development elsewhere, such as stormwater detention basins, water tanks (reservoirs), sewer and water lines, and wastewater treatment plants to accommodate buildout of the Vacaville General Plan.

**Goal LU-11** Preserve and enhance the existing character and sense of place in residential neighborhoods.

**Policy LU-P11.3** Require a Planned Development permit for all residential development meeting one or more of the following criteria, consistent with the adopted Planned Development Regulations (the Planned Development permit process is intended to increase flexibility for these types of development by allowing deviations from typical development standards such as setbacks, building height, landscaping, parking, and design):

- Multi-family projects of ten units or more.
- Mixed use.
- A location potentially subject to natural or man-made geologic hazards, including hillside areas.
- Any project exceeding the maximum density allowed by the land use designation or with 50 units or more.

**Goal LU-17** Provide for orderly, well-planned, and balanced growth in the East of Leisure Town Road Growth Area.

**Policy LU-17.1** Limit residential development within the East of Leisure Town Road Growth Area to 2,175 dwelling units with the following general assumptions:

- Brighton Landing Specific Plan Area: 780 dwelling units
- Properties South of Brighton Landing and North of Fry Road: 785 dwelling units

- Properties North of Elmira Road: 610 dwelling units

Require a General Plan Amendment for residential development in excess of this amount.

**Policy LU-P17.5** Require that specific plans be prepared for development in the East of Leisure Town Road Growth Area to ensure that coordinated plans for land uses, public facilities, and public services are created for such area, and require that these specific plans are consistent with the City's updated infrastructure master plans that account for development in the East of Leisure Town Growth Area.

**Policy LU-P17.6** Require that specific plans for the East of Leisure Town Road Growth Area include a diagram showing the distribution of land uses and define permitted land uses, major public facilities (including schools, parks, roads, water, sewer, and drainage facilities), phasing, infrastructure financing mechanisms, interim fire protection measures, and any other elements that may be needed to ensure an orderly development process with minimal adverse impacts to the existing community. The specific plans shall be consistent with the City's master infrastructure plans prepared for the East of Leisure Town Road Growth Area.

**Policy LU-P17.11** Require specific plans within the East of Leisure Town Road Growth Area to incorporate detention basins, agricultural buffer areas, and public open spaces into the physical amenities designed into the neighborhood. These amenities could include trails, passive open spaces, recreational spaces, or other features designed to create innovative, attractive neighborhood design.

**Goal COS-4** Minimize conflicts between agricultural and urban uses.

**Policy COS-P4.1** Within the area east of Leisure Town Road, south of the Locke Paddon Community and north of the railroad tracks, as shown in Figure LU-6 in the Land Use Element, require new development to maintain a 300- to 500-foot wide agricultural buffer along the eastern boundary of all residential development and existing agricultural lands. Require that uses within the agricultural buffer be limited to passive open space uses that are not accessed by a large number of employees or the general public at one time. Permitted uses within the buffer shall be limited as described below:

- Any portion of the buffer located inside the Urban Growth Boundary, adjacent to the Pacific Gas & Electric Company easement, shall contain

substantial landscaping to discourage unlawful access onto the agricultural lands, and to lessen the potential impacts of typical agricultural activities on residential uses. Passive recreational uses such as pedestrian and bicycle trails are permitted.

- Uses located outside of the Urban Growth Boundary, within the 385-foot wide Pacific Gas & Electric Company easement, shall be limited to public infrastructure improvements necessary or appropriate to serve or protect existing and new permitted uses within the Urban Growth Boundary, including but not limited to, alternative energy facilities, stormwater detention basins, water tanks (reservoirs), and sewer and water lines to accommodate buildout of the Vacaville General Plan.

The following goals and policies from the City's Housing Element that address new construction are applicable to the project and are listed below.

**Policy H.1 - G 1** Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs for the current and future residents and workers within the community.

**Policy H.1 - G 4** Ensure the development and availability of housing appropriate for special needs groups including, but not limited to, young adults, young families, seniors, people with physical and developmental disabilities and homeless people.

**Policy H.1- G 7** Establish development and construction standards that encourage energy conservation in residential areas.

### ***City of Vacaville Zoning Ordinance (Title 14.09)***

Zoning regulations for the City are included in Title 14.09 of the City's Land Use and Development Code. The Zoning Ordinance contains zoning maps and regulates land use to protect and promote public health, safety, and general welfare of citizens. Regulations include, but are not limited to, development standards, general site use regulations, regulation for the placement of buildings and structures, regulations for the provision of site improvements such as landscaping and parking, and procedures for administration of the ordinance.

The project site does not currently include City zoning because it is located outside of the City limits. The project applicant is requesting the site be pre-zoned RL-5 & RL-6, RLM-3.6 & RLM-4.5 and CF with an Agricultural Buffer overlay zone over portions of the publicly owned lands. These zoning districts would be consistent with General Plan land use designations and planned uses for the project site.

### 4.5.4 Impacts

#### Methods of Analysis

Existing land uses in the vicinity of the project site were identified based on a site visit. Planned land uses were identified based on the City's General Plan and information provided by the City and the project applicant. The land use evaluation is based on a qualitative comparison of existing and proposed uses on the site and their compatibility with existing land uses and planned land uses, as defined in the City's General Plan as well as other applicable local planning documents.

The California Environmental Quality Act (CEQA) Guidelines, Section 15125(d) (found in 14 CCR 15000 et seq.), states that the environmental setting of an EIR must discuss "any inconsistencies between the proposed project and applicable general plans, specific plans, and regional plans." An inconsistency with a general plan or other policy would not necessarily create an environmental impact. In some cases, a general plan policy lays out the standard by which an environmental impact is judged to be significant or less than significant. The determination of project consistency with the City's General Plan must be made by the City Council. The information provided in this section is meant to inform that decision.

The analysis below evaluates the proposed project's consistency with applicable goals and policies contained in the City's General Plan, as well as other relevant planning documents. Physical environmental impacts resulting from development of the project site are discussed in the applicable technical sections in Chapter 4 of this Draft EIR. CEQA does not treat project consequences relating solely to land use, socioeconomic or population, employment, or housing issues as direct physical impacts to the environment. An EIR may provide information regarding land use, planning, and socioeconomic effects; however, CEQA does not recognize these types of project consequences as typical impacts on the physical environment. The analysis in this section discusses only general land use compatibility and land use policy consistency as opposed to analyzing the physical impacts on the environment that could occur with implementation of the project. This discussion complies with Section 15125(d) of the CEQA Guidelines, as discussed above.

Implementation of the proposed project would result in a change in land use as compared to existing conditions, but would be consistent with the City's underlying land use designations to develop the site for residential uses. Changes in land use are regulated by the planning policies adopted by each local governmental jurisdiction in California. Therefore, this change in land use is evaluated in comparison to the planning goals and policies in the City's General Plan. General plans provide long-term goals, policies and standards for development, and all development proposals must be generally consistent with the overall land use guidance provided in a general plan. Additional land use controls are applied through the City's zoning,

subdivision and grading requirements as well as other City regulations and ordinances. The project's consistency with applicable ordinances, as well as specific land use implications associated with development of the project is discussed in this section. The analyses of consistency with other planning documents (e.g., regional air quality plans) are provided in the applicable technical sections in Chapter 4 of this Draft EIR. This analysis assumes development of the project site would comply with the design guidelines set forth in the Roberts' Ranch Specific Plan; therefore, such policies and standards are not specifically identified as mitigation. A copy of the Specific Plan is included on the City's website at [www.cityofvacaville.com/RobertsRanch](http://www.cityofvacaville.com/RobertsRanch).

### **Impacts Addressed in the Modified Initial Study**

As discussed in the Modified Initial Study (Appendix B), the project site is currently undeveloped and in active agricultural use; therefore, development of the proposed project would not divide an established community and this issue is not further addressed. The Draft Solano County Habitat Conservation Plan (Solano HCP) has not yet been adopted. However, the City's General Plan includes policies consistent with the draft Solano HCP and implementation of these policies would ensure that the project is consistent with the Solano HCP when adopted. This is discussed in greater detail in Section 4.2, Biological Resources. Therefore, consistency with an adopted conservation plan or natural community conservation plan is not further addressed.

### **Thresholds of Significance**

Consistent with Appendix G of the CEQA Guidelines, the County's General Plan, and professional judgment, a significant impact would occur if development of the proposed project would do any of the following:

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

### **Impacts and Mitigation Measures**

**4.5-1: Implementation of the proposed project may conflict with a regional land use plan, policy or regulation. This would be a less-than-significant impact.**

#### ***Land Use Plans***

The proposed project is subject to a determination of consistency with the Travis Air Force Base ALUCP. The project site is identified in the ALUCP as within Compatibility Zone D, which triggers ALUC and Federal Aviation Administration review of structures with a proposed height of over 200

feet. The project includes residential development and would not include buildings that exceed 200 feet in height. Compatibility Zone D does not limit residential development or other uses.

Section 4.2, Biological Resources, addresses whether or not the proposed project would create uses that would attract birds to the area that could result in a potential hazard to aircraft associated with a bird strike, and concludes that the project would have a less than significant effect on aircraft safety. The Travis Air Force Base ALUCP does not allow land uses within 12,500 feet of the Travis Air Force Base runways that may cause bird strike hazards to aircraft in flight. Such land uses typically include wetlands, agricultural operations, landfills, or golf courses. The proposed project would not affect bird strike hazard for aircraft using Travis Air Force Base, because it is located outside the runway approach/departure surface (Figure 2C in the Travis Air Force Base ALUCP) and the completed project would be composed of residential development with landscaped or managed open space areas. The project site is currently composed of agricultural operations, which when replaced with the project land uses would result in a net decrease in bird attractants at the site and a reduction in bird strike hazard to aircraft. In addition, the project does not include any sources of water (i.e., ponds, detention or retention facilities) that have the potential to attract the movement of wildlife and cause bird strikes with aircraft. Therefore, this impact would be **less than significant**.

### ***City of Vacaville General Plan Policies***

As required under CEQA, this analysis examines the consistency of the proposed project with applicable land use policies in the City's General Plan. Table 4.5-1 lists the General Plan policies related to land use that are applicable to the proposed project along with a determination of the project's consistency with each policy.

As discussed in Table 4.5-1, the project is consistent with applicable General Plan goals and policies and the impact on conflicting with these goals and policies is **less than significant**.

### ***Regulations***

Once annexed to the City the project site must be zoned consistent with the General Plan and anticipated uses of the project site. The site is currently located in unincorporated Solano County and has a County zoning designation of A-40. The project applicant is requesting that the site be pre-zoned RL-5/RL-6, RLM-3.6, and CF consistent with the City's underlying land use designations. The RLM units would be located in the northwest portion of the project site with the remainder of the site designated RL. Lot sizes required by the zoning code range from 3,600 sf (RLM-3.6) to 6,000 sf (RL-6) and lot sizes in the project site would range from 4,400 sf to 8,050 sf. Single family residential units are permitted by right within the RL and RLM zoning designations; public playgrounds, parks and neighborhood recreation centers on a site less than 2 acres in size are conditionally permitted.

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
Policy LU-P5.6	<p>Land Use Restrictions Outside the Urban Growth Boundary: In those areas located outside the Urban Growth Boundary and within the City’s land use jurisdiction, only the following shall be permitted: (1) all uses permitted in the Vacaville General Plan or the Land Use and Development Code on the Submittal Date, or existing on that date, shall continue to be permitted, and in the event any such use is damaged or destroyed by natural disaster, fire, or Act of God, it may be rebuilt and continued; (2) new uses consistent with the General Plan as amended by the Urban Growth Boundary Initiative; and (3) any infrastructure improvements necessary or appropriate to serve or protect existing uses and new permitted uses within the Urban Growth Boundary, including, but not limited to, construction and/or expansion of public facilities and utilities outside the Urban Growth Boundary that support such development elsewhere, such as stormwater detention basins, water tanks (reservoirs), sewer and water lines, and wastewater treatment plants to accommodate buildout of the Vacaville General Plan</p>	<p>Consistent. The developed portions of the Roberts’ Ranch Specific Plan are located inside of the City’s Urban Growth Boundary. Only a portion of the active open space, utilities, and the agricultural buffer are located outside of the Urban Growth Boundary.</p>

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
Policy LU-P2.1	<p>Require lands outside, but adjacent to, the current City limits to annex into the City of Vacaville as a prerequisite of development. Do not provide city utility services, water, and sanitary sewer to new development outside the City limit (with the exception of sanitary sewer for infill in the Elmira area) unless the City Council with the approval of the Local Agency Formation Commission (LAFCO), approves exceptions in situations where the following three conditions are met:</p> <ul style="list-style-type: none"> <li>• The area in question cannot annex into the City immediately, because it is not currently contiguous to the City limit.</li> <li>• The property owner signs a recorded, irrevocable agreement to annex the property to the City when such annexation is requested by the City.</li> <li>• The development is consistent with this General Plan and is found to meet all appropriate City development standards.</li> </ul>	<p>Consistent. The project site is within the City’s planned Sphere of Influence and all proposed residential uses are within the Urban Growth Boundary. As part of the project, the City is proposing to annex the project site into the City limits. LAFCO will review the City’s request to annex the project site and will evaluate the ability of service providers to serve the site, as part of the annexation evaluation.</p>
Policy LU-P2.2	<p>Require that specific plans be prepared for new areas brought into the city for development. Such specific plans must provide a coordinated plan for</p>	<p>Consistent. The Roberts’ Ranch Specific Plan has been prepared for the project site. This Specific Plan provides a comprehensive approach that defines the various land</p>



**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
	land use, public facilities, and public services. Prohibit individual, piecemeal developments within these outlying areas.	uses, public facilities, and public services to accommodate future development. In addition, the Specific Plan includes design guidelines and discusses all required elements of development from utility infrastructure to circulation, and landscaping, which would ensure that development is cohesive and coordinated.
Policy LU-P3.6	Require that new development or new Specific Plan areas be located immediately adjacent to existing development or infrastructure.	Consistent. The project site is located across Leisure Town Road from existing residential development within the City and is located south of the recently approved Brighton Landing Subdivision, which is currently under construction. This area is designated in the General Plan as part of the East of Leisure Town Growth Area, which was anticipated for development with residential uses.
Policy LU-P11.3	Require a Planned Development permit for all residential development meeting one or more of the following criteria, consistent with the adopted Planned Development Regulations (the Planned Development permit process is intended to increase flexibility for these types of development by allowing deviations from typical development standards such as setbacks, building height, landscaping, parking, and design): <ul style="list-style-type: none"> <li>• Multi-family projects of ten units or more.</li> <li>• Mixed use.</li> </ul>	Consistent. The project includes 785 single-family residences, which would require the project applicant obtain a Planned Development permit. The Specific Plan shall serve as the Planned Development as part of the project approval, as noted in Chapter 3, Project Description Section 3.4.

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
	<ul style="list-style-type: none"> <li>• A location potentially subject to natural or man-made geologic hazards, including hillside areas.</li> <li>• Any project exceeding the maximum density allowed by the land use designation or with 50 units or more.</li> </ul>	
Policy LU-17.1	<ul style="list-style-type: none"> <li>• Limit residential development within the East of Leisure Town Road Growth Area to 2,175 dwelling units with the following general assumptions: Brighton Landing Specific Plan Area: 780 dwelling units</li> <li>• Properties South of Brighton Landing and North of Fry Road: 785 dwelling units</li> <li>• Properties North of Elmira Road: 610 dwelling units</li> </ul> <p>Require a General Plan Amendment for residential development in excess of this amount.</p>	Consistent. The Roberts’ Ranch Specific Plan includes 785 single-family residential units consistent with this policy and the City’s growth projections for this site.
Policy LU-P17.5	Require that specific plans be prepared for development in the East of Leisure Town Road Growth Area to ensure that coordinated plans for land uses, public facilities, and public services are created for such area, and require that these specific plans are consistent with the City’s updated	Consistent. The Roberts’ Ranch Specific Plan has been prepared for proposed development within the East of Leisure Town Road Growth Area. The Specific Plan includes a combination of residential low density and residential low-medium density development, neighborhood parks, open space, and a future school site. Chapter 7, Public Facilities,

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
	<p>infrastructure master plans that account for development in the East of Leisure Town Growth Area.</p>	<p>of the Specific Plan provides guidelines for the development of infrastructure facilities necessary to serve the project. The project's infrastructure master plans have been prepared consistent with the City's infrastructure plans for future development within the East of Leisure Town Road Growth Area.</p>
<p>Policy LU-P17.6</p>	<p>Require that specific plans for the East of Leisure Town Road Growth Area include a diagram showing the distribution of land uses and define permitted land uses, major public facilities (including schools, parks, roads, water, sewer, and drainage facilities), phasing, infrastructure financing mechanisms, interim fire protection measures, and any other elements that may be needed to ensure an orderly development process with minimal adverse impacts to the existing community. The specific plans shall be consistent with the City's master infrastructure plans prepared for the East of Leisure Town Road Growth Area.</p>	<p>Consistent. The Roberts' Ranch Specific Plan includes diagrams showing the distribution of residential uses, public facilities uses and open space uses. Additionally, the Specific Plan includes a diagram of the zoning on the project site and lists the permitted and conditionally permitted land uses within each designation. As discussed above, the specific plan includes a Master Utility Plan that provides for adequate and reliable utilities consistent with the City's infrastructure master plans. Chapter 8 of the Specific Plan includes a discussion of the community services and facilities required for the project and guidelines to ensure that development meets City requirements for provision of these services and facilities. The project application also includes a proposed phasing plan indicating how all facilities &amp; services will be provided during buildout of the project.</p>

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
Policy LU-P17.11	<p>Require specific plans within the East of Leisure Town Road Growth Area to incorporate detention basins, agricultural buffer areas, and public open spaces into the physical amenities designed into the neighborhood. These amenities could include trails, passive open spaces, recreational spaces, or other features designed to create innovative, attractive neighborhood design.</p>	<p>Consistent. The Roberts’ Ranch Specific Plan includes a 500-foot agricultural buffer area and a public open space area along the eastern boundary of the project site, and a variety of project amenities including stroller parks, passive open space and trails throughout the project site consistent with this policy. The project does not include a detention basin but will tie into the detention basin located in the approved Brighton Landing project to the north. This basin has been sized to accommodate both projects.</p>
Policy COS-P4.1	<p>Within the area east of Leisure Town Road, south of the Locke Paddon Community and north of the railroad tracks, as shown in Figure LU-6 in the Land Use Element, require new development to maintain a 300- to 500-foot wide agricultural buffer along the eastern boundary of all residential development and existing agricultural lands. Require that uses within the agricultural buffer be limited to passive open space uses that are not accessed by a large number of employees or the general public at one time. Permitted uses within the buffer shall be limited as described below:</p> <ul style="list-style-type: none"> <li>• Any portion of the buffer located inside the Urban Growth Boundary, adjacent to the Pacific Gas &amp; Electric Company easement, shall</li> </ul>	<p>Consistent. The project is located within the City’s Urban Growth Boundary. The project includes a 500-foot wide agricultural buffer on the eastern boundary as required by the City to minimize impacts between residential uses and agricultural uses. A multi-use trail consisting of a 10-foot wide concrete or asphalt trail would provide consistent all-weather access within the buffer zone and low intensity, passive open space uses are included on the project plans. Landscaping in this area would include native grasses and other low-maintenance, habitat friendly plant communities.</p>

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
	<p>contain substantial landscaping to discourage unlawful access onto the agricultural lands, and to lessen the potential impacts of typical agricultural activities on residential uses. Passive recreational uses such as pedestrian and bicycle trails are permitted.</p> <ul style="list-style-type: none"> <li>• Uses located outside of the Urban Growth Boundary, within the 385-foot wide Pacific Gas &amp; Electric Company easement, shall be limited to public infrastructure improvements necessary or appropriate to serve or protect existing and new permitted uses within the Urban Growth Boundary, including but not limited to, alternative energy facilities, stormwater detention basins, water tanks (reservoirs), and sewer and water lines to accommodate buildout of the Vacaville General Plan.</li> </ul>	
<i>Housing Element</i>		
H.1 - G 1	Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs for the current and future residents and workers within the community.	Consistent. The project provides a range of housing that would include differing types and sizes of homes. The Specific Plan is designed to incorporate a variety of single family housing to serve a wide range of buyers and residents, including families, young professionals, and “empty-nesters”.

**Table 4.5-1  
Policy Consistency**

Policy Number	Policy	Consistency
H.1 - G 4	Ensure the development and availability of housing appropriate for special needs groups including, but not limited to, young adults, young families, seniors, people with physical and developmental disabilities and homeless people.	Consistent. The project provides a range of housing that would include differing types and sizes of homes. The Specific Plan incorporates recreational amenities called stroller parks and pedestrian connectivity intended to provide for needs of young families and seniors, and to ensure ease of mobility throughout the community. Housing types on a wide variety of lot sizes are intended to allow for housing available to a variety of housing needs in the City.
H.1- G 7	Establish development and construction standards that encourage energy conservation in residential areas.	Consistent. The project has been designed consistent with Title 24 and includes energy-efficient appliances consistent with local and state laws; uses recycled water for landscape irrigation; and roof integrated solar panels. The Specific Plan mobility standards establish a network of pedestrian/bike paths that provide connectivity to destinations within and adjacent to the Plan area. Landscape standards establish planting requirements for shade trees within residential areas and encourage building orientation for improved solar access.

These zoning designations are consistent with the underlying General Plan land use designations and planned residential and open space uses on the site. The proposed project has been designed to comply with the City's Zoning Ordinance and would not conflict with provisions contained in the Land Use and Development Code. Therefore, the impact would be **less than significant**.

### **Mitigation Measures**

None required.

### **4.5.5 Cumulative Impacts**

The land use analysis in an EIR does not typically include a discussion of cumulative impacts because the consistency analysis for applicable land use goals and policies and compatibility with existing adjacent uses is not an additive effect.

### **4.5.6 References**

City of Vacaville. 1998. City of Vacaville Land Use and Development Code Title 14.09 "Zoning Ordinance." Adopted in 1996; last amended in 1998. Accessed April 12, 2016. <http://www.codepublishing.com/CA/Vacaville/>.

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