



City of Woodland

REPORT TO MAYOR AND CITY COUNCIL

AGENDA ITEM

TO: THE HONORABLE MAYOR AND
CITY COUNCIL

DATE: November 18, 2008

SUBJECT: Presentation on Yolo County General Plan Update and Review of
Proposed City Letter on Draft Yolo County General Plan

Report in Brief

Yolo County released its Draft 2030 Countywide General Plan on September 10, 2008 and is expected to adopt the new General Plan in September 2009. Yolo County also released a Notice of Preparation (NOP) of a Program Environmental Impact Report (EIR) for the Countywide General Plan on October 7, 2008. The comment periods for the Draft Yolo County General Plan and EIR NOP end on November 20, 2008. Representatives of the Yolo County General Plan Team will provide the City Council with an overview of the recently released Draft 2030 Countywide General Plan, and an update on the County's planned process for workshops, hearings, and adoption.

Staff recommends that the City Council receive a presentation from representatives of the Yolo County General Plan Team, and review and comment on the City's proposed comments letter for the Draft Yolo County General Plan.

Background

The Community Development Department reviewed the Draft 2030 Countywide General Plan with a critical focus on changes that would have a direct impact on Woodland. With this focus in mind, the Draft Countywide General Plan proposes adding 160 non-residential acres on the "Woodland Edge" as follows:

- Add 160 acres of industrial or agricultural industrial uses on the central and eastern portions of the Spreckels Sugar site, through the preparation of a Specific Plan. A portion of the acreage, 91 acres, was redesignated from Agriculture to Industrial by the Yolo County Board of Supervisors on April 1, 2008 for the Clark Pacific pre-cast concrete production facility.

The Draft 2030 Countywide General Plan proposes no change to the number of residential units on the Woodland Edge which is zero under the existing Yolo County General Plan. Commercial acreage is proposed for the following three communities near Woodland.

- Monument Hills – Add 3 acres of commercial use at the intersection of County Road 94B and State Route 16.
- Yolo – Add 13 acres of highway commercial use at the interchange of Interstate 5 and County Road 17.
- Elkhorn – Add 322 acres of commercial and industrial uses along Interstate 5. Most of the 130 acres of Industrial-designated land is located north of County Road 118 while all of the 192 acres of Commercial General-designated land is south of CR 118.

Discussion

The City's proposed comments letter focuses on the Draft 2030 Countywide General Plan proposals for development of the Elkhorn Property Area and the Woodland Area, Spreckels Subarea. The specific comments presented in the letter (Attachment No. 3) include the following:

Elkhorn Property Area: *The Draft 2030 Countywide General Plan proposes a regional conference center and hotel facility for the Elkhorn Area as part of an Elkhorn Specific Plan. This year, the Woodland Planning Commission approved two hotel projects for Freeway Drive, a street near the northeast corner of the County Road 102 and East Main Street intersection, which is a short distance from on-and off-ramps to Interstate 5. Once the two facilities are constructed, the number of hotels on Freeway will double and the overall hotel rooms will increase to 303. Representatives from another hotel chain have also expressed interest in constructing a facility on Freeway. Yolo County benefits from hotel development in Woodland as it receives 20 percent of the transient occupancy tax (TOT) revenue that the City collects from lodging establishments.*

Hotel development in the Elkhorn Area potentially competes with the lodging corridor that the City has established on Freeway Drive and continues to grow. Yolo County's development policies and long-standing practices have focused development in urbanized areas away from productive agricultural soils. The Elkhorn Specific Plan is a rural area with flood constraints, limited access to utility infrastructure, and productive agricultural lands largely made up of Grade 2 and 3 soils (Natural Resources Conservation Service, California Revised Storie Index).

Woodland Area, Spreckels Subarea: *Earlier this year, the Yolo County Board of Supervisors approved the Clark Pacific pre-cast concrete production facility at the former Spreckels Sugar site. The Woodland City Council has been supportive of the redevelopment of the Spreckels site for the Clark Pacific facility and endorsed the project through a City Council resolution. As part of its approval of Clark Pacific, the Board of Supervisors re-designated 91 acres of a 160-acre site from Agriculture to Industrial. The Draft 2030 Countywide General Plan proposes to re-designate the remaining 69 acres from Agriculture to Industrial.*

While the City remains supportive of the Clark Pacific project and the jobs that it will bring to the area, we do have concerns about re-designation of the remaining 69 acres from Agriculture to Industrial. The northeast quadrant of Woodland contains several hundred acres of land either zoned or pre-zoned for industrial uses. While some of the properties may not be developed for a number of years because of flood and other issues, a portion of the properties could potentially develop within the next three to five years. The industrial development will benefit from the full provision of urban services and infrastructure improvements as well. We are sensitive to Yolo County's need to create new jobs and revenue sources and we hope Yolo County will appreciate and support Woodland's efforts as we seek to move forward with industrial development of the City's northeast quadrant.

Staff believes these comments accurately and fairly reflect Woodland's concerns while respecting the County's desire to advance economic development. These comments also reflect the long held principle that urbanized development needs to be directed to the cities that have the infrastructure to support industrial, commercial and retail uses while the County's land use policies protect agriculture and open space.

Fiscal Impact

No fiscal impact will result from the staff recommendation.

Public Contact

Posting of the City Council Agenda.

Recommendation for Action

Staff recommends that the City Council receive a presentation from representatives of the Yolo County General Plan Team, and review and comment on the City's proposed comments letter for the Draft Yolo County General Plan.

Prepared by: Dan Sokolow
Associate Planner

Reviewed by: Robert MacNicholl
Planning Manager

Reviewed by: Barry Munowitch, AICP
Assistant City Manager

Mark G. Deven
City Manager

Attachments:

1. Yolo County Board of Supervisors Staff Report dated September 16, 2008
2. Yolo County General Plan Preferred Land Use Alternative Table
3. Proposed City of Woodland comments letter on Yolo County's Draft 2030 Countywide General Plan
4. Elkhorn Specific Plan Conceptual Sketch
5. Map of Woodland Area, Spreckels Subarea



County of Yolo

PLANNING AND PUBLIC WORKS DEPARTMENT

John Bencomo
DIRECTOR

292 West Beamer Street
Woodland, CA 95695-2598
(530) 666-8775 FAX (530) 666-8728
www.yolocounty.org

TO: **SUPERVISOR DUANE CHAMBERLAIN**, Chairman,
and Members of the Board of Supervisors

FROM: **John Bencomo**, Director
David Morrison, Assistant Director
Heidi Tschudin, General Plan Project Manager
Planning and Public Works Department

DATE: September 16, 2008

SUBJECT: General Plan Update – Receive a presentation on the Draft General Plan, public outreach program, and Draft Economic Development Strategy. Receive Draft General Plan, and direct staff to distribute it to required agencies and prepare the environmental impact report (EIR). (No additional general fund impact for these actions. Total estimated general fund impact of General Plan preparation over four years - \$1.33 million; an additional \$179,690 has been funded through grants and recovery fees to date.)

RECOMMENDED ACTIONS

- A. Receive a presentation of the Draft General Plan (Attachment A, 2030 Countywide General Plan – Public Review Draft), including a summary of each element.
- B. Receive a review of the proposed public outreach program.
- C. Receive a review of the proposed Economic Development Strategy.
- D. Receive the Draft General Plan and direct staff to proceed with the public outreach program, distribution to required agencies, and preparation of the EIR.

FISCAL IMPACTS

The cost for the General Plan Update is a general fund item. The staff and consultant team are operating under scopes of work and budgets approved by the Board of Supervisors in previous actions. The total budget for the General Plan Update process is \$2,154,962. To date, approximately \$1,509,690, or 70 percent, has been expended over more than four years.

The County has previously been awarded a grant of \$221,000 from the Sacramento Area Council of Governments (SACOG) for preparation of the Circulation Element. In addition, the General Plan cost recovery fees collected on building permits has accrued approximately \$600,000 to date. These incoming funds partially offset the actual cost to the general fund for the General Plan Update.

REASON FOR RECOMMENDED ACTION

On January 29, 2008 the Board of Supervisors, among other actions, directed staff to proceed with preparation and release of the Draft General Plan based on the Preferred Land Use Alternative and on prior general policy direction provided during the course of the General Plan Update process. The staff has completed this work and the Draft General Plan was released for public review on September 10, 2008. This document is available online through the County's website (www.yolocountygeneralplan.org). Electronic copies and/or hard copies can be purchased at the public counter of the Planning and Public Works Department.

STAFF PRESENTATION

With the concurrence of the Board of Supervisors the presentation for the joint workshop will follow the format outlined below. This presentation totals 2.5 hours but allows for questions following the presentation of each section. A short break is recommended around 11:00 a.m.

TOPIC	TIME	PRESENTER
Overview of General Plan process	5 minutes	John Bencomo
Introduction and Administration Chapter Visions and Principles Chapter	10 minutes	David Morrison
Land Use and Community Character Element	20 minutes	Heidi Tschudin
Circulation Element	20 minutes	Ron Milam, Principal, Fehr and Peers
Public Facilities and Services Element	15 minutes	David Morrison
Agriculture and Economic Development Element	20 minutes	Heidi Tschudin
Conservation and Open Space Element	20 minutes	David Morrison
Health and Safety Element	15 minutes	Heidi Tschudin
Housing Element	15 minutes	David Morrison
Public Outreach Program	5 minutes	Beth Gabor, Public Information Officer
Economic Development Strategy	10 minutes	Wes Ervin, Economic Development Manager

GENERAL PLAN OVERVIEW

The General Plan is a statement of the community's land use values. It is the "constitution" for future development of the County. It guides virtually all land use decisions in the County. Zoning, specific plans, area plans, subdivisions, capital improvements, development agreements, and many other land use actions must be consistent with the adopted general plan. There are two fundamental aspects to the General Plan – the Land Use Diagram that identifies future planned land uses, and the goals, policies, and actions that guide all decision-making. A brief overview of the General Plan is provided below. Attachment B (Summary of Key Proposed General Plan Policies and Actions) provides a summary of key policies and actions within each element.

Population and Economic Growth

Yolo County is 653,549 acres in size, of which 32,325 acres (just under five percent) lies within the four incorporated cities. Yolo County currently has about 23,265 people, 7,263 homes, and 430 acres of job-producing commercial and industrial land in the unincorporated area. Under the existing 1983 General Plan, another 11,240 people, 4,014 homes, and 1,440 acres of commercial and industrial

land could be added. The Preferred Land Use Alternative would allow for about 26,600 people, up to 9,500 homes, and another 901 acres of economic development on top of that through the year 2030. The table below summarizes these numbers. Attachment C (General Plan Preferred Land Use Alternative Table) provides a more detailed table that describes the Preferred land Use Alternative.

Scenario	Population	Dwelling Units	Commercial and Industrial*
Existing Developed	23,265	7,263	431 acres
Build-out of 1983 GP	11,240	4,014	1,440 acres
Cumulative Under 1983 GP	34,505	11,277	1,870 acres
Added Under 2030 GP	26,600	9,380	901 acres
Dunnigan	21,000	7,500	430 acres
Madison	3,655	1,305	116 acres
Elkhorn	0	0	320 acres
Spreckels	0	0	69 acres
Other	1,945	575	-34 acres
Cumulative Under 2030 GP	61,105	20,657	2,771 acres

*Does not include agricultural industrial or agricultural commercial which can be developed within the AG designation.

There are four primary proposed land use changes that account for these increases:

- Community expansion in Dunnigan (added 21,000 population, 7,500 units, and 430 job-producing acres over 1983 build-out)
- Community expansion in Madison (added 3,655 population, 1,305 units, and 116 job-producing acres over 1983 build-out)
- New commercial and industrial development in Elkhorn (added 320 job-producing acres over 1983 build-out)
- Conversion to industrial at Spreckels site (added 69 job-producing acres over 1983 build-out)

The growth in Dunnigan and Madison are reflective of a desire by the Board of Supervisors to ensure the future sustainability of these communities, including a minimum population to support basic community services as well as carefully structured land uses to ensure that the number and price of homes roughly match the number and wages of local jobs. The growth in Elkhorn and Spreckels are supportive of the Board’s economic development priorities and both highlight site-specific resource opportunities of the County. It should be noted that development in Knights Landing and Esparto is already planned under the 1983 General Plan, and is considered in the “Existing Developed” numbers above.

New Policy Directions

The policies of the proposed Draft General Plan focus on the following primary themes:

- The continuing primacy of agriculture and related endeavors throughout the County, by allowing for more economic innovation and aggressively protecting the water and soil resources upon which farming depends.
- Modest managed growth within existing towns, where accompanied by improvements to infrastructure and services to ensure community sustainability.
- Expanded protection of a network of connected open space and recreational areas, integrated with the Yolo Natural Heritage Program.

- Opportunities for revenue-producing and job-producing agricultural, industrial, and commercial growth in designated locations and along key transportation corridors.
- Manage the existing road network to make the most of existing capacity, while accommodating a diversity of users and alternative modes of transportation.
- Service levels that allow for the effective and efficient provision of services, consistent with rural values and expectations.
- A comprehensive approach to both reduce greenhouse gas emissions and plan for the potential impacts of global climate change.
- New emphasis on community and neighborhood requirements that reflect “smart growth” and “healthy design” principles, which complement the unique character of existing developed areas.

DRAFT GENERAL PLAN

The Draft General Plan is comprised of nine chapters. An overview of each is provided below. Attachment B provides a more comprehensive summary of key policies and actions within each element.

Introduction and Administration (Chapter 1)

This chapter provides basic introductory and administrative information about the General Plan. It provides a demographic overview of the county, including the four cities and the larger unincorporated communities. It clarifies that the cities, a variety of special districts, state and federal agencies, the Rumsey Band of Wintun Indians, and UC Davis, have independent land use decision-making authority and are not bound by the County’s General Plan. This chapter also summarizes the background of the County’s current update process, which started in the spring of 2003, including over 30 workshops and hearings held to date, the publication of five background studies, and the consideration of a dozen different land use alternatives.

State law requires that each General Plan contain at least seven mandatory elements, however, each local jurisdiction is given the freedom to organize those elements in a manner appropriate to local circumstances and to include any additional elements they feel may be appropriate. This chapter explains that the Draft General Plan combines the requirements for a conservation element and open space element into the Conservation and Open Space Element, and requirements for a safety element and noise element have been combined into the Health and Safety Element.

This chapter identifies the prior organization of the 1983 General Plan and how that document, including all its component parts, will be superseded by the new General Plan. A summary of the other chapters of the Draft General Plan is provided. The horizon year (2030) for the General Plan is established and procedures for administering the General Plan in the future are provided.

A new component introduced in this chapter is a formal process for making and tracking interpretations of the General Plan. This chapter also discusses the Implementation Plan which creates a bridge to the annual budget document and facilitates a detailed annual reexamination of implementation priorities. A more detailed discussion of the Implementation Plan is provided later in this report. Finally, the annual General Plan reporting requirement is described. This requirement ensures that progress towards implementation of both the policies and the actions are tracked on an annual basis.

The policies and actions in this element address the following:

- General Plan Administration (Goal IN-1)

Vision and Principals (Chapter 2)

This chapter summarizes the values that Yolo County uses to guide land use decision making, as expressed in overarching principles and objectives. These statements incorporate the themes adopted in the County's Strategic Plan. There is also a summary of the County's history of innovative policies and political commitment to maintaining farmland and open space, as well as future challenges and opportunities. The principles identified in this chapter are summarized as follows:

1. Successful agriculture
2. Strategic open space and natural areas
3. Distinct communities
4. Safe and healthy communities
5. Varied transportation alternatives
6. Enhanced information and communication technology
7. Strong and sustainable economy
8. Abundant and clean water supply

Land Use and Community Character Element (Chapter 3)

This element seeks to preserve and foster the essentially rural character of the county. The County has challenged itself to determine how small its communities can remain and yet still be sustainable in terms of infrastructure and community services, balanced in terms of housing and jobs, and healthy in terms of quality of life and economic prosperity. Each existing rural town was examined in this manner and a modest amount of growth has been proposed for some areas to provide additional housing and economic development opportunities. In addition, agricultural preservation and green buffers between communities are emphasized to support the growth boundaries and discourage sprawl. This element also establishes goals for regional collaboration and equity, green building standards, sustainable community design, and net community benefits from new growth.

This element contains the official General Plan Land Use Diagram (Figure LU-1A) which is required under state law and must be correlated with the General Plan Circulation Diagram. Figure LU-2A through 2G identifies growth boundaries for 28 separate identified communities and each of the four cities.

This element also contains a number of useful land use tables. Attachment D (General Plan Land Use Comparison Table) provides a table that compares land uses as designated under the 1983 General Plan with the proposed Land Use Diagram for the Draft General Plan. This table reflects changes embodied in the Preferred Land Use Alternative plus other staff-initiated changes that correct the base mapping. For example, all managed open space uses are proposed to be redesignated as Open Space (OS), compared to the 1983 General Plan where these lands were designated as Agriculture. Similarly, land uses such as UC Davis, schools, fire stations, airports, etc. are proposed to be redesignated as Public and Quasi Public (PQ), whereas under the 1983 General Plan they are primarily designated as Agriculture.

Standards for the design of individual sites, neighborhoods, and communities are included to ensure that new development complements and blends in with the historic character of existing communities.

Infill and the redevelopment of downtown areas are strongly emphasized to encourage active, vital core areas. Specific service needs are also described for each of the new Specific Plan areas.

This element addresses the following topics:

- Range and balance of land uses (Goal LU-1)
- Agricultural preservation (Goal LU-2)
- Growth management (Goal LU-3)
- Delta land use and resource management (Goal LU-4)
- Equitable land use decisions (Goal LU-5)
- Intra-County coordination (Goal LU-6)
- Regional coordination (Goal LU-7)
- Preservation of rural character (Goal CC-1)
- Community planning (Goal CC-2)
- Planned growth (Goal CC-3)
- Project design (Goal CC-4)

Circulation Element (Chapter 4)

The Circulation Element describes a diverse transportation network that ensures appropriate accessibility, balanced by issues of safety, levels of service, air quality, greenhouse gas emissions, and smart growth. A new Level of Service (LOS) policy differentiates between the rural and urban areas, reinforces smart growth, and recognizes the diversity of the county. The goals and policies emphasize multiple modes of travel and encourage non-vehicular trips. Traffic calming design standards are included, as are provisions for making streets friendlier for bicyclists and pedestrians. This element also takes an innovative approach to agricultural needs by designating primary routes for farm-to-market trips, other industrial and commercial trucking, and intra- and inter-county travel. This minimizes congestion elsewhere on the roadway network thus allowing for safe and efficient use by agricultural equipment and local traffic. Emergency evacuation routes are identified, so that they may also be factored into maintenance and transportation improvement planning.

This element contains the official General Plan Circulation Diagram (Figure CI-1 and CI-2) which is required under state law and must be correlated with the General Plan Land Use Diagram. The Circulation Diagram identifies the functional classifications for each roadway and improvements needed to accommodate anticipated land use through 2030, depending upon the assumed level of service thresholds and other policies of the General Plan.

The following future roadway network improvements will be required:

- County Road 6: Widen to a four-lane arterial between County Road 99W and the Tehama Colusa Canal.
- County Road 21A: Upgrade to a major two-lane county road standard between County Road 85B and State Route 16.
- County Road 85B: Upgrade to a major two-lane county road standard between State Route 16 and County Road 21A.
- County Road 99W: Widen to a four-lane arterial between County Road 2 and County Road 8
- Interstate 5: Widen to provide freeway auxiliary lanes in both directions between County Road 6 and Interstate 505.
- State Route 16: Widen to a four-lane arterial between County Road 21A and Interstate 505.

Additionally, the following roadways were identified as needing spot improvements for portions of the identified segment, including but not limited to, intersection control and lane configuration improvements, passing lanes, and/or wider travel lanes and shoulders:

- County Road 89 between State Route 16 and County Road 29A.
- County Road 102 between County Road 13 and Woodland city limit.
- County Road 102 between Woodland city limit and Davis city limit.
- State Route 16 between County Road 78 and County Road 85B.
- State Route 16 between Interstate 505 and County Road 98.

The element addresses the following topics:

- Comprehensive and coordinated transportation systems (Goal CI-1)
- Mode and user equity (Goal CI-2)
- Service thresholds (Goal CI-3)
- Environmental impacts (Goal CI-4)
- System integration (Goal CI-5)
- Accessible transit (Goal CI-6)
- Truck and rail operations (Goal CI-7)
- Port of Sacramento (Goal CI-8)
- Air transport (Goal CI-9)
- Transportation within the Delta (Goal CI-10)

Public Facilities and Services Element (Chapter 5)

This element seeks to establish County service standards that improve existing conditions but are lower by design than in more urban areas. The county's rural character and severe fiscal constraints dictate a different level of community services overall than might be attainable or appropriate for more urban areas, such as the incorporated cities. While this is a realistic and defensible position, it is made more difficult by the fact that new residents often come from areas where they have experienced urban levels of service. This often results in a conflict between the expectations of newer residents and the ability of the County to provide municipal services with a rural budget. The goals and policies in this element emphasize financial responsibility for facilities and maintenance at the community level, as well as collaboration and multiple-use facilities to efficiently serve a variety of needs. For instance, several actions speak to the use of centralized satellite government centers to serve outlying areas once appropriate thresholds are reached. The element also includes new sections on child care and communication technology that were not addressed in the 1983 General Plan.

This element covers the following topics:

- Sewer and septic systems (Goal PF-1)
- Stormwater and drainage (Goal PF-2)
- Community parks (Goal PF-3)
- Law enforcement (Goal PF-4)
- Fire and emergency medical service (Goal PF-5)
- Schools (Goal PF-6)
- Library services (Goal PF-7)
- Child care (Goal PF-8)
- Solid waste and recycling (Goal PF-9)
- Sources of energy (Goal PF-10)

- Utilities and communication technology (Goal PF-11)
- General government services (Goal PF-12)

Municipal water systems and water resources are addressed in Section G of the Conservation and Open Space Element. Regional parks (in contrast to community parks) are also addressed in the Conservation and Open Space Element.

Agriculture and Economic Development Element (Chapter 6)

This element seeks to support, reinvent, and diversify the agricultural economy. Agriculture in Yolo County is not just an open space amenity; it is the primary business of the county. Many policies, both new and old, have been included, to respond to the challenges faced by modern farmers. The division of farmland for non-agricultural purposes continues to be precluded. Mitigation for the loss of farmland through agricultural conservation easements and/or land dedication is required. A new Agricultural District program to promote value-added agricultural endeavors in certain key emerging areas is identified. Local food preference, direct-marketing opportunities, and increased tourism play an important role in redefining agriculture for the future. An innovative program to transfer farm dwelling rights to other farmers for agriculturally-related purposes is also included. However, this element also recognizes that agricultural land provides important biological habitat and passive open space, so wildlife friendly farming and practices that conserve natural resources are emphasized.

As agriculture is the most significant industry within Yolo County, economic development is included within this element. This section acknowledges the importance of farming and seeks to strengthen the agriculture through value-added processing, tourism, direct marketing, local food programs, and biotechnology. It also looks to diversify the local economy to avoid over-reliance on only one business sector. Coordination with other local and regional agencies, as well as individual departments, to improve the business climate is an important part of policies to increase the retention, expansion, and recruitment of new companies.

This element addresses the following agricultural issues:

- Preservation of agriculture (Goal AG-1)
- Natural resources for agriculture (Goal AG-2)
- Healthy farm economy (Goal AG-3)
- Education and awareness (Goal AG-4)
- Local preference (Goal AG-5)
- Delta agriculture (Goal AG-6)

This element addresses the following economic development issues:

- Economic diversity (Goal ED-1)
- Business climate and business assistance (Goal ED-2)
- Community revitalization (Goal ED-3)
- Expansion of tourism (Goal ED-4)
- Economic sustainability (Goal ED-5)

Conservation and Open Space Element (Chapter 7)

This element focuses on balanced management of the county's multiple natural and cultural resources, particularly water resources. The goals and policies also speak to a connected and accessible open space system with communities separated by green spaces that are linked by a

network of trails. The element anticipates full integration of the Yolo Natural Heritage Program for multi-species protection and establishes criteria to allow for the mitigation of development outside of Yolo County. New policies for the protection of tribal and local historic resources are provided. Future expansion of mineral resource extraction programs via the Cache Creek Area Plan and development of the future Cache Creek Parkway are addressed. Local actions to reduce greenhouse gases and promote alternative energy opportunities are also emphasized.

Uncertainty regarding future regulations and appropriate policy strategies for climate change are particularly challenging at the time of this update. In addition to a section on climate change within this element, policies and actions that address climate change appear throughout the entire General Plan and are identified by a small “🌍” icon. All told, the General Plan contains a total of 325 policies and actions that are identified by this icon as contributing to the reduction of the county’s impact on global climate change. The County is committed to the reduction of greenhouse gases and has sought to balance this goal with other community values.

Similarly, the County faces uncertainty regarding future land uses and governance in the Delta. This section also contains a section on the Delta region, supplemented by additional Delta-related goals, policies, and actions located throughout all of the elements.

This element addresses each of these as applicable for Yolo County. Specifically, this element addresses the following issues:

- Natural open space (Goal CO-1)
- Biological resources (Goal CO-2)
- Mineral resources (Goal CO-3)
- Cultural resources (Goal CO-4)
- Water resources (Goal CO-5)
- Air quality (Goal CO-6)
- Energy conservation (Goal CO-7)
- Climate change (Goal CO-8)
- Delta region (Goal CO-9)

Health and Safety Element (Chapter 8)

This element ensures that both natural and human-made hazards are factored into land use decision-making. Several of the county’s existing communities (such as Clarksburg, Knights Landing, and Madison) face issues regarding flood protection and/or levee stability. Recent legislation on the issue of flood protection, management, and control has changed the regulatory landscape and the goals, policies, and actions of this element address this issue. The regulation of development in fire hazard severity zones has similarly been strengthened in recent years, which is incorporated into this element. General emergency preparedness is also addressed. This element addresses appropriate control of the noise environment, which is an important issue for the County, especially given that many normal agricultural and industrial practices emit considerable noise at times. Policies addressing the link between community design and individual health are also included, as are policies in support of accessible health care, especially for vulnerable populations.

The Health and Safety Element is organized into three sections: Safety, Noise, and Health Care. The following issues are addressed in this element:

- Geologic and seismic hazards (Goal HS-1)
- Flood hazards (Goal HS-2)
- Wildland fires (Goal HS-3)

- Hazardous materials (Goal HS-4)
- Airport operations (Goal HS-5)
- Emergency preparedness (Goal HS-6)
- Noise compatibility (Goal NO-1)
- Health care (Goal HC-1)

Housing Element (Chapter 9)

This element documents the County's continued success in providing housing affordable to all economic segments. It validates the importance of the County's inclusionary housing requirements and also highlights that the dwellings being built in the agricultural areas are successfully meeting low-income and very low-income needs. Farmworkers are among the special needs populations targeted by the identified housing programs. The goals, policies, and action of this element emphasize a variety and mix of diverse housing opportunities.

Pursuant to state law, this element provides extensive background information and data on housing in Yolo County. As shown in Table HO-2 in Attachment F (Select General Plan Housing Tables), during the planning period of the previous Housing Element (2002 to 2007), the County produced 1,094 dwelling units, which exceeded its overall housing objective by 91 dwelling units. While the specific objectives for above moderate income and very low income housing were exceeded, objectives for low income and moderate income objectives were not met. As a result, the County adopted an inclusionary housing ordinance in 2004, that requires 20 percent of the residential units be made affordable to low- and moderate-income families.

Table HO-37 in Attachment F provides the final fair share allocation of affordable housing obligation for unincorporated Yolo County, as assigned by SACOG for the current Housing Element planning period (2008 to 2013). These numbers include responsibility for the UC Davis fair share. Looking only at that portion which is the County's responsibility, the amount of identified required housing is 58 percent of the previous planning period. This is a reflection of greater growth experienced elsewhere in the region as compared to the unincorporated county. With the UC Davis allocation included, the County's allocation increased by 140 percent comparatively.

As required by the state, the Housing Element includes a discussion of various constraints affecting the provision of affordable housing. Overall, however, these "constraints" have not precluded the County in the past from successfully satisfying the state's fair share allocations.

Table HO-42 in Attachment F summarizes Yolo County's ability to meet the housing needs for all income groups during the 2008 to 2013 planning period. As shown in this table, Yolo County can accommodate 2,840 total units, which is 1,438 more than the 1,402 units identified as Yolo County's 2008-2013 Regional Housing Needs Analysis(RHNA) allocation.

This element addresses the following issues:

- Housing mix (Goal HO-1)
- Housing funding (Goal HO-2)
- Reduced housing constraints (Goal HO-3)
- Special needs housing (Goal HO-4)
- Strengthened neighborhoods (Goal HO-5)
- Sustainable housing (Goal HO-6)
- Housing in the Delta (Goal HO-7)

IMPLEMENTATION PROGRAM

Each element of the Draft General Plan has one or more sections entitled “Implementation Program” which contain various actions that carry out the goals and policies of the element. For each action, one or more responsible County departments have been assigned and a preliminary timeframe for completion of the action has been identified. The scope of these actions will be expanded later in this process once the EIR has been completed, to include any appropriate CEQA mitigation measures so that the General Plan becomes “self-mitigating” through ongoing implementation.

The majority of the identified measures are identified to be completed within five to ten years after adoption of the General Plan. There are a number of measures without specific start or completion dates, as they would be implemented on an ongoing basis. While revision to the actions would require a General Plan Amendment, revisions to the identified responsible department and/or to the identified timeframe generally would not. This provides flexibility to address changing priorities and/or budget conditions.

Subsequent to the General Plan workshops before the Board of Supervisors in January 2009, the General Plan Team will be coordinating with all departments having implementation responsibility, to assign workload factors (estimated labor hours and full-time-equivalent [FTE] positions) to each action item and to confirm the proposed timeframe. Each Implementation Program throughout the Draft General Plan will be integrated into a single Implementation Plan (IP) for presentation to the Board of Supervisors. The IP will be a spreadsheet-based document that will allow the actions to be sorted in a variety of ways, for example by department responsibility, year of implementation, and General Plan element.

This will enable the Board of Supervisors, staff, and the public to better understand and deliberate the fiscal implications of General Plan implementation, and will allow for structured priority-setting in the future. For example, the information will provide estimates of the total cost of General Plan implementation, as well as annual fiscal-year costs. It will also identify competing priorities in any given year to allow for adjustments to the timeframes based on staffing and fiscal realities. While actual costs may vary considerably from these early cost estimates, the IP will provide the best available approximation regarding the cost of implementation of the General Plan.

Because not all of the policies and actions in the adopted General Plan will be implemented immediately, there will be a lag between the time a General Plan is adopted and the time each individual action can be accomplished. Determining which implementation actions are higher priority than others is a fundamental policy decision the Board of Supervisors must make as a part of its deliberations. Obtaining appropriate funding for completion of the implementation plans will be an important part of that decision. Public input during the subsequent workshops and hearings is encouraged to assist the Board of Supervisors in determining implementation priorities and balancing among factors such as the degree of benefit, cost to the County (including staff time), costs to property owners, and effects on other General Plan policies and actions.

PUBLIC OUTREACH PROGRAM

The staff has developed a public outreach program for the Draft General Plan that includes a number of activities designed to engage the community in review of the Draft General Plan. This program includes the following:

- Improved website services, information, and linkages
- Workshops before all of the County’s community advisory committees

- Presentations to other interested parties throughout the county
- Consultation with appropriate state agencies as required under state law
- Briefings and press releases for local media
- Coordination with Yolo County cities and neighboring counties
- Coordination with UC Davis and the Rumsey Band of Wintun Indians
- Formal comment period for written, oral, and electronic comments
- Workshops before the Planning Commission and Board of Supervisors

ECONOMIC DEVELOPMENT STRATEGY

Staff has prepared a Draft Economic Development Strategy, which is included as an appendix to the Draft General Plan. The strategy contains 13 initiatives designed to help improve Yolo County's business climate, strengthen key industries, bring new economic activity to our communities, and develop new and improved programs for business assistance. These initiatives are implemented through specific, short-term recommendations. In general, the strategy has a five-year planning horizon, compared with the 20-year horizon of the General Plan. The 13 initiatives are summarized as follows:

- Establish business friendly permits and regulations.
- Provide a variety of development sites for economic diversification.
- Create a rational business incentive policy.
- Develop and redevelop major County assets.
- Monitor the local business climate on an ongoing basis.
- Improve the viability of agricultural industrial uses throughout the unincorporated area.
- Enhance agricultural businesses within each region or district of the county.
- Promote and expand the capacity of local tourism.
- Promote the local biotechnological industry.
- Revitalize community downtown areas.
- Improve the coordination of County housing programs.
- Attract new business.
- Retain and expand existing business.

NEXT STEPS

The release of the Draft General Plan and this joint workshop of the Board of Supervisors and Planning Commission kick off a critical public and agency review period. Workshops are scheduled throughout October and much of November 2008 with each of the County's community advisory committees, other important committees (such as Parks, Recreation, and Wildlife; and Transportation), and the Planning Commission. Courtesy presentations are scheduled before each of the city councils, as well as other local governmental partners, including UC Davis and the Rumsey Band of Wintun Indians (see Attachment E, General Plan Schedule). The Planning Commission will be making their recommendations regarding the policies in the Draft General Plan during a series of workshops scheduled for November 3, 4, and 6, 2008.

Throughout this review period the General Plan Team will be accepting comments on the Draft General Plan. **The comment period will close at 4:00 p.m. on November 20, 2008** with the exception of those state agencies for which a longer statutory period is mandated by law (see discussion of mandatory agency review below).

The comments will be organized and analyzed by staff, and presented to the Board of Supervisors at workshops scheduled for January 20, 21, and 22, 2009. At the close of the January 2009 workshops, the Board will be asked to confirm the use of the Draft General Plan (with any appropriate changes as directed) as “the preferred project” for purposes of the EIR.

The target release date for the Draft EIR is February 2, 2009, however, additional time may be necessary if the Board’s direction includes substantive changes to the Draft General Plan.

Final hearings before the Planning Commission are scheduled for June 10, 11, and 12, 2009. At the close of the June 2009 hearings, the Planning Commission will be asked to make a final recommendation on the General Plan to the Board of Supervisors. Final hearings before the Board of Supervisors are scheduled for July 20, 21, and 23, 2009. At the conclusion of the July 2009 hearings the Board of Supervisors will be asked to make an “intent motion” reflecting tentative final action on the General Plan. The staff will then prepare the final approval package, which will be presented to the Board of Supervisors on September 15, 2009 for final action.

MANDATORY AGENCY REVIEW

The County is required by state law to coordinate with various agencies on the Draft General Plan. Following the presentation to the Board of Supervisors on September 16, 2008, the staff will ensure that copies of the document are formally transmitted to each entity listed in Attachment G (List of Agencies Requiring Mandatory Review of the General Plan) in order to satisfy the relevant requirements and, in some cases, to start specified review periods.

ATTACHMENTS

- A – 2030 Countywide General Plan – Public Review Draft (separately distributed)
- B – Summary of Key Proposed General Plan Policies and Actions
- C – General Plan Preferred Land Use Alternative Table
- D – General Plan Land Use Comparison Table
- E – General Plan Schedule
- F – Select General Plan Housing Tables
- G – List of Agencies Requiring Mandatory Review of the Draft General Plan

Attachment C -- General Plan Preferred Land Use Alternative Table

(A) Area	(B) Estimated 2007 Population ¹⁷	(C) Designated Residential Acreage ¹	(D) Existing Residential Units ²	New Residential			(H) Total Allowed Residential Units ¹⁰	(I) Designated Commercial and Industrial Acreage ^{1,9}	(J) Developed Commercial and Industrial Acreage ¹⁵	New Commercial and Industrial	
				(E) Estimated Build-Out Units Under 1983 GP ³	(F) Added New Acreage Under 2030 GP ⁴	(G) Added New Units Under 2030 GP ⁴				(G) Estimated Build-Out Acreage Under 1983 GP ¹⁵	(H) Added New Acreage Under 2030 GP ^{4,9}
Capay Valley	1,613	70.5	576	53	0	0	629	16.5	4.0	12.5	0
Clarksburg	496	101.4	177	22	0	0	199	137.0	134.0	3.0	0
Dunnigan	952	408.0	340	173	1,136	7,500 ¹⁸	8,013	276.2	26.2	250.0	430.0
Esparto	2,534	355.9	905	985	35	575	2,465	129.3	6.0	123.3	-65.0 ⁶
Knights Landing	1,064	104.4	380	993	0	0	1,373	114.4 ⁵	11.0	103.4	0
Madison	384	26.9	137	83	122	1305	1,525	23.7	19.0	4.7	116.0
Monument Hills	1,632	1,258.6	583	25	0	0	608	22.0 ⁸	6.0	16.0	3.0
Yolo	434	76.8	155	56	0	0	211	34.1	26.0	8.1	13.0
Zamora	39	14.3	14	14	0	0	28	1.9	1.0	0.9	0
Elkhorn Property	11	0	4	0	0	0	4	1.8	1.8	0	320.2
County Airport	0	123.0	0	0	0	0	0	302.0	66.0	236.0	0
I-505/CR14	0	0	0	0	0	0	0	0	0	0	15.0
Davis Area ¹²	14,106	615.2	882 ⁷	35 ¹⁶	0	0	917	389.5	4.0	385.5	0
Winters Area ¹³		33.6	125	0	0	0	125	0	0	0	0
Woodland Area ¹⁴		48.2	55	0	0	0	55	422.9	126.3	296.6	69.0 ¹¹
Remaining Unincorp Area		0	2,930	1,575 ¹⁶	0	0	4,505	0	0	0	0
TOTALS	23,265	3,236.8	7,263	4,014	1,293.0	9,380	20,657	1,871.3	431.3	1,440.0	901.2

Source: Yolo County General Plan Team; updated September 4, 2008.

Notes: 1/1983 Land Use Diagram (as amended), County GIS Database, June 2008

2/ Department of Planning and Public Works estimates based on 2007 County address data.

3/ Acreage from 2007 vacant residential land survey calculated at allowed density yields.

4/ Preferred Land Use Alternative.

5/ Includes 38 ac of CL in Mixed Use designation.

6/ 65 of 75 acres designated IN changed to residential, remaining 10 acres of 75 changed to commercial.

7/ Does not include UC Davis units. UC Davis has 6,355 beds. At two beds per dwelling unit that equates to 3,178 units.

8/ The Watts-Woodland Airport and County Airport are designated "Airport" which equates to PQ. However the non-runway portions of these facilities function like a commercial or industrial land use. Therefore, the non-runway acreage has been included here.

9/ Except as noted in Footnote 8, this does not include AG or PQ which also allows some job-producing land uses similar to other commercial and industrial designations.

10/ Sum of columns D, E, and G.

11/ 91 acres redesignated from AG to IN by Board of Supervisors on 4/1/08. This is the remaining 69.0 acres of the 160.0 acres site.

12/ Includes the following subareas: Covell/Pole Line Road, Binning Farms, North Davis Meadows, Patwin Road, UC Davis, Jury Industrial, Royal Oak MHP, Willow Bank, El Macero, and Chlies Road.

13/ Includes the following subareas: El Rio Villa and Putah Creek RV Park.

14/ Includes the following subareas: Sprecklels, North Woodland, Willow Oak, and East Woodland.

15/ Department of Planning and Public Works estimates based on 2007 aeriels.

16/ This does not represent potential "full" build-out but rather a projection of future farm dwellings through 2030 based on past trends. Assumes an average of 70 rural residential units annually over 23 years. Arbitrary TAZ assignments were made for purposes of traffic impact assessment.

17/ State of California, Department of Finance, E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2008. Sacramento, California, May 2008.

18/ 5,000 to 7,500.

November 19, 2008

David Morrison, Assistant Director – Development Services
Planning and Public Works Department
County of Yolo
292 West Beamer Street
Woodland, CA 95695-2598

SUBJECT: Submittal of Comments on County of Yolo Draft 2030 Countywide General Plan

Dear Mr. Morrison:

Thank you for the opportunity to provide comments on Yolo County's Draft 2030 Countywide General Plan. Comments from the City of Woodland address Yolo County's plans for development of the Elkhorn Property Area and the Woodland Area, Spreckels Subarea.

Elkhorn Property Area: The Draft 2030 Countywide General Plan proposes a regional conference center and hotel facility for the Elkhorn Area as part of an Elkhorn Specific Plan. This year, the Woodland Planning Commission approved two hotel projects for Freeway Drive, a street near the northeast corner of the County Road 102 and East Main Street intersection, which is a short distance from on-and off-ramps to Interstate 5. Once the two facilities are constructed, the number of hotels on Freeway will double and the overall hotel rooms will increase to 303. Representatives from another hotel chain have also expressed interest in constructing a facility on Freeway. Yolo County benefits from hotel development in Woodland as it receives 20 percent of the transient occupancy tax (TOT) revenue that the City collects from lodging establishments.

Hotel development in the Elkhorn Area potentially competes with the lodging corridor that the City has established on Freeway Drive and continues to grow. Yolo County's development policies and long-standing practices have focused development in urbanized areas away from productive agricultural soils. The Elkhorn Specific Plan is a rural area with flood constraints, limited access to utility infrastructure, and productive agricultural lands largely made up of Grade 2 and 3 soils (Natural Resources Conservation Service, California Revised Storie Index).

Woodland Area, Spreckels Subarea: Earlier this year, the Yolo County Board of Supervisors approved the Clark Pacific pre-cast concrete production facility at the

former Spreckels Sugar site. The Woodland City Council has been supportive of the redevelopment of the Spreckels site for the Clark Pacific facility and endorsed the project through a City Council resolution. As part of its approval of Clark Pacific, the Board of Supervisors redesignated 91 acres of a 160-acre site from Agriculture to Industrial. The Draft 2030 Countywide General Plan proposes to redesignate the remaining 69 acres from Agriculture to Industrial.

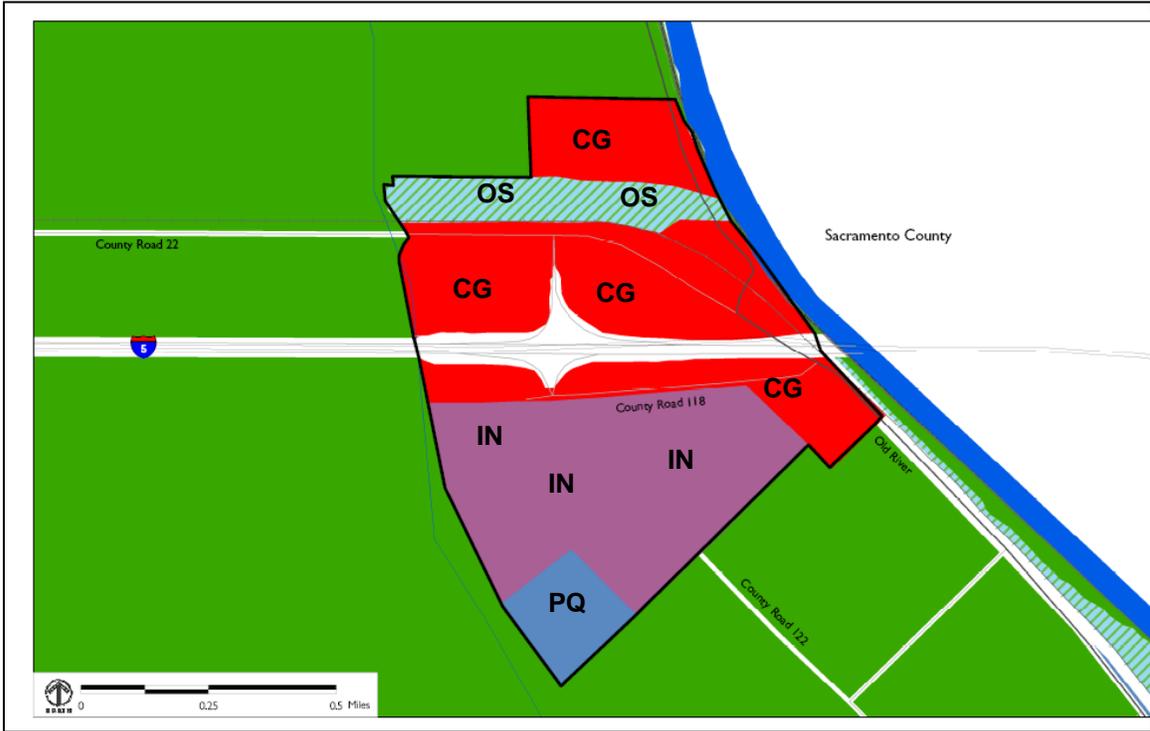
While the City remains supportive of the Clark Pacific project and the jobs that it will bring to the area, we do have concerns about redesignation of the remaining 69 acres from Agriculture to Industrial. The northeast quadrant of Woodland contains several hundred acres of land either zoned or pre-zoned for industrial uses. While some of the properties may not be developed for a number of years because of flood and other issues, a portion of the properties could potentially develop within the next three to five years. The industrial development will benefit from the full provision of urban services and infrastructure improvements as well. We are sensitive to Yolo County's need to create new jobs and revenue sources and we hope Yolo County will appreciate and support Woodland's efforts as we seek to move forward with industrial development of the City's northeast quadrant.

Thank you for the opportunity to submit comments on Yolo County's Draft 2030 Countywide General Plan and providing our comments to the Yolo County Board of Supervisors. Please contact me should you have any questions regarding the issues raised in this letter.

Sincerely,

Mark G. Deven
City Manager
530-661-5800

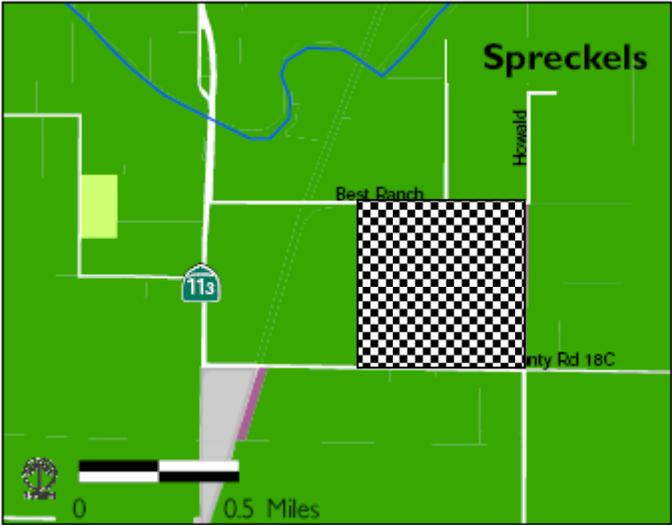
cc: Mayor Skip Davies and Councilmembers, City of Woodland



Elkhorn Specific Plan Conceptual Sketch

Key: CG = Commercial General
IN = Industrial
OS = Open Space
PQ = Public and Quasi-Public

An Industrial General Plan designation is proposed for the Spreckels Sugar site.



Key: Industrial = 