



GENERAL PLAN UPDATE

for the City of VACAVILLE, CALIFORNIA

Steering Committee Meeting #15: Policy Options, Part 1



November 17, 2011

OVERVIEW OF MEETING

- General Plan Update Status
- Overview of Policies Issues and Options
- Public Comment
- Steering Committee Discussion of Policy Issues:
 - New Land Use Designations
 - Agricultural Buffer
 - New Growth Areas
 - Infrastructure in Policy Plan Areas
 - Park Acquisition and Maintenance



STATUS UPDATE OF GENERAL PLAN PROCESS

Project Initiation

Community Outreach

Existing Conditions

Issues Identification

Alternatives Development

Alternatives Evaluation and Selection

Goals, Policies and Actions

Draft General Plan

Draft Climate Action Plan

Environmental Impact Report

Public Review and Adoption

We Are Here



STATUS UPDATE OF GENERAL PLAN PROCESS

Policy Development Tasks

- Review existing General Plan policies (*done – City staff and consultants*).
- Identify and discuss problematic policies and policy issues (*done – Steering Committee Meeting #9 on July 21 and Community Workshop #2 on August 20*).
- Explore options for amending existing General Plan polices and/or adopting new policies (*tonight's meeting and the meeting on December 1, 2011*).
- Review the Draft General Plan (*summer 2012*).
- If additional policy issues arise during the development of the Draft General Plan, staff will consider holding additional meetings with the Steering Committee.



POLICY ISSUES AND OPTIONS



NEW LAND USE DESIGNATION – MIXED USE

- Staff recommendation:
 - Allow 20 to 24 units/acre, which is equivalent to the High Density Residential designation.
 - Allow 1.0 maximum FAR.
- Seeking Steering Committee guidance on the following:
 - Should a residential-only or commercial-only project be allowed on a Mixed Use site?
 - Is the recommended density range appropriate?
 - Is the recommended FAR allowance appropriate?



NEW LAND USE DESIGNATION – MIXED USE

- Photo simulation of mixed use development at the Peabody Road at Marshall Road Shopping Center: approximately 20 units/acre for the residential component and 0.2 FAR for the commercial component.



NEW LAND USE DESIGNATION – TECHNOLOGY PARK

- Goal: attract major employers looking for larger, campus-like setting
- Staff recommendation: use same definition as Business Park, but apply to sites of 100 acres or more in size.
 - Allow office centers, research and development facilities, technology facilities, and medical and institutional uses.
 - Allow limited industrial, small-scale warehousing and distribution operations, and accessory retail sales as secondary uses.
 - Require ancillary commercial uses and services.
 - Require a landscaped setting.



NEW LAND USE DESIGNATION – URBAN RESERVE

- Staff recommendation:
 - Apply to large areas where comprehensive planning is needed before urbanization.
 - Apply to areas where infrastructure expansion is currently infeasible, but specific interim uses that don't require infrastructure expansion would be acceptable.



NEW LAND USE DESIGNATION – RESIDENTIAL MEDIUM HIGH DENSITY

- The City’s adopted Housing Element requires that the minimum density allowed in the High Density Residential designation increase from 14.1 to 20.1 units/acre.
- This change leaves a “density gap” between Medium Density Residential (8.1 to 14 units/acre) and High Density Residential (20.1 to 24 units/acre).
- Staff recommends that this new designation fill in the density gap, allowing 14.1 to 20 units/acre.
- Allows higher density multi-family residential uses, including townhomes, condominiums, and apartments, subject to appropriate standards.



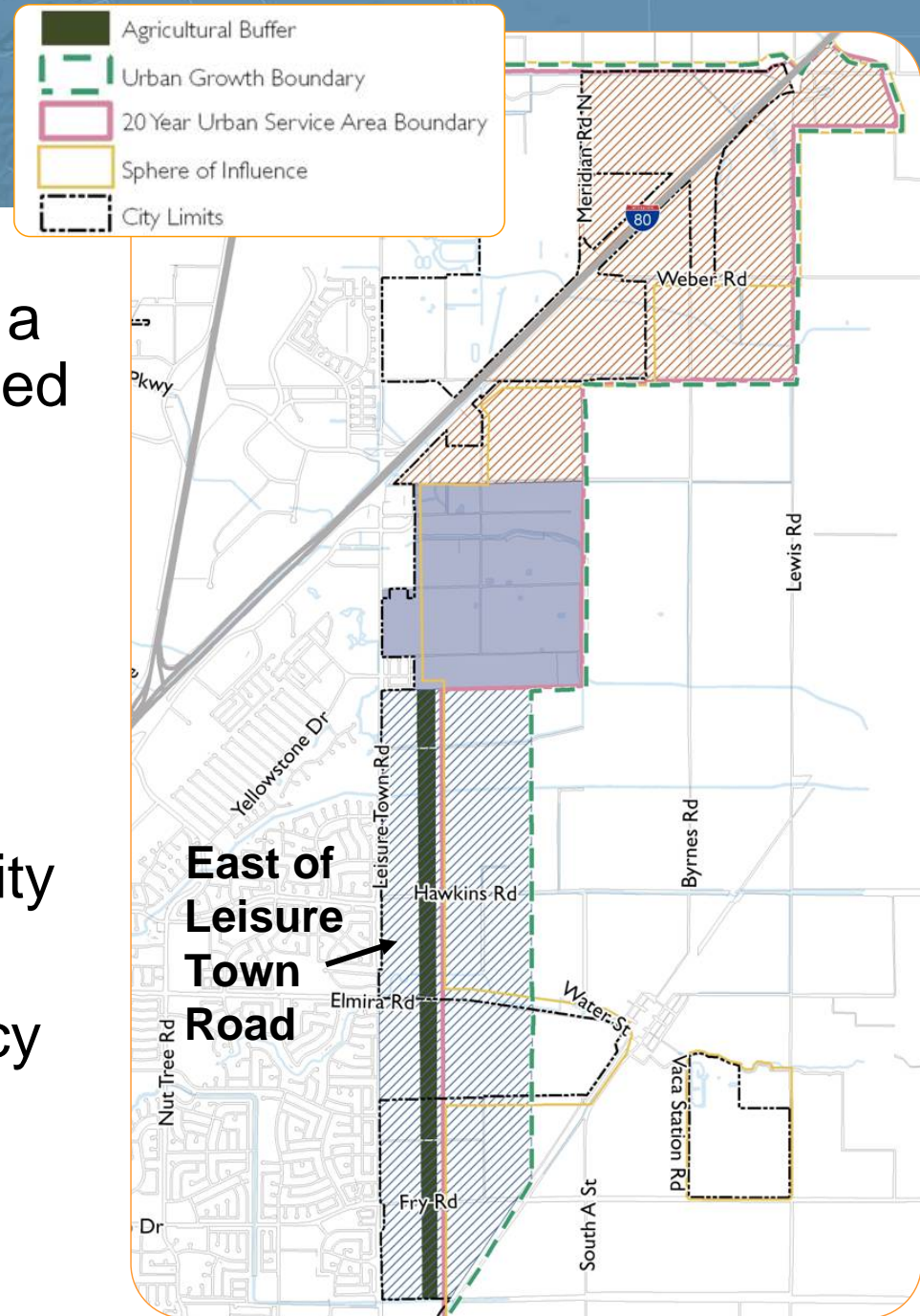
AGRICULTURAL BUFFER

- The 1995 Master Water Agreement with SID and existing General Plan establish a 500-foot buffer between agricultural and residential uses.
- The existing General Plan allows public or private recreational facilities, stormwater detention ponds, tree farms, and wholesale nurseries in the buffer.
- Development in the East of Leisure Town Road Growth Area will require an amendment to the 1995 Agreement.
- The City and SID must agree on the width and location of the buffer and its allowed uses.



AGRICULTURAL BUFFER

- The SID Board has indicated a preference for limiting permitted uses within the buffer to passive recreational uses, passive open space uses, and/or passive forms of alternative energy facilities.
- Steering Committee input is important to help guide the City in negotiations with SID.
- Solano County ag buffer policy would require buffer on City side of UGB.

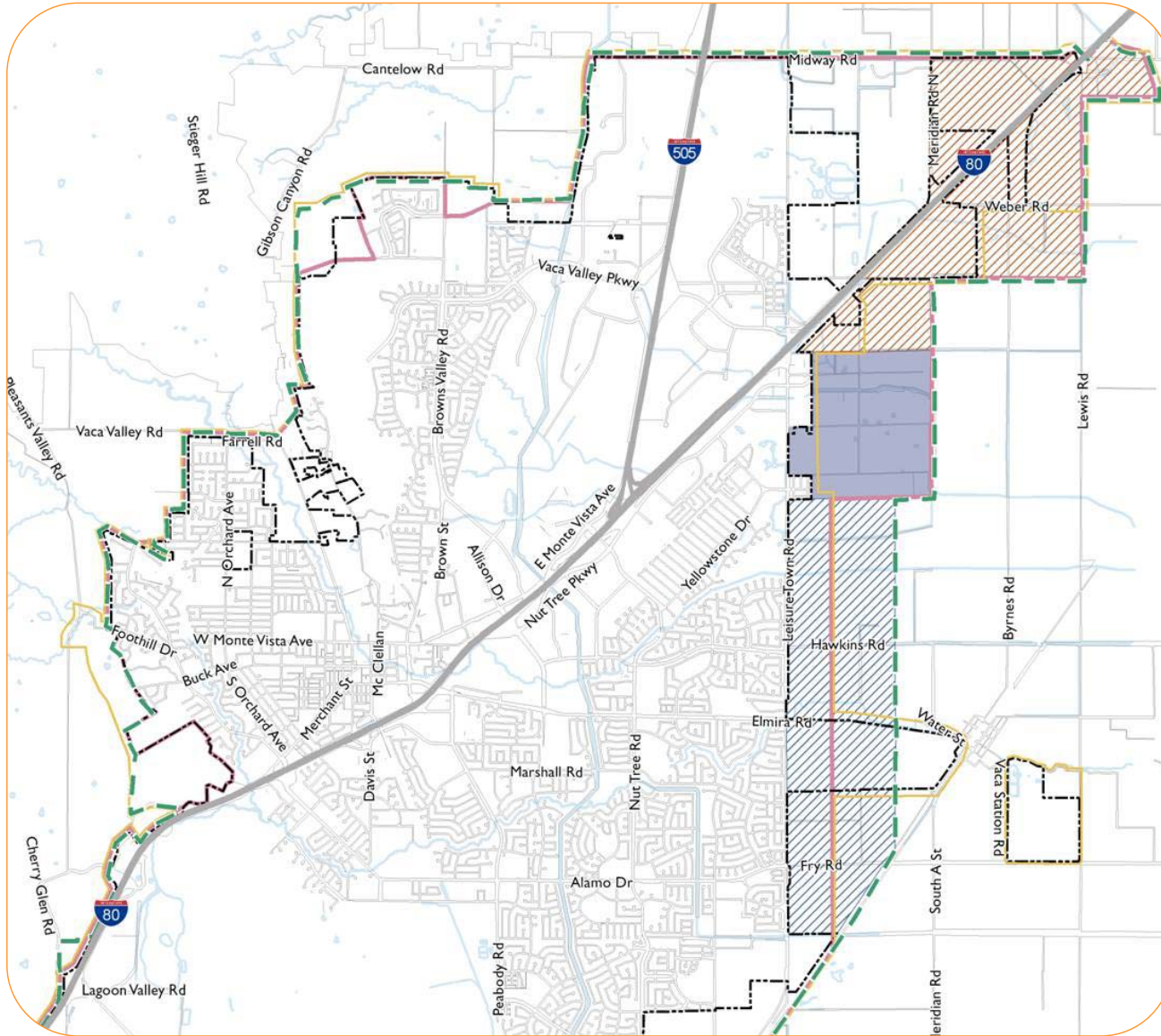


AGRICULTURAL BUFFER

- Staff recommendations:
 - 500-foot width.
 - Require landscaping at Urban Growth Boundary (UGB) to discourage unlawful access.
 - Allow buffer to be located outside of UGB. Consider policies to ensure City standards still apply.
 - Limit uses to passive open space uses, such as detention basins, pedestrian and bicycle trails, and alternative energy facilities.
 - Development in Growth Areas shall fund buffer creation and maintenance.
 - Establish a mechanism to collect impact fees, require conservation easements, and fund ongoing maintenance.



NEW GROWTH AREAS



-  East of Leisure Town Road
-  Northeast Area
-  Urban Growth Boundary
-  20 Year Urban Service Area Boundary
-  Sphere of Influence
-  City Limits



NEW GROWTH AREAS

- New development in the Growth Areas will require public services and facilities, including roads, sewer lines, stormwater drainage, water treatment and distribution, schools, and police and fire protection.
- To help plan for these services, the existing General Plan requires specific plans for areas like the Growth Areas.



NEW GROWTH AREAS

- Staff recommendation:
 - Require specific plans for both Growth Areas to ensure coordinated land uses, public facilities, and public services.
 - As part of the specific plan, require diagrams and/or definitions of land uses, major public facilities, phasing, and infrastructure financing mechanisms.



NEW GROWTH AREAS: HOUSING MIX

- The City's housing mix policy is that new development should provide 60% low density, 20% moderate density, and 20% high density.
- Per City Council direction on the preferred land use alternative, the East of Leisure Town Road Growth Area is not required to provide 20% high density housing.
- City Council recommends retaining this housing mix policy citywide.



INFRASTRUCTURE IN POLICY PLAN AREAS

- Policy plans help the City to strategically plan for new growth in the industrial and business parks.
- Policy plans allow a wide range of land uses.
- This flexibility can make it difficult to plan for adequate infrastructure.
- The General Plan Update is focused on three policy plans with significant vacant land and infrastructure constraints: Interchange, Vacaville-Golden Hills, and Vaca Valley Business Parks.



INFRASTRUCTURE IN POLICY PLAN AREAS

- In July, the Steering Committee discussed this issue and recommended the following:
 - Maintain development flexibility.
 - Consider long range development in infrastructure planning; provide infrastructure that will entice businesses to Vacaville.
 - The City should remain in control of allocated sewer capacity; sewer capacity should not be a commodity.
 - Reallocate unused sewer capacity.
 - Obtain usage commitments before building infrastructure to avoid over-building.



INFRASTRUCTURE IN POLICY PLAN AREAS

- Staff recommendation: Consider the following policies:
 - Do not approve development in the policy plans unless the applicant demonstrates that the project will not exceed infrastructure capacity and conforms to the City's infrastructure master plans.
 - Encourage dry businesses (e.g. office development and warehousing facilities) to locate in the policy plans.



PARK ACQUISITION AND MAINTENANCE

- City park service standard is 4.5 acres of parks per 1,000 people.
- Park service standard is not being met; currently at 3.43 acres per 1,000 people.
- Parks are needed particularly in western, central, and northeastern Vacaville.
- Funding for parks is limited.
- City currently requires a Lighting and Landscaping Maintenance Assessment Districts be formed to help maintain parks.



PARK ACQUISITION AND MAINTENANCE

- Staff recommendation:
 - Adopt a Quimby Ordinance.
 - Continue to purchase new parkland using impact fees.
 - Require new development over 300 units to provide parkland.
 - Adjust park impact fees to more accurately reflect the cost of developing parkland.
 - Maintain the City's park size standards: 6-9 acres for Neighborhood Parks and 10-40 acres for Community Parks.
 - Improve/develop Centennial Park to meet the City park standard of 1.0 developed park acres per 1,000 residents.



PARK ACQUISITION AND MAINTENANCE

- Staff recommendation (continued):
 - Allow parks smaller than the minimum only in areas where there is a shortfall of parkland or when new development will fund ongoing maintenance.
 - Allow space dedicated to community gardens in new Neighborhood Parks.
- Choose one of the two following options:
 - Continue current policy of requiring individual new LLMADs for new development projects and leaving existing neighborhoods outside of LLMADs.
 - Implement a citywide Lighting and Landscaping Maintenance Assessment District (LLMAD) to fund park maintenance.



STEERING COMMITTEE DISCUSSION



NEW LAND USE DESIGNATION – MIXED USE

Definition:

- The Mixed Use designation allows and encourages different but compatible uses to be located in close proximity to each other. A common example is a single structure or a group of physically integrated structures that combine residential uses with commercial, public, entertainment, and/or office uses. In multi-story mixed-use developments, the ground floor uses are predominantly nonresidential with the purpose of supporting pedestrian activity. Since this designation allows for both residential and commercial uses, a wider residential density range is established, along with an appropriate FAR.

This designation applies to urban areas with major roads, adequate infrastructure, and amenities to support higher densities. Townhomes, garden apartments, apartments, and condominiums would typically be found in this designation.



NEW LAND USE DESIGNATION – MIXED USE

- Staff recommendation:
 - Allow 20 to 24 units/acre, which is equivalent to the High Density Residential designation.
 - Allow 1.0 maximum FAR.
- Seeking Steering Committee guidance on the following:
 - Should single uses be allowed or prohibited?
 - Is the recommended density range appropriate?
 - Is the recommended FAR allowance appropriate?



NEW LAND USE DESIGNATION – TECHNOLOGY PARK

Definition:

- This designation applies to sites of at least 100 acres in size. Development in this designation must provide a landscaped setting, and may include office centers, research-and-development facilities, technology facilities, and, medical and institutional uses. Secondary uses may include limited industrial activities, small-scale warehousing and distribution operations, and limited retail sales accessory to these areas. Commercial uses and services for employees and businesses (e.g. delicatessens, child care, dry cleaners, and branch banks) shall be required as a means of reducing trips and vehicle miles traveled. These uses shall be centrally located and have adequate pedestrian access. The commercial uses and services shall be an ancillary, rather than a primary, use.



NEW LAND USE DESIGNATION – URBAN RESERVE

Definition:

- The Urban Reserve designation is applied to relatively large and contiguous geographic areas where comprehensive planning must occur prior to urbanization. The purpose of assigning the Urban Reserve designation to these large, undeveloped areas, rather than specific land use designations, is to provide guidance regarding the vision and types of land uses allowed while still allowing flexibility in the location of these uses. This designation is also appropriate for areas where it is currently infeasible to extend utilities infrastructure to serve new development, but where specific interim uses that don't require such infrastructure would be acceptable.



NEW LAND USE DESIGNATION – RESIDENTIAL MEDIUM HIGH DENSITY

Definition:

- To provide opportunities for multi-family residential uses, including townhomes, condominiums, and apartments, subject to appropriate standards. The base density is 14.1 units per gross developable acre, and the maximum potential density is 20 units per gross developable acre.



AGRICULTURAL BUFFER

Draft policy on width:

- Maintain a 500-foot agricultural buffer between all residential development and agricultural lands on the periphery of the city, located east of Leisure Town Road, south of the Locke Paddon Community, and north of the railroad tracks. The portion of the buffer that is located adjacent to the PG&E easement and inside the Urban Growth Boundary 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.



AGRICULTURAL BUFFER

Draft policies on location and City jurisdiction:

- The agricultural buffer may be located within, partially within, or completely outside of the Urban Service Area and Urban Growth Boundary. The PG&E easement may be used as part of the agricultural buffer.
- Coordinate with Solano County to encourage the City's agricultural buffer policies (e.g. allowed uses and landscaping requirements) to be applied to the portion of the buffer that is located outside of the city limit.
- Require that all land used as an agricultural buffer located inside or outside of the city limits be placed in a conservation easement that precludes incompatible agriculture or urban uses.



AGRICULTURAL BUFFER

Draft policy on allowed uses:

- Uses within the agricultural buffer shall be limited to passive open space uses that are not accessed by a large number of employees or the general public. Permitted uses include:
 - Passive open space uses such as detention basins
 - Passive recreational uses such as pedestrian and bicycle trails
 - Alternative energy facilities



AGRICULTURAL BUFFER

Draft policies on funding:

- The cost of the agricultural buffer creation and ongoing maintenance shall be funded by new development.



NEW GROWTH AREAS

Draft policies:

- Specific plans shall be prepared for both the East of Leisure Town Road and Northeast Growth Areas to ensure that coordinated plans for land uses, public facilities, and public services are created for each area.
- The specific plans for the East of Leisure Town Road and Northeast Growth Areas shall include a diagram showing the distribution of land uses (including the ag buffer) and define permitted and conditionally permitted land uses, major public facilities (including schools, parks, roads, and water, sewer, and drainage facilities), phasing, infrastructure financing mechanisms, and any other elements that may be needed to ensure an orderly development process with minimal adverse impacts.



INFRASTRUCTURE IN POLICY PLAN AREAS

Draft policies:

- New development in the aforementioned Policy Plan areas shall demonstrate to the satisfaction of the Public Works Director that the project will not exceed available infrastructure capacity, and conforms to the latest adopted Water and Sewer Master Plans, Northeast Sector Sewer Master Plan, and current Wastewater Collection and Treatment Master Plans.
- Encourage “dry” businesses, or businesses that do not require intensive wastewater collection capacity, to locate in the policy plan areas in the Interstate 505 corridor. These types of businesses include office development and warehousing facilities.



PARK ACQUISITION AND MAINTENANCE

Draft policies on acquisition:

- Implement a Quimby Ordinance requiring that park placement be considered and incorporated in the subdivision process.
- Continue to purchase new parkland with park development impact fees.
- Require new development of 300 units or more to include adequate parkland to serve new residents as part of the development.



PARK ACQUISITION AND MAINTENANCE

Draft policy on construction:

- Adjust park impact fees to reflect a more accurate cost of developing park land based on real development costs. Include an adjustment factor for changes in the cost of construction.

Draft policy options on maintenance:

- Implement a citywide Lighting and Landscaping Maintenance Assessment District (LLMAD) to fund park maintenance.
- Continue current policy of requiring individual new LLMADs for new development projects and leaving existing neighborhoods outside of LLMADs.



PARK ACQUISITION AND MAINTENANCE

Draft policies on size:

- All new parks shall be provided in accordance with the following park size standards:
- New neighborhood parks must be a minimum of 6 acres in size, and up to 9 acres as needed to serve the local service area, except smaller parks may be approved for infill areas where there is a documented shortfall of parkland.
- New community parks must be a minimum of 10 acres in size, and up to 40 acres as needed to serve the local service area.



PARK ACQUISITION AND MAINTENANCE

Draft policies on size (continued):

- Vacaville's only "City" park (Centennial Park at 265 acres) shall be developed to provide a minimum ratio of 1.0 acres per 1,000 residents. Only the city park acres that are improved shall be included (counted) as developed parkland.
- Allow new development projects to provide smaller than the minimum standard parks only where there is a well documented shortfall of parkland.

Draft policy on community gardens:

- New neighborhood parks shall include space dedicated for a community garden use.



NEXT STEPS

- Policy Development:
 - Steering Committee Meeting #16, Policy Options, Part 2: December 1st, 2011, 6:00 PM, Council Chambers
 - Steering Committee review of the Draft General Plan in summer 2012.
- Preferred Land Use Alternative:
 - City Council Meeting #7: December 13th, 7:00 PM, Council Chambers
- Check www.VacavilleGeneralPlan.org for updates!





GENERAL PLAN UPDATE

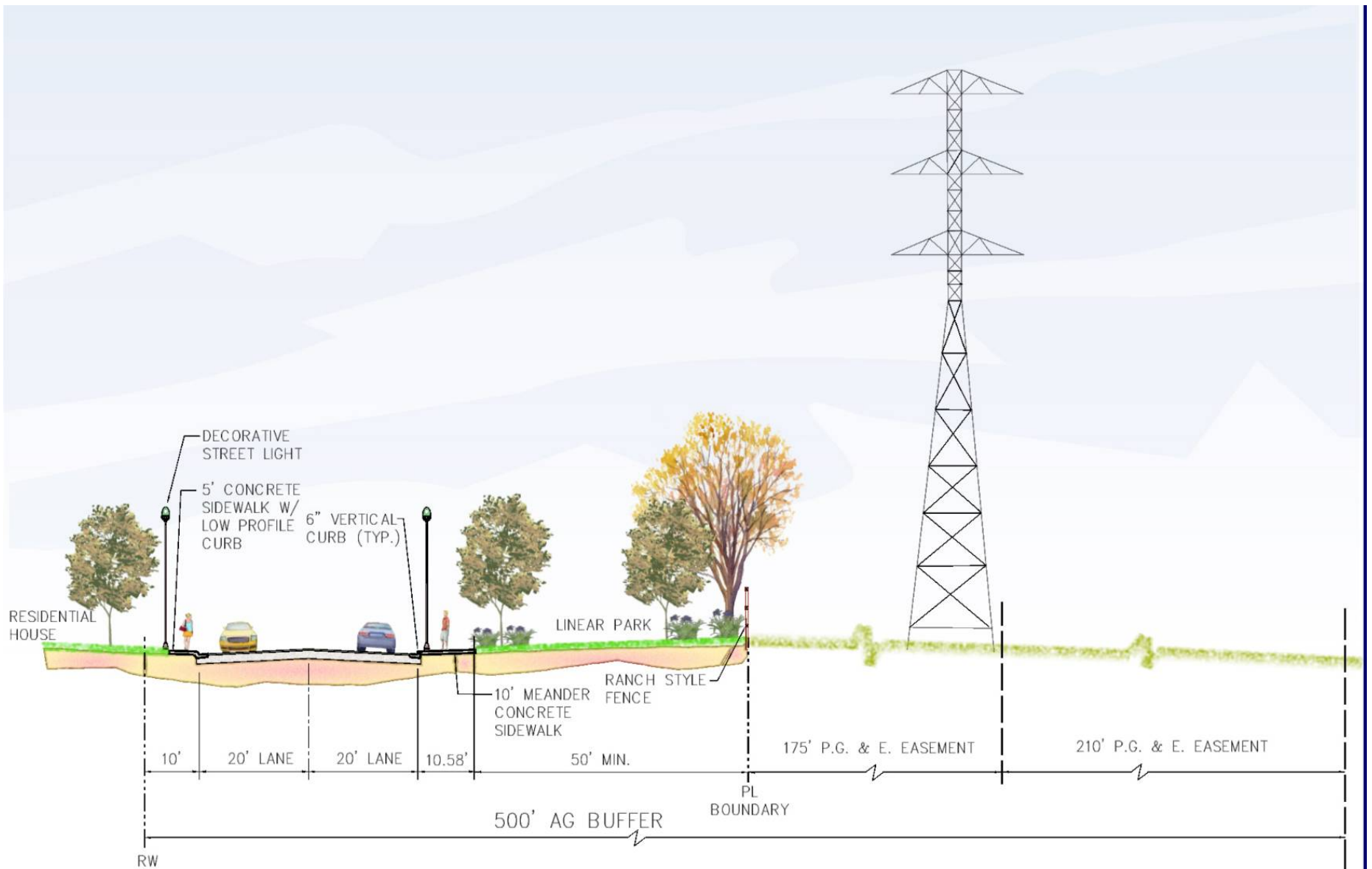
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AGRICULTURAL BUFFER



NEW LAND USE DESIGNATION – MIXED USE

Examples from other jurisdictions:

- City of Tracy – Village Center:
 - Allows single commercial uses.
 - Allows 12-25 units/acre and 1.0 FAR.
- City of Livermore – Neighborhood Mixed Use:
 - Allows single commercial or residential uses.
 - Sub-designations allow between 2 and 8 units/acre and 0.3 FAR.
- The City of Fairfield allows mixed use at specific locations with varying density and intensity allowances.



NEW LAND USE DESIGNATION – URBAN RESERVE

- Example from the City of Tracy:
 - Apply to large areas where comprehensive planning is needed before urbanization.
 - Provides a vision statement for each Urban Reserve, along with specific principles for its development.



AGRICULTURAL BUFFER

Examples from other jurisdictions:

- Solano County:
 - Must be at least 300 feet in width.
 - Locate on developable land.
 - Fund by impact fees or on-going maintenance fees.
- City of Tracy:
 - Must be of sufficient size to protect the agricultural land.
 - Locate on developable land.
 - The City will not assume maintenance responsibility.
- The City of Fairfield allows agricultural and recreational uses within the buffer.



PARK ACQUISITION AND MAINTENANCE

Examples from other jurisdictions:

- City of Tracy:
 - Park standard of 4 acres per 1,000 people; considering increase to 5 acres.
 - Requires that new development provide parkland or pay in-lieu fee.
 - Identifies the following park types:
 - Mini-parks (1-3 ac)
 - Neighborhood Parks (4-12 ac)
 - Community Parks (13-50 ac)
 - Regional Parks (>50 ac)
 - Linear Parks (size varies)
 - Special Use Parks (size varies; allows community gardens)



PARK ACQUISITION AND MAINTENANCE

Examples from other jurisdictions (continued):

- City of Fairfield:
 - Neighborhood Parks (5 to 7 acres) - 1.5 developed acres per 1,000 residents.
 - Community Parks (40 acres) – 2 developed acres per 1,000 residents.
- City of Livermore:
 - Park standard of 5 acres per 1,000 residents.
 - Requires that new development provide parkland or pay in-lieu fee.

