

Chapter 3
Planning Constraints & Boundaries

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Chapter 3 Planning Constraints & Boundaries

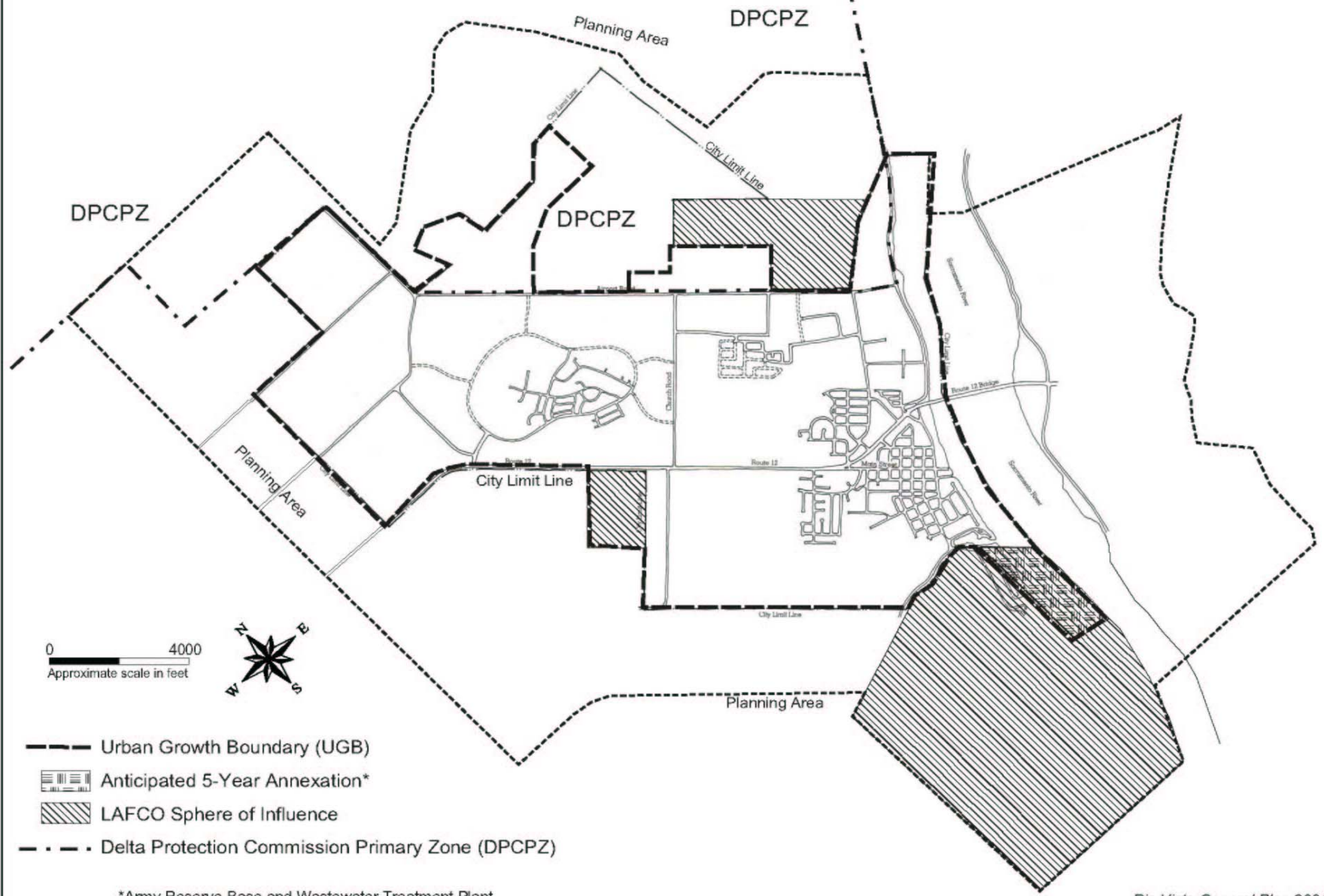


A. Introduction

As in most places in California, planning for the City of Rio Vista is influenced by the planning policies of outside agencies (federal, state, and regional), including those of the county in which the town is located. Because Rio Vista is located in Solano County but directly abuts Sacramento County, the policies of both counties affect the community. This is especially true of policies that affect the rural areas immediately outside the City's corporate limits. In addition, growth is constrained by environmental and regulatory factors concerning natural features or public facilities that require separation from or create barriers to urban uses, such as the Sacramento River, wetlands, and the airport. This chapter considers these planning constraints and provides policies to ensure that:

- Growth occurs in an orderly, compact, and efficient manner—allowing for municipal services and infrastructure to be extended at the least possible cost;
- Impacts of urban development on agricultural operations are minimized;
- City and County planning efforts are complementary; and
- Urban development in the vicinity of Rio Vista occurs where adequate municipal services are available.

**Figure 3-1
BOUNDARIES MAP**



*Army Reserve Base and Wastewater Treatment Plant

Rio Vista General Plan 2001

In California, several types of boundaries are recognized legally in general plans and state law. The boundaries referenced in this chapter and throughout the General Plan are shown in *Figure 3-1*; they frame the discussion of planning issues for Rio Vista and are defined below.

City Limits. This corporate boundary defines the area in which Rio Vista has authority to legislate and govern. Local government has the primary responsibility for the planning and regulation of land uses within its city limits.

Sphere of Influence. A sphere of influence, herein referred to as SOI, is defined in California Government Code Section 56076 as “[unincorporated land that constitutes] a plan for the probable ultimate physical boundaries and service area for a local agency as determined by LAFCO.” LAFCO, or the Local Agency Formation Commission, is a local planning and regulatory authority empowered to review, and to approve or deny, local boundary changes and municipal reorganizations. LAFCO evaluates requests for changes to a city’s SOI in terms of the present and planned uses for the area, the present and probable need for public facilities and services in the area, the capacity of the municipality to serve the area, and the impact of the change on any social or economic communities of interest in the area. In addition, applications are evaluated as to their consistency with policies and standards of Solano and Sacramento Counties for both annexations and amendments to municipal SOI boundaries.

For a corporate annexation to be approved by LAFCO, the territory must be within the city’s SOI. In addition, State law requires that the city be notified by the county of any proposed land use changes or developments within its SOI and be given a chance to comment on the proposal for change.

Annexation. Annexation is the means by which an existing city extends its corporate boundaries. State law attempts to link local land use and open space policies to the annexation process, and requires the LAFCO to consider numerous factors in reviewing annexation proposals. Some of these factors include population density; land area and use; the need for organized community services; economic and social impacts on adjacent areas; conformity with LAFCO policies on providing planned, orderly, efficient patterns of urban development; and consistency with appropriate city or county general and specific plans. State law prohibits annexations by a city into more than one county.

Urban Growth Boundary. The urban growth boundary (UGB), sometimes referred to as an urban limit line, designates a boundary for future annexations and/or urban development. In Solano County, annexation and urban development are synonymous; policies for both Solano County and all cities in the County dictate that growth requiring municipal services can occur only inside municipal or city limits. In this chapter, Rio Vista establishes for the duration of this General Plan a UGB that is coterminous with the existing city limits, plus two small areas totaling less than 200 acres that are currently within the City’s LAFCO SOI.

Planning Area. A city’s planning area is distinct from its jurisdictional limits. Since the general plan is a policy document with a long-term perspective, a city’s general plan logically may include adjacent territory that the city ultimately expects to annex or serve, or that is of particular interest to the city. The planning area boundary established in general plans for most cities extends beyond their city limits, beyond their SOI, and beyond the geographical limits set

for urban growth (UGB). Typically, general plans also consider unincorporated lands outside these boundaries that constitute an area of concern for the city.

Areas of Concern. Not all lands in a planning area are necessarily designated for annexation into the city or SOI within the time frame of the General Plan. A city's planning area may include unincorporated land in which both the city and county have an interest. Land uses and policies of the county or nearby municipalities may result in direct environmental effects on the city (e.g., traffic, incompatible land uses, or economic competition).

Such unincorporated areas of common interest often are referred to as "areas of concern." Although not within its jurisdiction, a city may designate land uses for these lands to reinforce the current county policies or to indicate a different preference. For example, a city can express its support of agriculture by assigning an agricultural land use designation to lands within the area of concern that are also designated for agriculture by the county. Conversely, the city may designate land within the area of concern for a use different from that of the county, to indicate the city's preference for an alternative use of the area.

Consultation with neighboring jurisdictions ensures that land use decisions for areas of concern are mutually compatible. Typical problems that can result from lack of coordination between city and county planning policies are:

- Development or establishment of incompatible land uses in proximity to each other;
- Premature urban expansion without adequate supporting infrastructure or services;
- Premature elimination of agricultural operations;
- Inefficient land use and circulation patterns that can lead to increased public service costs;
- Encroachment into agricultural lands, reducing the amount of farmland available and subjecting the remaining farmland/operations to increasing conflicts and pressures from suburban neighbors; and
- Low-density residential development, dramatically increasing the area of agricultural land affected when compared to higher urban densities, due to the large amount of land needed to create "rural residential" subdivisions.

The Solano County LAFCO determines Rio Vista's SOI boundary. As shown in *Figure 3-1 (in the "Planning Area" section below, under "Setting")* this boundary includes unincorporated territory for which the City has committed to provide urban services and which the City expects to annex sometime during the planning period. Annexation cannot take place if the land is not within the SOI, unless the boundary has been amended to include the land in question. LAFCO has specific policies and standards governing amendments to the SOI and annexations.

The policies contained in this element address several boundary types, as described above. The boundaries as they pertain to Rio Vista are as follows:

- The city limits and SOI have nearly coterminous boundaries in most areas. The city limits and a portion of the remaining SOI establish Rio Vista's UGB.
- The planning area includes all land within the city and its SOI, extending into unincorporated lands for which the City has designated land uses.
- Although the areas of concern are not necessarily influenced by the General Plan, land use decisions in these areas could significantly affect Rio Vista.

The Planning Constraints & Boundaries element examines issues associated with population growth, as well as the constraints to growth, over the 20-year life of this General Plan. The element looks beyond the city boundaries to areas where changes in land use could profoundly affect the community's future. Performance standards are incorporated into some of the policy language and the implementing actions as a means of guiding the physical development and growth in Rio Vista.

B. Purpose and Authority

STATE GENERAL PLAN GUIDELINES FOR URBAN GROWTH

The way in which a city plans its surrounding area, as expressed in its general plan, can be an important statement of its future intent. It is one means by which city officials can indicate to state and local governments their concerns for the future of surrounding unincorporated lands. In fact, Government Code Section 65300 dictates that a city's general plan should go beyond the city limits to include "any land outside its boundaries which . . . bears a relation to its planning."

The State Office of Planning and Research (OPR) offers considerations in its *1998 General Plan Guidelines* for management of growth and development. The Guidelines state that "a growth management program will be more effective . . . if it is tied directly to the general plan rather than adopted independently [because] the general plan represents the most comprehensive statement of the community's general welfare as it relates to environment and land use matters." Since the general plan is based on population projections, growth management and development policies provide a reasonable basis for the general plan policies. The General Plan and, specifically, this element serve as a forum for balancing competing interests in an effort to direct growth and development in a way that will adhere to the Rio Vista Principles and community vision.

State and federal courts have defined several principles that must be observed in establishing a growth management system, as follows:

- Local governments must act within the powers delegated to them by the State.
- Local government's use of police power must promote the public welfare.
- The actions of local governments must not discriminate on the basis of race, religion, age, or economic status—or toward newcomers.
- Land use controls must allow for some reasonable economic use of private property.
- Overly restricted land use regulation may result in compensation to the landowner.

PLANNING CONSTRAINTS OF OTHER AGENCIES

Every municipality is affected by policies of federal, state, regional, and other local agencies. The following plans specifically affect Rio Vista's boundaries and expansion potential.

DELTA PROTECTION COMMISSION REGIONAL PLAN

The California State Legislature passed the Delta Protection Act of 1992, which created the Delta Protection Commission (DPC) to provide regional coordination of the Primary Zone of the legal Delta. The DPC developed a long-term *Land Use and Resource Management Plan* for the 487,265-acre Primary Zone of the Delta, which constitutes 71 percent of the legal Delta (Delta Protection

Commission, 1995). As stated in the Act, the goals of the management plan are to “protect, maintain, and, where possible, enhance and restore the overall quality of the delta environment, including, but not limited to agriculture, wildlife habitat, and recreational activities.” The Primary Zone of the Delta borders Airport Road and the northern boundary of the Gibbs Ranch.

The Delta Protection Act of 1992 acknowledges that agricultural land within the Delta is of significant value as open space and habitat for waterfowl using the Pacific Flyway. As such, the DPC’s Regional Plan is to protect agricultural land within the Primary Zone from the intrusion of nonagricultural uses. Land uses in all local general plans for areas within the Primary Zone must be consistent with the Regional Plan. The Secondary Zone consists of areas within the statutory Delta but not part of the Primary Zone. Land uses in local general plans for areas in the Secondary Zone are not required to conform to the management plan.

All DPC lands within the Rio Vista planning area are classified as part of the Primary Zone. The DPC Primary Zone boundary is shown in *Figure 3-1*. Since the DPC has jurisdiction over these lands in and adjacent to the Rio Vista city limits, the City’s general plan must be consistent with DPC policies. There are two scenarios for which exemptions are made: (1) lands annexed prior to the DPC’s inception in 1993, and (2) projects for which an EIR was certified under CEQA prior to 1993. The City’s proposed Northwest Wastewater Treatment Plan and the airport fall under these exemptions

SOLANO COUNTY GENERAL PLAN

All property within the Rio Vista city limits is under the jurisdiction of the City. The City Council makes all decisions regarding land use, circulation, public services, and similar issues within the city limits. Although the City is part of Solano County, the County Board of Supervisors has no direct decision-making authority regarding land use matters within the city limits.

Nevertheless, Solano County General Plan’s land use policies affect the City of Rio Vista. Voters approved Measure A in 1985; in 1995, the measure was extended to 2010. Measure A prohibits changing the use for land designated in the Solano County General Plan as agricultural or open space without approval by a vote of the County electorate. The Solano County General Plan requires that potential land conversion policies in urban areas give first priority to development of vacant land within urban areas that are currently served by public facilities and services, and second priority to the development of land adjacent to existing urban areas. According to Solano County’s Development Strategy Policy 4, “The unincorporated area shall not be developed with urban uses and urban services shall not be provided, except minimal public facilities and services essential for health, safety, and welfare.”

SACRAMENTO COUNTY GENERAL PLAN

Unlike Solano County, Sacramento County does allow urban growth outside municipal limits. However, the Sacramento County General Plan establishes urban growth/service boundaries that limit the areas in which the County will extend services necessary for urban development. Sacramento County policies prohibit consideration of land use amendments to the General Plan in areas outside the urban service boundaries. The portion of Rio Vista’s planning area that is

within Sacramento County is a large distance from the nearest urban service boundary, making the potential for urban development in that area most unlikely in the immediate future.

C. The Rio Vista Principles: Implementing the Community Vision

Preservation of the existing physical characteristics that define Rio Vista and the desire for new growth to reflect those characteristics are primary issues addressed in the Rio Vista Principles. The Rio Vista Principles that reflect the community's vision in the Planning Constraints & Boundaries element are listed below.

PRESERVE RIO VISTA'S SENSE OF COMMUNITY AND SMALL-TOWN CHARACTER

- *Rio Vista should still be recognizable to today's residents 30 years from now. New development should reinforce the characteristics that make Rio Vista unique. Existing neighborhoods should be examined and strengthened.*
- *Farmland and nature are important elements of the community. A clear edge between urban development and agriculture should be maintained.*

PROVIDE ADEQUATE AND ACCESSIBLE PUBLIC SERVICES AND FACILITIES TO ALL RIO VISTANS IN A FISCALLY HEALTHY AND RESPONSIBLE MANNER

- *Adequate public facilities—sewer, water transportation, public safety, parks, recreation, education and others—should be in place or assured in a timely fashion before new development projects proceed.*

D. Setting

The City of Rio Vista is presently experiencing a significant increase in growth and rapid conversion of land to residential development. This is a new phenomenon for Rio Vista, a small, rural community that has remained relatively unchanged for decades until the last 5 years. In contrast with most Bay Area communities and cities in Sacramento and San Joaquin Counties, Rio Vista experienced relatively low growth rates during the 1970s and 1980s, due in large part to its distance from the Interstate 80 and Interstate 5 corridors (25± miles from either highway). Population remained concentrated in the downtown urban core, with residences sparsely dotting the rural landscape immediately beyond.

During the early 1990s, the City began to experience the effects of development pressures from the Bay Area. Multiple large development projects, accompanied by requests for annexation, were proposed. City leaders encouraged these applications in the late 1980s as one solution to the fiscal crisis brought on by the dramatic downturn of the natural gas industry. The rapid change in growth rates and development patterns that followed triggered the need for the City to create a new vision of its future.

ANNEXATIONS

The Rio Vista City Council and Solano County LAFCO must approve all requests for annexation. The local LAFCO is made up of two members of the Solano County Board of Supervisors, two members who represent the seven incorporated cities in Solano County, and one independent public member.

The City's most recent annexations occurred in 1991, when the City amended its General Plan to permit the annexation of approximately 2,500 acres into the City. At the time of the annexation, the projected time frame for buildout of the area was 10-15 years. Since the annexation, approximately 800 new homes have been constructed as part of the Trilogy (formerly known as Summerset) and Homecoming subdivisions.

PLANNING AREA

Figure 3-1 is the City of Rio Vista's Boundaries Map of its planning area. The planning area includes the existing city limits and the SOI. The planning area also includes lands outside these limits, extending from Liberty Island Road across Highway 12, south and east of Azevedo Road, and north of Emigh Road. The planning area encompasses land north of Airport Road and south of the Yolo Bypass that are within the jurisdiction of the DPC's Primary Zone of the Delta. Finally, the planning area extends across the Sacramento River, north and south of Highway 12, into unincorporated Sacramento County. The City's SOI was amended in 1973 and in 1982 to include parts of the Montezuma Hills and areas within the jurisdiction of the DPC that are precluded from urban development.

GROWTH AND AGRICULTURAL LANDS

Much of the land within the city limits is presently in agricultural uses. The *Amendments to the 1985 Rio Vista General Plan* (City of Rio Vista, 1990) resulted in annexation of lands into the City that are appropriate for urbanization within the time frame of this General Plan. While the policies of this General Plan continue to support agriculture in the unincorporated areas adjacent to the city limits, the City has continued to move forward in its consideration of development proposals that would convert these annexed agricultural lands to urbanized uses. They include the Esperson and River Walk properties, Marks Ranch, and Gibbs Ranch.

PATTERNS OF DEVELOPMENT

New development that occurred from the 1950s to 1980s largely took place in small tracts that generally were contiguous to existing development. Annexations that took place in the late 1980s and early 1990s, totaling more than 2,500 acres, allowed development to be established in areas removed from the existing town. This occurred in two areas: Trilogy, where the development begins more than 1 mile from the nearest existing development on Highway 12 and the primary entrance is located about 2 miles away; and the Homecoming subdivision, which is adjacent to the designated industrial lands, about 1 mile from downtown. (*See the Introduction, Land Use and Community Character & Design elements for additional discussion on patterns of development.*)

AREAS OF CONCERN

The City of Rio Vista did not consider any areas of concern in its previous General Plan. The proposed areas of concern and the City's purpose and intent for such areas are discussed in the "Outlook" section below.

All Solano County unincorporated lands not previously developed are designated as agricultural, open space, or conservation lands by the County's General Plan. Although these policies are designed to prohibit any urban development outside the city limits, they do not affect the City's ability to annex undeveloped lands if LAFCO standards are met.

Areas of concern include:

- Highway 113
- Lambie Industrial Park
- Collinsville
- Montezuma Hills
- Yolo Bypass
- Liberty Island
- Ryer Island
- Portions of Sacramento County near Highway 12

E. Outlook

As Rio Vista anticipates significant growth over the next 20 years, the City can shape the patterns of growth within the context of this General Plan. Decisions to be made extend beyond the City's ultimate size, population, and boundaries—residents and developers alike need to know where growth is to be concentrated, which areas will be discouraged from development, where the urban edge will be, and what is planned for the future beyond that edge.

PLANNING AREA

The Association of Bay Area Governments (ABAG) has projected a population of 22,100 for Rio Vista in the year 2020. This estimate is based in part on 1991 annexations that added the land capacity for approximately 8,000 new housing units. The following assumptions were made for the discussion of future growth and formulation of policy in this General Plan:

- The ABAG projection will be accepted as the target population for planning and analysis purposes. 2020 is accepted as the end of this planning period or the buildout year.
- Evaluating and establishing policies for managing growth beyond the 21-year horizon (1999–2020) will be the task of future General Plan updates.
- The City's designation for land uses within the planning area but outside the city limits will be consistent with the Solano and Sacramento County General Plans (e.g., designations for agriculture and related uses). The SOI may be adjusted from time to time, with land use designations to be revised within the new or former SOI areas.

The City's SOI may be amended only when a significant portion of existing development capacity is built out, preferably in conjunction with a review of the General Plan within 5-6 years and perhaps coinciding with the next Housing element revision in 2006. Such timing of the review will help to ensure that housing availability is not adversely affected or the ability of the City to meet future housing needs as determined by ABAG. As a general direction, the expansion of these boundaries should not be considered prior to buildout of at least 50 percent of the total capacity of the lands currently within the area. An expansion could be considered if the buildout of a particular use reaches 50 percent prior to buildout of other uses reaching 50 percent. (For example, if industrial land reaches 50 percent buildout prior to housing, then the need for additional industrial land could be considered. In such a case, the expansion would be considered only for the particular use that has reached 50 percent buildout.)

ANNEXATIONS AND THE URBAN GROWTH BOUNDARY

The City presently has sufficient land to develop for all categories of land use. Therefore, the need for any new annexations during the time frame of this General Plan is not anticipated. Recognizing this fact, the framers of this General Plan intend to establish a UGB that limits future annexations to strict criteria, in order to limit growth to the projected population, retain the small-town character of the community, and minimize impacts on agricultural lands. As mentioned previously, the General Plan likely will be revisited in 5-6 years to determine

whether City growth and development policies remain consistent with the City's community vision and whether additional land is needed to meet the needs of its citizens in the areas of employment, housing, and recreation.

AREAS OF CONCERN

OPR's 1998 *General Plan Guidelines* discuss the need for a community to look beyond its jurisdictional boundaries toward areas in the region that could significantly affect the community's quality of life. The enactment of local growth management policies in many jurisdictions, particularly in the Bay Area, has tended to shift the direction of growth toward jurisdictions whose growth management policies are limited or nonexistent. By pushing growth toward the path of least resistance, local controls often have failed to produce the desired objective of reducing impacts from growth—the impacts simply shift from one area of the region to another.

Therefore, the City will continue to follow closely the land use decisions of neighboring Solano and Sacramento Counties, in order to ensure that development patterns and intensities do not dramatically shift in a manner that will adversely affect Rio Vistas and preclude the City from achieving its community goals. Specifically, the areas of concern in this General Plan include the areas of unincorporated Solano County, including the DPC's jurisdiction, and the east bank of the Sacramento River in unincorporated Sacramento County.

GROWTH AND AGRICULTURAL LANDS

In addition to the direct benefits contributed by agriculture, a number and variety of indirect, yet equally important, benefits of agricultural land can affect the future growth and development of Rio Vista. The location, intensity, and nature of future growth can be greatly controlled by establishing an agricultural policy that requires careful evaluation of alternatives and definite proof of the public need for the proposed development, before allowing any non-agricultural conversion. Such a policy can be used to maintain reasonable levels of growth by directing growth to those areas where it is most appropriate.

The location of future growth can and should be controlled. This is a crucial policy area, given the City's prospects for nearly full buildout within the next 20 years. The timing of growth is especially important due to the cost of providing services to urban areas. Continuing support of agricultural activity in the farmlands adjacent to the city limits will discourage speculative buying of agricultural land and serve as an effective tool in controlling and directing urban expansion.

PATTERNS OF DEVELOPMENT

Land is expected to convert at a fairly rapid rate from vacant or agricultural to residential, commercial, and industrial uses. The City's Land Use element allows for development at urban densities out to the city limits. In fact, the Community Character & Design element encourages development patterns that extend out from existing development, thereby avoiding previous patterns of leapfrog development. Streets stubs will be required at the edge of subdivision projects to facilitate tie-in of future adjacent developments to existing infrastructure.

Large tracts of land that comprise the Esperson and River Walk development areas are likely to be multi-phased developments. The City will encourage the first phases to tie into existing development close to town, at Esperson Court/Sierra Drive and Drouin Drive, respectively. This pattern is preferred over any development proposal beginning in the Church Road/Highway 12 area.

Due to the large expanses of agricultural land adjacent to the city limits and the County's policy of confining urban growth to within municipal boundaries, no greenbelt or urban separator will be required at the urban edge. The Rio Vista Airport serves as a buffer on the north side of the City due to development restrictions under the *Airport/Compatibility Land Use Plan* (ALUP) and the ALUP Ordinance. The Sacramento River, which precludes further development to the east, serves as a buffer from neighboring Sacramento County.

In cases where an agricultural buffer is required to mitigate any impacts created by the ag-urban interface, the General Plan provides several tools to give developers flexibility in project design through the use of density transfers, agricultural easements, land transfer to non-profit farmland trusts, and binding agreements between developers and agricultural land owners.

F. Goals, Policies, and Implementing Actions

The implementing actions associated with each policy are fully described at the end of this chapter.

PLANNING AREA / AREAS OF CONCERN

GOAL 3.1 TO MAINTAIN WELL-DEFINED BOUNDARIES AT THE EDGE OF URBAN DEVELOPMENT.

Policy	Implementing Action
3.1.A The planning area for 2020 shall coincide with the line shown on the official General Plan Land Use Map in the Land Use element and the Boundaries Map in this element.	PCB-1 <i>Land Use Map</i> PCB-2 <i>Boundaries Map</i>
3.1.B Land uses within the planning area but outside the City's sphere of influence shall be consistent with the Solano County General Plan, specifically its policies related to agricultural land uses.	PCB-3 <i>Interagency Coordination</i>

GOAL 3.2 TO ENSURE PUBLIC HEALTH AND SAFETY BY MAINTAINING ADEQUATE BUFFERS BETWEEN AGRICULTURAL LAND AND URBANIZED AREAS.

Policy	Implementing Action
3.2.A Development projects shall be reviewed on a case-by-case basis to ensure that adequate buffers are maintained between urban and agricultural lands, while giving developers flexibility in design at the urban edge.	PCB-1 <i>Land Use Map</i> PCB-4 <i>Development Review</i>
“(Refer to discussion, goals, policies of Chapter 10, Resource Conservation and Management, Policies 10.2 A – C; RCM 14)	

ANNEXATIONS

Although the City does not anticipate the need for any annexations during the time frame of this General Plan, opportunities for unique development projects could require the annexation of small infill or contiguous parcels. If the City is presented with an innovative or unique project that cannot go forward without such an annexation, the City may consider the proposal and present it to the Solano County LAFCO for review and approval.

GOAL 3.3 TO ENSURE THAT FUTURE ANNEXATIONS SUPPORT THE COMMUNITY VISION FOR GROWTH, DEVELOPMENT, AND SERVICES.

Policy	Implementing Action
<p>3.3.A The City shall adopt an urban growth boundary that limits annexations and future urban development to the area delineated for this General Plan to the year 2020.</p>	<p><i>PCB-2 Boundaries Map</i> <i>PCB-3 Development Review</i></p>
<p>3.3.B The City shall ensure that additional lands are needed to achieve a jobs/housing balance prior to annexation.</p>	<p><i>PCB-4 Development Review</i> <i>PCB-5 Sphere of Influence Boundary Review</i></p>
<p>3.3.C Within the urban growth boundary, the City shall not consider requests for annexation until the City reaches at least 50 percent of buildout. An expansion could be considered if the buildout of a particular use reaches 50 percent prior to buildout of other uses reaching 50 percent. (For example, if industrial land reaches 50 percent buildout prior to housing, then the need for additional industrial land could be considered. In such a case, the expansion would be considered only for the particular use that has reached 50 percent buildout.) A property that has been added to the Sphere of Influence, has been found by the Planning Commission to meet the intent of the discussion under the “Annexations” heading above and is consistent with Policies 3.3 A, B, D, E and F, shall be deemed exempt from this policy.</p>	<p><i>PCB-4 Development Review</i> <i>PCB-5 Sphere of Influence Boundary Review</i></p>

3.3.D	As one of the key objectives of the urban growth boundary, the City shall require growth to move inward instead of out past the Brann Ranch along Highway 12.	PCB-1 PCB-4 PCB-5	<i>Land Use Map Development Review Sphere of Influence Boundary Review</i>
3.3.E	The necessary infrastructure shall be provided both within the urban growth boundary and to the particular site before development can occur.	PCB-5 PCB-6 PCB-7	<i>Sphere of Influence Boundary Review Five-Year Comprehensive Annexation Plan Capitol Improvement Program</i>
3.3.F	The City shall not approve requests for annexation of land that is not contiguous to City land on at least one side, except for City-owned properties.	PCB-5 PCB-6	<i>Sphere of Influence Boundary Review Five-Year Comprehensive Annexation Plan</i>
3.3.G	The City shall annex the Army Reserve Base site after the title of ownership is transferred to the City.	PCB-6	<i>Five-Year Comprehensive Annexation Plan</i>
3.3.H	The City shall annex the Rio Vista Wastewater Treatment Plant site and any other City facility not currently within the city limits.	PCB-6	<i>Five-Year Comprehensive Annexation Plan</i>

AREAS OF CONCERN

For the purposes of policy direction, the areas of concern will delineate lands that the City will proactively seek to maintain in uses compatible with its community vision. These areas of concern are for planning purposes only; the City has no intent of future annexation in these areas.

GOAL 3.4 TO FACILITATE PLANNING EFFORTS OUTSIDE THE CITY BOUNDARIES THAT ARE COMPATIBLE WITH CITY LAND USES AT THE URBAN EDGE.

Policy	Implementing Action
3.4.A The City shall consider areas of concern that extend from the city limits into	PCB-3 <i>Interagency Coordination</i>

Solano and Sacramento County jurisdictions in this General Plan, including lands where development or land use changes could significantly affect the community of Rio Vista.

These unincorporated areas of concern include:

- Highway 113
- Lambie Industrial Park
- Collinsville
- Montezuma Hills
- Yolo Bypass
- Liberty Island
- Ryer Island
- Portions of Sacramento County near Highway 12

3.4.B	The City shall recommend that Solano and Sacramento Counties not permit changes in zoning to increase density in the areas of concern.	<i>PCB-3</i>	<i>Interagency Coordination</i>
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GROWTH AND AGRICULTURAL LANDS

Existing federal policies and local land use controls throughout the country pressure farmers to sell their land for eventual development. As farmlands succumb to these development pressures, the ensuing developments intensify pressures on the remaining farmers to sell, which ultimately can result in unchecked growth and suburbanization of the rural landscape. Rio Vista recognizes that careful planning is needed to prevent this pattern from emerging in the farmlands surrounding its community. Prevention can be partially accomplished by providing a policy direction (in conjunction with Solano County’s Measure A) that recognizes agriculture as a viable land use and encourages such activity to continue in the unincorporated area, thereby curbing any trend toward land speculation

GOAL 3.5 TO RETAIN AGRICULTURAL LANDS BEYOND THE CITY’S URBAN EDGE.

Policy	Implementing Action		
3.5.A	The City shall not support growth into areas outside the City’s urban growth boundary.	<i>PCB-3</i> <i>PCB-8</i>	<i>Interagency Coordination</i> <i>Public/Private Partnerships</i>

3.5.B	The City shall actively oppose any requests for zoning change in unincorporated Solano County that would result in the conversion of productive agricultural land to urban uses in the areas of concern.	PCB-3 PCB-8	<i>Interagency Coordination Public/Private Partnerships</i>
3.5.C	Impacts of urban development on agricultural operations shall be minimized.	PCB-1 PCB-2 PCB-4 PCB-9 PCB-10	<i>Land Use Map Boundaries Map Development Review Density Transfer Transfer of Development Rights</i>
3.5.D	The City shall seek to remove from its sphere of influence and the urban growth boundary any agricultural lands that are placed in an agricultural land trust.	PCB-5	<i>Sphere of Influence Boundary Review</i>
3.5.E	The City shall support agricultural landowners outside the city limits in their requests for achieving land trust protection on their properties unless there is a clear or imminent conflict with City policies.	PCB-8	<i>Public/Private Partnerships</i>
3.5.F	The City shall actively oppose any annexation requests or other changes in land use designations that would allow agricultural lands to develop within the area of concern in Sacramento County.	PCB-3 PCB-8	<i>Interagency Coordination Public/Private Partnerships</i>
3.5.G	The City shall continue to support the Solano County/City Coordinating Committee's position of support for Solano County's Measure A and the policy stance that no urban development should occur in the unincorporated area.	PCB-3	<i>Interagency Coordination</i>

PATTERNS OF DEVELOPMENT

GOAL 3.6 TO ENSURE THAT GROWTH OCCURS IN AN ORDERLY, COMPACT, AND EFFICIENT MANNER, SO THAT MUNICIPAL SERVICES AND INFRASTRUCTURE MAY BE EXTENDED AT THE LEAST POSSIBLE COST.

Policy	Implementing Action
3.6.A Development patterns shall tier off of existing development and avoid leap frogging, even within the urban growth boundary and existing city limits.	<i>PCB-1 Land Use Map</i> <i>PCB-2 Boundaries Map</i> <i>PCB-4 Development Review</i> <i>PCB-5 Sphere of Influence Boundary Review</i>
3.6.B Development patterns shall extend primarily east to west along Highway 12 to the city limits. To the extent feasible, initial phases of new developments shall begin as close as possible to existing development near Drouin Drive, being contiguous from east to west.	<i>PCB-1 Land Use Map</i> <i>PCB-11 Zoning Ordinance Review and Update</i>

GOAL 3.7 TO ENSURE THAT GROWTH DOES NOT ENCROACH ON AREAS WITH HIGH-VALUE NATURAL RESOURCES.

Policy	Implementing Action
3.7.A The City shall continue to support prohibitions/restrictions on development within the Delta Protection Commission's Primary and Secondary Zones.	<i>PCB-3 Interagency Coordination</i>
3.7.B The City shall seek to remove lands from the existing sphere of influence that are currently within the boundaries of the Delta Protection Commission and any lands that are placed in an open space land trust.	<i>PCB-5 Sphere of Influence Boundary Review</i>

3.7.C	Development shall not extend south into the Montezuma Hills beyond the existing City boundaries. This policy shall be reviewed at the next General Plan update.	PCB-1 PCB-2 PCB-3 PCB-5	<i>General Plan Land Use Map Boundaries Map Interagency Coordination Sphere of Influence Boundary Review</i>
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GOAL 3.8 TO DIRECT GROWTH AWAY FROM AREAS CONTAINING LAND USES THAT ARE INCOMPATIBLE WITH FUTURE DEVELOPMENT.

Policy	Implementing Action
3.8.A	Development shall be compatible and consistent with the Airport Land Use Plan and designated airport restricted zones.
	<i>PCB-12 Airport/Land Use Compatibility Plan</i>

G. Implementing Actions for Planning Constraints & Boundaries (PCB)

Each of the following actions will be used, wherever appropriate, to implement the goals and policies of the Planning Constraints & Boundaries element.

PCB-1 LAND USE MAP *(To be adopted as part of this General Plan)*

The Land Use Map is shown as *Figures 4-2 and 4-3* in Chapter 4, "Land Use." These maps will serve as the basis for determining appropriate uses of land within the planning area. The Zoning Ordinance and other implementing ordinances shall be consistent with this adopted Land Use Map.

PCB-2 BOUNDARIES MAP *(To be adopted as part of this General Plan)*

The Boundaries Map, shown as *Figure 3-1* in this element, will be used primarily by the City, LAFCO, other local agencies, and developers during the process of evaluating proposed annexations and development projects at the urban edge. The City's urban growth boundary (UGB) or urban limit line, as shown on this map, designates the City's boundary for future annexations and/or urban development. The Boundaries Map will help ensure planned, orderly, and efficient patterns of urban development that are consistent with the Rio Vista General Plan goals and policies.

PCB-3 INTERAGENCY COORDINATION *(Existing)*

The City will continue to support the existing land use policies of Solano and Sacramento Counties for the areas surrounding Rio Vista. The City will participate, if necessary, with the Solano County Open Space and Farmlands Trust and other appropriate agencies and organizations to establish or maintain policies and develop implementation strategies that will result in the protection of prime agricultural land around the City's sphere of influence.

The City also will continue to support the Solano County Agricultural Commissioner's "Right-to-Farm" policies.

PCB-4 DEVELOPMENT REVIEW *(Existing)*

Impacts of proposed new development entitlements and/or future annexations will be evaluated with each proposal. Mitigation of significant impacts to the agriculture/urban interface will be required as conditions of approval of plans or subdivision maps. Agricultural buffers will be determined on a case-by-case basis, depending on adjacent agricultural uses.

Potential mitigation measures include the following "typical" mechanisms, as well as ad hoc measures to be applied to individual situations:

- Disclosure (e.g., deed of trust) of potential agricultural impacts to potential buyers of properties within 1,000 feet of a property line adjacent to crop or grazing land;
- Binding development agreement between the developer, the agricultural land owner, and the City – assuming that all are willing participants;
- Land transfer to a non-profit farmland trust; and
- Agricultural easements similar to aviation easements around airports (may be subject to legal restrictions).

PCB-5 **SPHERE OF INFLUENCE BOUNDARY REVIEW**
(Proposed)

The City will review the current sphere of influence (SOI) boundaries and recommend potential changes to the Local Agency Formation Commission (LAFCO). Potential changes include:

- Deleting portions of the SOI areas south of Montezuma Hills Road and north of Airport Road.

Any deletion would require at least one of the following findings:

- The area **cannot** feasibly be served by the City within 5 years.
- Adequate land remains within the city limits and remaining SOI to accommodate the housing and other land uses called for by the General Plan.
- The land has been placed in an agricultural lands trust or other permanent open space trust or conservation easement.
- Proposed land uses are consistent with Delta Protection Commission (DPC) policies; the area is not within DPC jurisdiction.

Any addition would require at least one of the following findings:

- The area **can** feasibly be served by the City within the General Plan time frame.
- The area meets LAFCO standards.
- The addition is consistent with other General Plan policies.
- The proposed use would fulfill a market need and would create public benefits that could not reasonably be accomplished elsewhere.

PCB-6 **FIVE-YEAR COMPREHENSIVE ANNEXATION PLAN**
(Existing)

Following adoption of its General Plan, the City will update and submit to the Solano County Local Agency Formation Commission (LAFCO) its Comprehensive Annexation Plan. This plan is a statement and analysis of the City’s growth plans, focusing in particular on the timing of growth and the annexations needed to support that growth. The purpose of the plan is to give LAFCO a context for evaluating the likelihood of significant growth. Within this context,

LAFCO can compare a proposed annexation to projected demand for growth and the existing supply of vacant land within the City.

LAFCO requires each city to submit a Comprehensive Annexation Plan and periodically requests that the plan be updated. The plan must be adopted at least every 5 years following major revisions to the City's General Plan. The plan should cover a 15-year time frame but can be extended to the horizon date of the City's General Plan, provided it does not exceed 20 years. At a minimum, the plan must include the following elements: urban growth strategy, infill strategy, and agricultural preservation strategy.

PCB-7 CAPITAL IMPROVEMENT PROGRAM
(Existing)

If urban services are required (e. g., water and sewer), it should be reasonable to expect that these services can be extended within 2 years of annexation. Examples of ability to serve the area would be proximity of existing facilities, planned extensions to neighboring properties, or the inclusion of the adjacent area in the City's Five-Year Capital Improvement Program.

PCB-8 PUBLIC/PRIVATE PARTNERSHIPS
(Proposed)

The City will work with Solano County, nonprofit organizations, and landowners to establish policies that will protect prime agricultural areas around the sphere of influence within the planning area, including a process to implement techniques such as transfer of development rights, agricultural easements, and farmland trusts.

The City will work with Solano County to establish mutually reinforcing goals of City-centered development in order to prevent the intrusion of rural residential into agricultural lands.

PCB-9 DENSITY TRANSFER
(Proposed)

A density transfer is a way of retaining open space by increasing densities—usually in compact areas adjacent to existing urbanization and utilities—while leaving historic, sensitive, or hazardous areas unchanged. In some jurisdictions, for example, developers can buy development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.

The City will permit a transfer of density from any required agricultural buffer area to other parts of the development. It is the City's intent that the density resulting from the transfer will not exceed the mapped density permitted by the residential land use designation on the portion of the property adjoining the buffer. The transferable density for any given site may be less than the maximum if the City determines that the land is incapable of accommodating the maximum density because of slope, geologic hazard, or other environmental factors.

PCB-10 TRANSFER OF DEVELOPMENT RIGHTS
(Proposed)

A transfer of development rights is a program that can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” site) to another (“receiver”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was zoned, with minimal environmental, social, and aesthetic impacts.

The City shall encourage the use of transfer of development rights (TDRs) in Solano County as a tool to preserving open space and establishing agricultural buffers. These programs establish a means by which landowners may agree to limit or eliminate development rights on their parcels in perpetuity, by donating or selling them to a County agency or non-profit land trust (e.g., California Rangeland Trust). The agency or land trust is responsible for ensuring that the owner adheres to the terms of the agreement. In return, owners receive reductions in property and estate taxes, as well as a charitable tax deduction or cash infusion.

PCB-11 ZONING ORDINANCE REVIEW AND UPDATE
(Proposed)

The City will conduct a review and update of its Zoning Ordinance to ensure its consistency with the goals, policies, and implementing actions of this element.

PCB-12 AIRPORT/LAND USE COMPATIBILITY PLAN
(Existing)

The City’s *Airport/Land Use Compatibility Plan* (ALUP) (Solano County Airport Land Use Commission, 1988), which the Solano County Airport Land Use Commission adopted by ordinance in 1988, sets forth the criteria that the Commission will use in evaluating land use plans and development projects in the vicinity of the Rio Vista Airport. The scope of the land use actions that are subject to review by the Solano County Airport Land Use Commission can be defined in terms of:

- The extent of the geographic area around the airport,
- The types of airport impacts that are critical to airport/land use compatibility, and
- The types of actions to be reviewed.

Policies addressing each of these topics are contained in the ALUP, together with the set of compatibility criteria used by the Commission when reviewing projects.