

Colusa County General Plan Update Issues and Opportunities Report

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Prepared for:



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A LAND USE PLANNING, DESIGN, AND ENVIRONMENTAL FIRM

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1.0 INTRODUCTION

State law requires every city and county in California to prepare and maintain a planning document called a general plan. A general plan is a “constitution” or “blueprint” for the future physical development of a county or city. As part of the General Plan Update process, the General Plan Background Report will establish a baseline of existing conditions in the County. This Issues and Opportunities Report identifies the challenges facing the community and provides an opportunity for citizens and policymakers to come together in a process of developing a common vision for the future.

In the summer of 2009, Colusa County began a two year process to update the County’s 1989 General Plan. The General Plan is the overarching policy document that guides land use, housing, transportation, infrastructure, community design, and other policy decisions throughout the unincorporated areas of Colusa County.

The following paragraphs describe a summary of the key component documents that are the building blocks of the Colusa County General Plan Update.

Background Report

The Background Report takes a “snapshot” of Colusa County’s current (2009) trends and conditions. It provides a detailed description of a wide range of topics within the county, such as demographic and economic conditions, land use, public facilities, and environmental resources. The Report provides decision-makers, the public, and local agencies with context for making policy decisions. The Background Report also serves as the description for the Environmental Impact Report (EIR) prepared on the General Plan.

General Plan Policy Document

The Policy Document is the essence of the General Plan. The General Plan must address at least seven issue categories or elements, to the extent that they are relevant locally: land use, circulation, housing, open space, conservation, noise, and safety. The County may also address other topics of community interest, such as economic development or agricultural resource preservation in the General Plan. The General Plan sets out the goals, policies, and programs in each of these areas and serves as a policy guide for how the County will make key planning decisions in the future, and how the County will interact with the Cities of Colusa and Williams, and other local, regional, State, and Federal agencies, and surrounding counties.

The Policy Document contains the goals and policies that will guide future decisions within the county. It also identifies implementation programs that will ensure the goals and policies in the General Plan are carried out. As part of the Colusa County General Plan Update, the County and the consultant team will prepare several support documents that will serve as the building blocks for the Policy Document and analyze the environmental impacts associated with implementing the General Plan. A description of these reports is as follows:

Issues and Opportunities Report

Based on public input from stakeholder interviews, community visioning workshops, focus group meetings, direction from County staff, and direction from the Planning Commission and Board of Supervisors, this report identifies key issues and opportunities to be addressed in the General Plan and identifies the various Land Use Alternative Maps that have been developed. The Issues and Opportunities Report will provide the Board of Supervisors with tools and information in order for them

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to select the preferred Land Use Map Alternative, and to provide direction to the General Plan update team and the Steering Committee for the development of the General Plan Policy Document.

Environmental Impact Report

The Environmental Impact Report (EIR) responds to the requirements of the California Environmental Quality Act (CEQA) as set forth in Sections 15126, 15175, and 15176 of the CEQA Guidelines. The Planning Commission and Board of Supervisors will use the EIR during the General Plan Update process in order to understand the potential environmental implications associated with implementing the General Plan. The EIR will be prepared concurrently with the Policy Document in order to facilitate the development of a General Plan that is largely self-mitigating. In other words, as environmental impacts associated with the new General Plan Land Use Map and Policy Document are identified; policies, programs and measures may be incorporated into the Policy Document in order to reduce or avoid potential environmental impacts.

1.1 PURPOSE OF THE ISSUES AND OPPORTUNITIES REPORT

The Issues and Opportunities Report provides a means of focusing the community's attention on key issues and opportunities that have major policy implications as Colusa County considers how to accommodate growth over the next 20-30 years, while balancing the County's economic development and natural resource needs. The Issues and Opportunities Report summarizes and proactively utilizes information derived from the community visioning workshops, stakeholder interviews, Draft Background Report, County staff observations, and input provided by the Planning Commission and Board of Supervisors.

This Issues and Opportunities Report includes three Land Use Map Alternatives that have been developed from input received during the community visioning workshops, staff input, and comments and direction from the Planning Commission and Board of Supervisors. Each of the three Land Use Map Alternatives is presented in detail in Section 3 of this report.

The County anticipates that the Issues and Opportunities Report will stimulate discussion and lead to confirmation and selection of courses of action to be reflected in the preferred Land Use Map and Policy Document, which will be prepared in collaboration with the General Plan Steering Committee.

The report purposely does not reach conclusions or suggest the manner in which the County should proceed in the development of the General Plan. Rather, it provides a forum to facilitate discussion on important issues.

1.2 ORGANIZATION AND CONTENT

This report is divided into three sections: Introduction, Issues and Opportunities, and Land Use Map Alternatives.

SECTION 1: INTRODUCTION

The Introduction section includes a description of the key steps and building block documents included in the General Plan Update process, a summary of the purpose of this report, identifies how the Land Use Map Alternatives and the Issues and Opportunities were identified, and describes the key next steps in the General Plan Update process.

SECTION 2: ISSUES AND OPPORTUNITIES

The updated Colusa County General Plan will address a lengthy list of issues. Many of these issues are defined by State Planning Law, while others reflect purely local concerns. Typically, in general plan update programs, the plan revolves around and is shaped by a handful of key issues or concerns. They most often concern growth, land use, economic development, transportation, or natural resource protection.

This report discusses issues and opportunities for eight key topic areas. These topic areas are not intended to match the Baseline Report chapters or the proposed Policy Document elements, but instead are based on the key points of discussion and areas of concern raised in the community visioning workshops. The topic areas are as follows:

- Land Use
- Agricultural Resources
- Transportation and Circulation
- Public Utilities and Infrastructure
- Natural Resources
- Safety
- Recreation and Tourism
- Economy

Each topic area section begins with a brief description of background information and a summary of the issues identified by participants at the community visioning workshops. Each topic area section is subdivided into subsections that discuss specific issues and opportunities. Finally, each topic area section concludes with a list of questions that frame the key policy considerations and choices. The key policy questions will be used to develop and evaluate General Plan alternatives and General Plan goals, policy, and programs.

SECTION 3: LAND USE MAP ALTERNATIVES

The General Plan Update will include a revised General Plan Land Use Map. The Land Use Map includes designations for each parcel in the unincorporated areas of Colusa County. This section includes an analysis and discussion of the three Land Use Map Alternatives that have been developed, and compares each of these alternatives to the existing (1989) General Plan Land Use Map. The following three Land Use Alternative scenarios have been developed:

1. Alternative 1- Economic Development Scenario
2. Alternative 2- Balanced Growth Scenario
3. Alternative 3- High Growth and Public Input Scenario

Section 3 includes a narrative summary of each alternative, county-wide and community-specific growth projections for each alternative, a discussion of the benefits and disadvantages of each alternative, and

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a summary of traffic, fiscal, and environmental implications for each alternative. The comparison of land use impacts focuses on the following topics:

- Land Use
- Agricultural Resources
- Transportation and Circulation
- Public Utilities and Infrastructure
- Safety and Environmental Constraints
- Natural Resources
- Recreation and Tourism
- Economy
- Fiscal Effects

The Planning Commission and the Board of Supervisors will review each Land Use Map Alternative, provide input and feedback regarding key policy questions and preferred land uses. Following guidance from the decision-makers, a Preferred Land Use Map will be prepared. The Policy Document will then be developed in a way that enhances and implements the selected Preferred Land Use Map. The guidance from the Board of Supervisors regarding the policy questions guide the Steering Committee in development of the Policy Document.

1.3 HOW KEY ISSUES WERE IDENTIFIED

The issues and opportunities described in this report were compiled from a wide range of sources including: public input at the community visioning workshops that were conducted during the initial phases of the GPU process, interviews with key stakeholders, key findings from the Background Report, County staff observations and input, and input from individual members of the Board of Supervisors and the Planning Commission.

All the issues and opportunities described in this report meet the following criteria: they can be influenced by the General Plan; they are subject to the legal authority of the County; the General Plan is an appropriate forum for addressing the issue; and they can be addressed as a policy issue. This report does not reach conclusions or decide the manner in which the County should proceed in the development of the General Plan. Rather, it provides a framework for future discussion of issues that are of key importance, and opportunities that could help shape future growth.

The major information sources used to compile this report are summarized below:

STAKEHOLDER INTERVIEWS

Between September 2009 and March 2010, the General Plan Consultants conducted interviews and outreach efforts with several key stakeholders in the county. These interviews and outreach efforts helped the General Plan Consultants gain perspectives and insights into the issues to be addressed by the General Plan Update. Key stakeholders contacted during these efforts include, but are not limited to:

- Maxwell Public Utilities District
- Arbuckle Public Utilities District
- City of Williams
- City of Colusa
- Colusa County Sheriff's Department
- Colusa County Assessor's Office
- Colusa County Department of Public Works
- Colusa Local Agency Formation Commission (LAFCO)
- Colusa County Library
- Colusa Rotary Club
- Colusa County Agricultural Commissioner
- Colusa County Department of Behavioral Health
- Colusa County Department of Health and Human Services
- Colusa County Department of Planning and Building
- Colusa County Office of Education
- Housing Authority (contracted through Glenn Co. HRA)
- Arbuckle Family Action Center
- Williams Migrant Camp
- Senior Information Center
- Colusa First 5
- Colusa County One-Stop Center
- Colusa-Glenn-Trinity Community Action Partnership
- Colusa County Chamber of Commerce
- Princeton Joint Unified School District
- Colusa County Farm Bureau
- Arbuckle Family Health Center
- Maxwell Unified School District
- Pierce Joint Unified School District
- Colusa Unified School District
- Stony Creek Joint Unified School District

COMMUNITY VISIONING WORKSHOPS

Between September and November 2009, the General Plan Update team held 5 public visioning workshops to help kick-off the General Plan Update process. A diverse group of county residents and stakeholders attended workshops in Stonyford, Maxwell, Arbuckle, Colusa and Williams. The workshops provided an opportunity for the public to offer their thoughts on what they like and don't like about their communities and the county and what important issues should be addressed in preparing the general plan.

Each workshop included a presentation by the consultant team that explained the role of the General Plan, an overview of the General Plan Update process, and an opportunity for the workshop participants to ask questions and seek clarification on the process and the role of the community. Workshop participants were asked to complete three exercises in order to provide information to the General Plan Update team.

Participant Survey Questionnaire

Workshop participants completed a brief informational questionnaire that solicited results on the following topics:

- General characteristics of participants
 - Years spent in Colusa County
 - Home ownership status
 - Employment inside or outside of Colusa County, etc.
- Roadway conditions and areas for improvement
- Public services and areas for improvement
- Opportunities for expanded economic development and employment
- Identification of areas where future growth should occur

Vision, Assets and Challenges Activity

Workshop participants were asked a series of questions, and answers were placed on post-it notes, and attached to poster boards throughout the room.

VISION

- What ideas do you have for the future of Colusa County?
- What would make your County better?

ASSETS

- What do you value most about Colusa County?
- What makes this a special place to live or work?

CHALLENGES

- What issues are facing the County that need to be addressed in the General Plan?

The most common responses to these questions are listed below.

VISION

- Maintain rural nature of the County by maintaining agricultural resources and focusing new growth around existing communities.
- Increase employment opportunities across the County.
- Increase recreational and tourism-based resources.
- Improve roadway and service infrastructure.

- Expand educational opportunities.

ASSETS

- Rural lifestyle and small-town community within the County.
- Abundant agricultural resources.
- Regional location and proximity to I-5, Bay Area, and Sacramento Area.
- Natural beauty and outdoor recreational opportunities.

CHALLENGES

- Lack of jobs and employment opportunities.
- Infrastructure in need of updating (roadway system, water and wastewater).
- Water shortages for potable use and agricultural use.
- Maintaining orderly growth while preserving agricultural resources.

Interactive Mapping Activity

Visioning Workshop participants were divided into groups of four to eight people, and asked to provide notes, comments and input on large County-wide maps. Groups were asked to outline areas where new growth and land uses should occur (housing, commercial, parks, open space, agriculture, etc) using color markers; identify areas where existing land uses should change; identify areas where new roadways should be developed; and provide any other thoughts or input that the group developed.

Each group presented their marked-up map to the rest of the workshop participants, and key concepts from each map were discussed and noted. These workshop maps were used during the development of the Land Use Map Alternatives, which are discussed in greater detail in Section 3 or this report. Each alternative reflects some component of public comment (e.g., increased employment opportunities, keeping growth in existing communities, and preservation of agricultural lands). Land Use Map Alternative 3 includes the majority of the input received during these activities.

COUNTY STAFF OBSERVATIONS

County planning staff has worked to organize a summary of the issues and opportunities in Colusa County, since the beginning of the Update program. This summary is based on County staff experience and observations through day-to-day work implementing the 1989 General Plan policies, discussions with Supervisors and Planning Commissioners, and through the identification of key issues not addressed by current policy. County staff then worked with the General Plan consultants to identify the most important issues and opportunities that could be addressed through an update of the General Plan.

GENERAL PLAN BACKGROUND REPORT

The General Plan Background Report is one of several key supporting documents to the General Plan. The Background Report provides information on a wide range of topics including demographics and economics, land use, agricultural resources, housing, transportation, public facilities and utilities, natural resources, recreational and cultural resources, safety, and noise. The Background Report does not

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contain policies; it is solely intended to provide a foundation or factual context for policy decisions. The Draft Background Report findings helped to identify key issues in the various aforementioned topical areas.

LAND USE MAP CHANGE REQUEST FORMS

Between November 2009 and January 2010, property owners in Colusa County were given the opportunity to submit General Plan land use designation change requests for their parcels to the Planning Department. Changes in existing General Plan designations were requested for approximately 20 parcels throughout the County. These requested changes were all included in Land Use Map Alternative 3, and many of the requested changes were incorporated into Land Use Map Alternatives 1 and 2 as well. Figure 1-1 illustrates the requested land use map changes.

1.4 NEXT STEPS IN THE GENERAL PLAN UPDATE PROCESS

The information in this report will be presented to the Planning Commission and the Board of Supervisors for review, comment and consideration. The Planning Commission will provide recommendations to the Board of Supervisors with respect to the preferred Land Use Map Alternative, and any key policy direction to be considered during preparation of the General Plan Update.

The Board of Supervisors will consider the recommendations provided by the Planning Commission, and will provide formal direction to County staff and the General Plan Update team with respect to the preferred Land Use Alternative Map, and the overall direction of policy development for the General Plan Update. In addition to identifying specific uses to be included on the preferred Land Use Alternative map, this guidance will direct the development of goals and policies and will be used to prioritize which programs for implementation over the life of the General Plan.

After direction from the Board of Supervisors has been received, the General Plan Update team will begin working with the Steering Committee to develop the goals, policies and programs for the General Plan Policy Document. The Steering Committee will be appointed by the Board of Supervisors, and will consist of County residents, stakeholders, and persons interested in participating in the development of the General Plan Policy Document. The Steering Committee will meet 8 to 9 times during development of the Policy Document. The General Plan Update team will begin work on the EIR concurrent with the development of the Policy Document.

Updates on the status of the General Plan Update will be posted to the General Plan website periodically: <http://countyofcolusageneralplan.org/>.

2.0 ISSUES AND OPPORTUNITIES

The updated Colusa County General Plan will address an extensive set of issues and opportunities. Many of these issues and opportunities are defined by State planning law, while others reflect local concerns and desires.

Typically, in a general plan update program, the plan revolves around and is shaped by a handful of key issues and opportunities. Key issues frequently concern growth, land use, agricultural preservation, economic development, transportation, public services and utilities, natural resource protection, safety, recreation, and tourism.

Despite the many challenges Colusa County may face, there are also opportunities to take advantage of over the time frame of the General Plan. Opportunities include areas of high paying job growth, community improvements, expanded services for County residents, and methods of boosting the local economy. However, due to fiscal limitations and regulatory requirements, the County may not be able to capitalize on or address all of the issues and opportunities identified in this report. Therefore, the County and its leaders and residents will need to make important choices during the General Plan Update process as to which issues and opportunities are most important to shape the vision of the County's future.

ISSUES

What is an Issue?

In the context of this report, an "Issue" is defined as an important condition or problem that needs to be addressed through the General Plan Update process.

Each issue is highlighted in a beige box. Following discussion of the issue, key policy questions associated with the issue are identified in italics.

OPPORTUNITIES

What is an Opportunity?

In the context of this report, an "Opportunity" is defined as a unique, favorable, or advantageous condition that the County can capitalize on through the General Plan Update process.

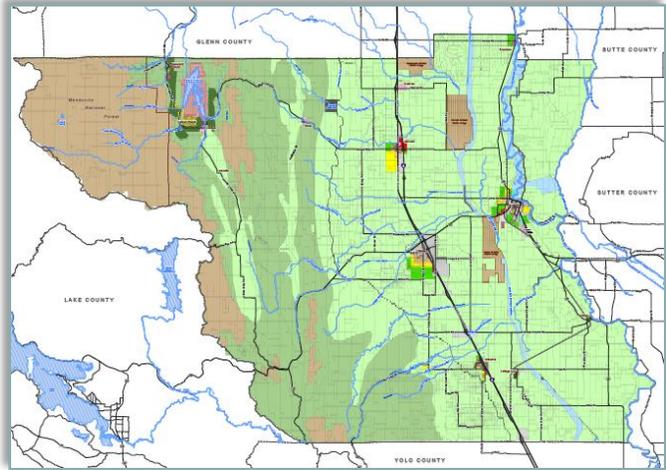
Each opportunity is highlighted in a teal box. Following discussion of the opportunity, key policy questions associated with the issue are identified in opportunity.

2.1: LAND USE ISSUES AND OPPORTUNITIES

2.1 LAND USE

The rural character, expansive open space and agricultural areas, and small-town character are among the County's most valuable assets. These land uses provide a basis for the County's strong agricultural industry, extensive forest and wildlife habitat areas, and close knit communities contribute to a quality of life that the County's residents treasure.

While land uses in the County are predominantly agricultural, higher intensities of residential and commercial development are located in and around the incorporated cities, Colusa and Williams, and in the communities of Arbuckle and Maxwell. The communities of Princeton, Stonyford, Grimes, and College City are more rural developments with primarily single family homes and limited community-serving commercial and public service uses.



Land uses are guided by the Land Use Map of the adopted 1989 General Plan. The Zoning Code provides a greater level of specificity in identifying permitted land uses and associated development standards.

Participants in the Visioning Workshops identified the following points as issues to address and points to consider in developing a vision of the County's future:

- Maintain the County's rural character and quality of life
- Designate additional lands for commercial and industrial uses near existing communities as well as along the I-5 corridor and Highway 20 corridor;
- Focus new residential development adjacent to and within existing communities;
- Promote in-fill development within existing communities;
- Orderly growth that avoids leapfrog development and isolated pockets;
- Make land use changes that address the County's housing and service needs;
- Prioritize creation of jobs over new housing; and
- Provide young people with a future in the County, in terms of employment and housing options.

Issue: Location and Amount of Growth

Throughout the Visioning Process, workshop participants consistently stated that growth needs to occur within or adjacent to existing communities.

The land use map alternatives were generally developed with the intent of focusing new residential growth areas within and around Arbuckle, College City, Maxwell, and Princeton, as well as adjacent to Colusa and Maxwell. However, Alternative 3 would result in the creation of a new community south of Arbuckle along Interstate 5 at the southern County line.

It is anticipated that the General Plan will include policies to discourage sprawl and leapfrog development. However, the location and amount of future urban residential and commercial growth is an important consideration to ensure that growth does occur in a well-planned manner that focuses on existing communities.

INCORPORATED CITIES

The cities of Colusa and Williams both have a significant number of pending and approved development projects that would result in substantial growth. Over the past 20 years, the growth rate in Williams has increased at an exponential rate and has been approximately triple the growth rates of Colusa and the unincorporated County. When the economy recovers and demand for residential development resumes, it is anticipated that there will be demand to develop a significant number of residential units in the SOIs of each city.

The 1989 General Plan Land Use Map designates the majority of lands within each city's SOI for urban-level land uses. Each of the Land Use Map Alternatives also designates lands within each City's SOI for Urban Residential, Commercial, Industrial, and/or Public/Semi-Public Uses. In order to serve new residential subdivisions that are developed at urban densities, it will be necessary to provide public water and sewer service. This may be true of a number of commercial uses as well. However, industrial uses can typically be served by an on-site well and on-site or community septic system, as demonstrated by industrial uses throughout the County.

If the County is designating lands as Urban Residential in an SOI, does the County want to be responsible for working with a developer to coordinate public water and sewer service for the project, or is it more appropriate for the developer to approach the City regarding annexation? This question demonstrates the need to consider whether lands planned for Urban Residential uses, and perhaps other uses, should be designated as Urban Growth Areas or another "placeholder" land use for future annexation.

CENTURY RANCH

Century Ranch provides a significant opportunity for both primary and second homes, if an adequate water supply can be identified. It is anticipated that the Economic Development and Recreation sections of the General Plan will include policies and programs designed to increase outdoor recreation activities in the western area of the County. Potential options in the vicinity of Century Ranch and Stonyford-Lodoga include an increase in hunting and fishing expeditions, new wildlife viewing areas, Sites Reservoir, and an off-highway vehicle park. If the Sites Reservoir is developed, the County will likely see an increase in employment associated with construction and operation of the reservoir as well as tourism and recreation.

Since the lots in Century Ranch have already been finished, this subdivision provides a unique

2.1: LAND USE ISSUES AND OPPORTUNITIES

Issue: Location and Amount of Growth

opportunity for residential growth. Many of the up-front costs associated with development (engineering and subdivision design, environmental studies, etc.) are not necessary because the lots have been finished and mapped. If there is a desire to increase recreation and tourism in this area of the County, options to provide adequate water and sewer to finish building Century Ranch could be explored. Options may include a lot consolidation program to increase the number of lots that can be served with an on-site well and septic system or, if the County opts to form a Redevelopment Agency, it could be included within a Redevelopment Area depending on the other uses/lands included in the area.

Key Questions

- *Should a larger amount of lands shown as Urban Residential or other urban levels of development be identified Urban Growth Area or another use (Agricultural Transition) to guide growth and reduce the potential for sprawl and leapfrog development?*
- *Should lands in the Colusa and Williams Spheres of Influence be designated for land uses that require connection to the public water and sewer systems, particularly Urban Residential Uses?*
- *Should lands in the Colusa and Williams SOIs be designated as Urban Growth Areas or other uses that can provide on-site water and sewer services, such as rural residential or industrial uses?*
- *Are adequate areas provided for future Rural Residential and Agricultural Transition uses?*
- *Should planning for development of Century Ranch be a priority in the next 10 years?*

Issue: Land Use Designations

RURAL RESIDENTIAL

The Rural Residential land use designations allow minimum parcel sizes that do not appear to be consistent with the intended uses of the designations. The 1989 General Plan states that the Rural Residential designation provides opportunities for semi-rural living with a minimum parcel size of one acre. The General Plan also indicates that these lots will be served by on-site septic systems or, in areas where existing RR lots are smaller than an acre, that a community sewer system may be necessary. The minimum lot size to support an on-site septic system for a residence is generally considered to be two acres, in order to provide an adequate percolation and disposal area for long-term septic use. Smaller lots can support on-site septic with properly engineered and maintained systems, but maintenance costs are higher and there is a greater potential for system failure. It is recommended that the County consider designating all areas that may have a one-acre or smaller minimum lot size as Urban Residential, since these sites will likely require public water and sewer service and require a minimum lot size of two acres for Rural Residential uses.

AGRICULTURAL TRANSITION

The Agricultural Transition land use designation, as described in the 1989 General Plan, serves a two-fold purpose: first, to identify areas already subdivided into small parcels (less than 10 acres) for ranchettes, small farms, and orchards, and second, to serve as a holding zone for future urban development. It is recommended that this land use designation be revised into two distinctly separate land use designations. The Agricultural Transition designation would serve to identify permanent transition zones between established communities and the outlying agricultural areas. This designation would recognize areas where land has already been subdivided into small parcels (less than 10 acres) for ranchettes, part-time farms, and orchards and to identify lands appropriate for development as a transition zone between urban areas and the large scale farms beyond. A-T parcels may be divided with a minimum lot size of 10 acres. A-T lands may also be developed with low-intensity commercial or industrial uses that are oriented toward agricultural operations.

UPLAND TRANSITION

The Upland Transition land use designation is described in the 1989 General Plan as being used to identify a limited number of sites near Stonyford and Lodoga. Minimum lot sizes of 10 acres are allowed if access is sufficient, water is available, and minimum slope-density requirements are met. However, this designation has been placed on 199 parcels totaling 4,099 acres. If these parcels were developed at the minimum lot size of 10 acres, a total of 410 residential units would be accommodated. It is recommended that the designation be revised to require a larger minimum lot size or that the portion of lands designated Upland Transition that have limited access and constraining slope conditions be redesignated to Agriculture Upland or General Agriculture designations.

Key Question

- *Should these revisions be made to the land use designations?*

2.1: LAND USE ISSUES AND OPPORTUNITIES

Issue: Community Identity and Design

A repeated concern during the Visioning Workshops was ensuring that growth would remain community oriented, maintain the rural quality of life, and improve services in existing communities. Each of the unincorporated communities in Colusa County has a unique identity and attributes, such as river frontage, a historic downtown, or community-oriented parks, which set it apart. The communities have historical buildings and uses that should be preserved or enhanced as part of the community's character.

Many of the communities need additional investment in facilities and infrastructure such as parks and sidewalks; as well as public transit and high speed internet services (Note: discussion of transit and public services is discussed in a separate section of this report). Additional needs were identified as follows:

- Neighborhood parks and community gathering areas;
- Community input over local design and land use decisions;
- Definition of community centers, boundaries, and sense of place;
- Design review to ensure historic consistency and unique community character; and
- Preservation of historic buildings and resources.

Communities that provide a sense of place through recurring design elements, identified historic resources, and cultural amenities are essential to maintain the quality of life in the County. These features that protect and promote community character also attract visitors and may generate some tourism.

One of the major deficiencies within communities is a lack community recreation areas. While Colusa County has an abundance of lands for outdoor recreation, such as hunting and fishing, within the local communities there is a lack of neighborhood-scale recreation, such as playgrounds, ball fields, and community pools (Note: Arbuckle and Maxwell both have a community pool). Facilities that provide activities for children and teens are limited. The County does not directly maintain a system of park and recreation facilities. The ownership of these facilities is divided among a wide variety of public agencies, including local parks and recreation districts, such as those in Arbuckle, Maxwell, and Stonyford, school districts, and private foundations/clubs. Currently, parks and recreation uses are allowed in the Urban Residential designation.

The General Plan can include a program to adopt design standards, which will help communities maintain their distinctive character. Often rural communities are not interested in attracting new development to existing centers. However, new development can provide benefits beyond the additional housing or retail space that is constructed. With sufficient guidance from the GPU, new development can also provide community gathering places like plazas, community centers, or parks; and new infrastructure.

The County could designate additional sites within existing communities for park facilities. This could occur either through designating additional lands for Parks and Recreation uses in the General Plan, or by including a program in the General Plan to zone additional sites within the existing communities for future park uses. The County could also adopt a Quimby Fee, which could be used to fund the development of new community recreation facilities, but cannot be used to fund the maintenance and operation of parks.

Issue: Community Identity and Design

Key Questions

- *Should the General Plan include a program to adopt design guidelines to ensure that the architecture and character of new development enhances existing communities?*
- *Should additional sites be identified for Parks and Recreation uses?*
- *Should the County adopt parks and recreation fees to fund the development of community parks and neighborhood recreation facilities?*

2.1: LAND USE ISSUES AND OPPORTUNITIES

Opportunity: New Land Use Designations

With the update to the General Plan, the County has the opportunity to create new land use designations. Two land use designations are recommended to promote orderly growth and to address comments received through the Visioning process.

URBAN GROWTH AREA

Rather than having the Agricultural Transition designation serve as a placeholder for future urban development, it is recommended that a new land use designation, Urban Growth Area, be created for this purpose. Agricultural uses would be an acceptable and encouraged interim use. Lands designated UGA would not be extensively subdivided or developed until it is appropriate to develop the lands with urban levels of residential, commercial, parks and recreation, and public/semi-public uses. Lands designated UGA would not be amended to urban land use designations (e.g., residential, commercial, parks and recreation, and public/semi-public uses) in a piecemeal fashion and would thus manage growth and reduce sprawl. Land Use Map Alternatives 2 and 3 include areas with this designation. It is anticipated that most of the UGA parcels will be redesignated under future General Plans when additional lands are needed to accommodate growth. The General Plan could include language to reduce sprawl that identified development of lands designated UGA, which will require a General Plan Amendment to the proposed use, which shall be granted when:

- 1) The majority of adjacent designated urban residential and commercial lands has been built out or is planned for buildout,
- 2) Urban services (water, wastewater, storm drainage, utilities, and roads) have been extended or planned to be extended to the majority of adjacent lands designated for urban uses,
- 3) The amendment would not create an island of urban uses in a rural area,
- 4) The amendment would not result in leapfrog development patterns, and
- 5) A master plan or specific plan has been prepared for the lands proposed for a change in land use designation.

MIXED USE

A new land use designation, Mixed Use, is recommended and is shown on Land Use Map Alternatives 2 and 3. This designation would accommodate a range of neighborhood shopping, high density residential, and office uses. Residential uses up to 20 dwelling units per acre would be allowed, with a minimum density of 10 dwelling units per acre. The Mixed Use designation would encourage placing housing, jobs, services, and recreational land uses close together within a project site, or on different stories of the same building.

Key Questions:

- *Are Urban Growth Area and Mixed Use desired land use designations?*
- *Should other new land use categories be added to the General Plan?*

2.2 AGRICULTURE

Agricultural lands account for over 75% of the entire County's area. In 2009, the County Assessor identified that 571,195 acres (79%) of the unincorporated land area is used for agriculture or agricultural preserves.

In 2007, the US Census of Agriculture identified 814 farms comprising 474,092 acres in the County. While one-quarter of farms had an annual sales volume of less than \$10,000, 51% of farms experienced sales of \$100,000 or more. One out of five farms reported annual sales in excess of \$500,000. Approximately 317,796, or 56% of the County's assessed agricultural land, is under some form of Williamson Act or agricultural preserve easement, indicating a long-term commitment to farming activities.



Farming and related agricultural industries (e.g., milling, processing, canning, drying, and storage) are the backbone of the County's economy. The County's production of crops and livestock was valued at approximately \$485 million in 2007 and \$662 million in 2008; the increase was primarily due to an increase in prices for rice.

Rice is the leading agricultural commodity, accounting for 51% of total agricultural valuation. Almonds (20%), tomatoes (7%), and wheat (3%) are the other top agricultural commodities.

Primary concerns and opportunities regarding agriculture identified through the Visioning process include:

- Preservation of agricultural lands;
- Maintain the County's agricultural heritage;
- Increase industries related to agriculture (e.g., agribusiness, agri-tourism);
- Buffer zones between agricultural and urban uses;
- Identify sectors for job and business growth that are compatible with agriculture; and
- Sustainable agricultural development, including organic and local foods.

2.2: AGRICULTURE ISSUES AND OPPORTUNITIES

Issue: Protection of Agricultural Lands

Agricultural activities are the backbone of Colusa County's economy. Throughout the Visioning process, protection of agricultural lands and farming activities has been a strongly voiced concern. This discussion defines agricultural land as both agricultural cropland (irrigated and non-irrigated) and grazing lands. The median farm size in Colusa County has ranged from 190 to 280 acres over the past several decades. Typically, efficiencies of scale (e.g., adequate acreage) are necessary to run a viable farming operation. Availability of water and appropriate soil types are also necessary to support farming activities.

CONVERSION OF AGRICULTURAL LAND

While farmlands account for 79% of total lands in the unincorporated County, conversion of agricultural lands has occurred at a slow, but steady, pace over the past 20 years. Typically, residential growth is seen as the primary culprit for the loss of agricultural lands. However, in addition to residential growth, a significant amount of agricultural lands have also been converted to wetland and special-status species habitat preserves over the past 20 years. Lands within the National Refuges have converted from rice farming to wetlands and various agricultural and grazing lands that had been in private ownership have converted to conservation lands, mainly wetlands that can be sold for credit to developers filling in wetlands who purchase conservation easements to offset development impacts in Colusa County as well as other counties in the Northern California region. From 1998 to 2006, the California Department of Conservation has reported a 10,114-acre decrease in important farmlands.

56% of farmland in the County is under a Williamson Act contract. The County does not have a local program requiring the preservation of farmlands through offsets (in-lieu fees or land easements) when farmland is developed or converted from agricultural uses to non-agricultural uses.

The 1989 General Plan and the Land Use Alternative Maps would each result in the conversion of prime and other farmlands as well as grazing lands to urban uses. However, each of the maps continues to concentrate residential and commercial development within or around existing communities and would not place residential subdivisions in the midst of lands designated for agricultural uses. While the buildout of the General Plan would not occur for 100 or more years, the designation of lands for urban development indicates that the lands will be removed from agricultural production at some point in the future. Section 3 of this report compares the three land use alternatives and identifies the specific acreage of farmlands by category, grazing lands, and Williamson Act lands that could be impacted under each alternative.

It may be appropriate to further protect agricultural lands by designating a "buffer" around each community that will prevent urban uses from encroaching into or beyond the buffer. The buffer could be created by applying the "Agricultural Transition" land use designation (see recommended revisions to this land use designation to require a 10-acre lot minimum) around a community or by creating a new land use designation. Each of the land use map alternatives was developed to each provide adequate lands for both short-term and long-term future growth, so that all areas designated Agriculture-General, Agriculture-Upland, or Agriculture-Transition would remain in permanent agricultural use.

Apart from issues associated with designating lands for agricultural use in the General Plan, conversion of agricultural lands can occur when lands are developed with permitted non-agricultural uses allowed under the Zoning Code. Non-farming uses allowed with a use permit in the Exclusive-Agriculture zone include: agricultural auction or sales yards, agricultural products processing plants, animal hospitals,

Issue: Protection of Agricultural Lands

kennels, exploratory drilling and production of fossil fuels, and recreation uses such as gun and hunt clubs, boat landings, and resorts. While some of these uses are related to agricultural activities, all of these uses have the effect of either temporarily or permanently removing the land from agricultural production.

FRAGMENTATION OF AGRICULTURAL LAND

Parcelization of agricultural lands has also occurred historically. This fragmentation of agricultural lands typically occurs in two circumstances. The first is where large farmland parcels are split or subdivided for development with small “farms” or “ranchettes” to provide rural living opportunities. These smaller parcels typically either not large enough to accommodate on-going intensive agricultural practices, or purchased with the intent to live a rural lifestyle but not intensively farm the parcel. The other occurs when a farm or ranch is divided into multiple parcels to provide individual parcels to allow a farmer’s children and/or future generations to live on the land. This generational transfer may encourage continued family agriculture practices but also will result in the fragmentation of a farm or ranch if some of the future generations are not interested in farming and sell their parcels. Conversion of a farm site to a residential use can result in increased water demand, introduction of domestic pets, and increased exposure to potentially conflicting land uses. These changes may have a negative effect on nearby agricultural operations.

The Board of Supervisors addressed this issue in 2008 by adopting a 40-acre lot size minimum for both the Agriculture General GP land use designation and Exclusive Agriculture zone. The 40-acre lot size minimum would still allow for significant division of farmlands in the County and is well below the median size of active farms in the County. The 40-acre minimum lot size could result in numerous owners and residences scattered throughout the County’s agricultural areas over time. The number of potential residences that would be accommodated under each of the Land Use Map Alternatives is described in Section 3.

AGRICULTURAL COMPATIBILITY

Under the proposed General Plan Update, urban development would be allowed to expand the area of existing communities. As more urban development occurs and spreads into historically agricultural areas, individual projects may be placed adjacent to Williamson Act lands, lands designated for agricultural use, or agricultural operations, which could create conflicts between these land uses. Generally, residential uses generate the most conflicts with agricultural operations. Agriculture/urban conflicts vary depending on the type of agricultural use, but generally include, although are not limited to, the following:

- Inconveniences or discomforts associated with dust, smoke, noise, and odor from agricultural operations.
- Restrictions on agricultural operations (such as pesticide application) along interfaces with urban uses.
- Conflicts with farm equipment and vehicles using roadways.
- Trespassing and vandalism on active farmlands.

2.2: AGRICULTURE ISSUES AND OPPORTUNITIES

Issue: Protection of Agricultural Lands

- Nuisances and crop loss from domestic pets.

As a result the above-mentioned conflicts, there may be increased pressure to convert adjacent agricultural land to urban uses. An increase in property values associated with demand for developable land may also cause conversion of agricultural land to developed uses.

The County has adopted a Right-to-Farm Ordinance, which requires sellers of property in Colusa County to disclose that the property is located in a rural-agricultural county and that the property may be subject to inconvenience or discomforts associated with agricultural practices. The disclosure must also state that the County sets agricultural as a priority use of lands and that users of such property should be prepared to accept such inconvenience or discomfort as normal and necessary to farm operations. Building permits include a similar disclosure statement.

Key Questions

- *Do the growth areas shown on Alternatives 1, 2, and/or 3 limit intrusion on agricultural lands to an appropriate level?*
- *Should the General Plan limit agricultural and grazing land uses to activities associated with long-term agricultural uses and activities that support agriculture?*
- *Should the General Plan provide for the development of overlay zones to accommodate development of alternative energy, recreational activities (e.g., off-road vehicle parks, hunting clubs, etc.), and/or habitat preservation in select agricultural areas where viable agricultural operations are constrained by existing conditions?*
- *Should a specific buffer be designated around each community that identifies the maximum extent of urban and non-agricultural development?*
- *How can the County allow appropriate agriculturally-related businesses in agricultural zones and be more restrictive on unrelated businesses?*

Opportunity: Agricultural-Related Industries

There are a number of industries that are offshoots of the County's agricultural activities, primarily farming and crop processing, that could be explored to further diversify the County's economy and to enhance and solidify the County's strong agricultural sector.

RESEARCH AND DEVELOPMENT

Research and development is also an important part of the overall agricultural economy. Seed companies are constantly researching and breeding plant species to select for specific characteristics (e.g., taste, yield, growing zone, frost conditions, pest resistance, longevity, etc.). Agricultural research operations can include extensive agricultural fields and greenhouses for planting of test crops, may primarily consist of office space for laboratory research, or may include a combination of the two. Some research facilities will contract with farmers, sometimes local, sometimes distant, depending on the growing conditions needed for research, to grow test crops. In this way, attracting new agricultural research and development uses can increase a demand for planted agricultural fields or active livestock operations and professional office/research space.

LOCAL FOODS/ORGANIC FARMS

While not the same, the local and organic foods movements are both characterized by buyers that are interested in the origins of their food. These buyers want to know how their food was produced and where it comes from. These food choices are typically fresher, provide benefits to the local economy (buying directly from small farms and local businesses), reducing energy consumption for goods transport, and reduced pesticide application.

An organic farming operation is required to be certified as using practices consistent with the National Organic Program standards. The standards require organic food to be produced without using most conventional pesticides; fertilizers made with synthetic ingredients or sewage sludge; bioengineering; or ionizing radiation. Organic meat, poultry, eggs, and dairy products come from animals that are given no antibiotics or growth hormones. Organic farmers can face obstacles through the certification process, pesticide drift from other farms, and the need for a steady demand for organic produce. It typically takes three years for a farmer to transition to organic. During this time, the farmers do not use commercial fertilizer or pesticides and continue to sell their crop conventionally. Due to the need for separate types of equipment and controlled application of pesticides, farmers have indicated that it makes more economic sense to focus on a single type of farming (organic or conventional). From 2002 to 2009, organic sales in Colusa County increased from \$1.7 to \$5.2 million, with the majority of sales coming from rice. Statistics are not available yet for 2008-2010, but anecdotal information indicates that several rice growers have converted back to conventional farming practices.

Locally grown food programs include community supported agriculture (CSA) operations, farmers market, self-pick farms, food/farm cooperatives, and foods sold directly to local markets and grocers. Typically, foods or livestock originating within 100 miles are considered "local." Often, foods that are locally grown are not consumed locally. Supporting local foods encourages the establishment of smaller farms with an orientation toward sales in the general region. The County can demonstrate support for local foods by providing marketing assistance, increasing community awareness, and adopting zoning regulations that support small farms with a local market.

2.2: AGRICULTURE ISSUES AND OPPORTUNITIES

DEMONSTRATION CENTER

Demonstrating a command of new and advanced technologies typically attracts business growth to an area. The County Department of Agriculture, the Farm Bureau, or other entity could establish an agricultural demonstration center that focuses on growing methods, technologies, and uses crops for which Colusa is particularly well-suited.

AGRICULTURAL BY-PRODUCT INDUSTRIES

Pursuing industrial and other uses for agricultural products and by-products provides new opportunities for new industries and businesses to be established in the County and offers farmers an opportunity for market growth. Diversifying the industries related to agriculture in Colusa County will boost the local economy and also provide stability against decline in crop values.

Building and construction materials can be manufactured from recycled agricultural straws, fibers, and other waste, including rice straw, wheat straw, and almond hulls. Particleboard, doors, and load-bearing walls can be produced using compressed straws.

Over the past decade, efforts have been made to develop products using agricultural plastic film wastes. Technologies have been developed to create plastic pellets, plastic film, and molded plastics. Pursuing these options creates a saleable product and diverts plastics from landfills, being buried on-site, or being burned.

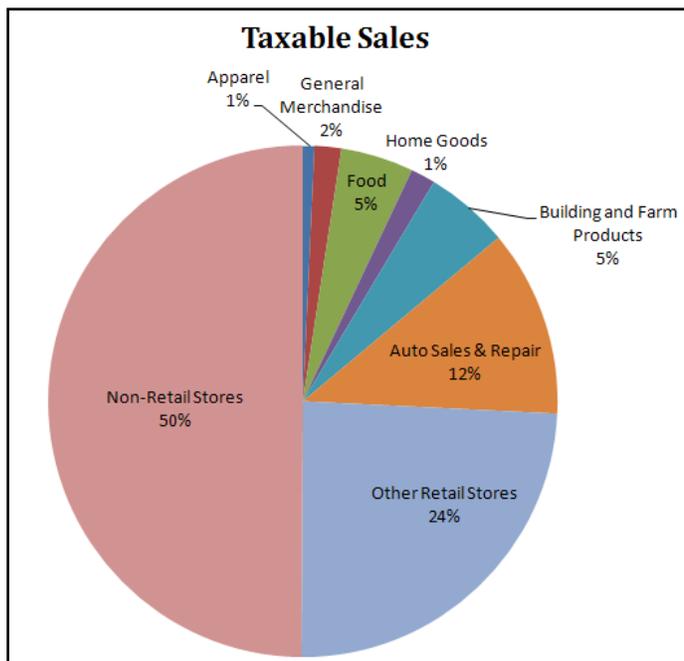
Existing businesses in Colusa County already take advantage of agricultural by-products. Greencor Composites, a particle board and door core manufacturing plant, uses rice straw as its primary raw material.

Key Questions

- *Should the General Plan provide for the development of overlay zones to accommodate development of alternative energy, recreational activities (e.g., off-road vehicle parks, hunting clubs, etc.), and/or habitat preservation in select agricultural areas where viable agricultural operations are constrained by existing conditions?*
- *How can the County allow appropriate agriculturally-related businesses in agricultural zones and be more restrictive on unrelated businesses?*

2.3 ECONOMY

In 2009, 30% of Colusa County’s employees were employed in the farm industry. An additional 59% were employed in a services industry, which includes retail trade, wholesale trade, warehousing, trucking, and other services, while 11% were employed in a manufacturing or goods producing industry. A review of the County’s major employees and top agricultural employers indicates that a large percentage of services and manufacturing of non-durable good are likely tied to agriculture.



Countywide, the labor force has increased from 8,730 in 1999 to 11,470 in 2009. The state Employment Development Department reports that average annual unemployment has fluctuated between 11.5% and 18.4% over the last decade, reaching a recent high of 18.4% in 2009. A

closer look at the labor force data indicates that the total number of employed persons has increased on a fairly steady basis during this time period, but that the labor force has increased at an even greater rate. In 2000, there were 3,719 workers living in the unincorporated County and 3,786 jobs. Of the 3,719 workers, 2,805 were employed in the County and 914 residents worked outside of the County.

In 2008/09, the median household income in the unincorporated area was estimated to be \$43,757 compared to a statewide median of \$61,017 and a nationwide median of \$52,029 (ESRI, 2009; U.S. Census Bureau, 2009).

A review of spending patterns in the unincorporated area indicates that the categories of apparel and services, education, and household furnishings have additional spending potential. The spending potential index for shelter is also relatively low, which most likely represents the County’s moderate housing. From 2000 to 2009, taxable sales in the County increased by 48% to \$328.7 million. Non-retail taxable sales increased by 80% during this period. Businesses with permits for taxable sales increased by 5% to 504; however, non-retail permits declined by 12%.

Participants in the Visioning process identified the following issues and comments related to the County’s economy:

- Create good jobs and diversify the employment base;
- Expand industries and types of businesses in the County without undercutting agriculture;
- Increase retail and other types of services and stores;
- Provide young people with a future in the County, in terms of employment and housing options; and
- Provide areas for new industrial and business growth that are near existing communities and major roadways.

2.3: ECONOMY ISSUES AND OPPORTUNITIES

Issue: Weak Economic Indicators

Wages within the County are low and unemployment is high, compared to state averages. Many jobs in the agricultural and service industries are historically lower-paying jobs and farm employment is often seasonal, resulting in high average unemployment rates.

When low wages are predominate in an area, it is harder to retain professional workers and attract high wage industries that mainly hire skilled workers. Employees with technical skills and advanced degrees may leave the County in search of higher paying jobs or a broader range of employment opportunities. Workforces with a small proportion of highly educated or skilled employees are not as competitive in attracting new businesses that may rely on this segment of the workforce. This pattern further limits the growth of higher wage jobs and reduces overall employment opportunities, resulting in low wage and high unemployment conditions like those seen in Colusa County.

While it is anticipated that the General Plan Update will provide greater opportunities for businesses to expand or locate in Colusa County (see the following Opportunities discussions), this will not improve the quality of life of the County's residents unless the jobs pay good wages and provide additional opportunities for skilled workers. In order for unemployment rates to trend downward, there need to be incentives for employers to hire and train seasonal workers and workers with less specialized job skills.

In order for the County's economy to grow and prosper, it is necessary to market the County as a place to do business and to provide resources to match the County's unemployed workers with job opportunities. The Colusa County Economic Development Corporation was recently disbanded and merged with the Chamber of Commerce. Currently, the Chamber of Commerce can provide support to interested businesses and can connect businesses with local realtors. However, the Chamber of Commerce does not maintain extensive materials to market Colusa County opportunities (list of available land sites, list of available business and industrial space, workforce data, etc.) to provide to interested businesses. Colusa County One-Stop Center is a federally-funded program that provides job and employment development training, maintains a list of available jobs in the County, and serves as a resource to businesses.

The following Opportunity discussions identify methods to expand the base of industries in Colusa County and create more jobs, as well as programs available to attract new businesses.

Key Questions

- *Should the County pursue funding for a County business development coordinator, in order to ensure that information regarding business opportunities is readily available?*

Opportunity: Employment Generation & Industry Diversification

Historically, jobs-generating development in the unincorporated areas has been primarily related to the industry, services, and government sectors. Expansion into new sectors or diversifying within a sector can provide new opportunities for businesses and employees.

LOCATION: COMMERCIAL AND INDUSTRIAL

Key locations where new businesses, both commercial and industrial, could locate include:

- Areas around existing and planned freeway interchanges provide opportunities for travel-oriented commercial uses (travel-oriented can include visitors passing through Colusa as well as visitors taking advantage of local recreation and tourism), industries that require good access to the highway system (e.g., shipping centers, agricultural processing and storage, and visitor-serving gas stations and restaurants);
- Inactive mining sites present opportunities for development of heavy industrial uses as well as reclamation for tourism, recreation, and clean energy uses.
- Areas adjacent to the Sacramento River, East Park Reservoir, and in the vicinities of Mendocino National Forest and the wildlife refuges could be developed with commercial uses that support a greater degree of tourism and recreation activities.

CLEAN ENERGY

With the passage of SB 14 and AB 64, the State established thresholds that require an increase in the use of renewable or clean energy sources statewide. As the state works to achieve these thresholds, there will be opportunities for local jurisdictions to establish themselves as ideal areas to locate clean and renewable energy facilities due to adequate available land, sufficient local resources (e.g., sun, wind, agricultural by-products) for energy production, a business-friendly climate, and proximity to the I-5 corridor, SR 20, and SR 45.

The agricultural industry results in crop by-products and waste. Unused crops and food processing wastes are additional sources of biomass for energy generation. Rather than disposing of these wastes, these wastes can be used to create energy through ethanol plants, biomass plants, and co-generation facilities. CalRecycle reports that there are approximately thirty cogeneration facilities producing electricity and steam in the state using wide range of agricultural residues such as rice hulls and straw, almond shells, various pits from fruits, corn stalks, tree prunings, etc., as fuel sources.

The livestock industry also creates opportunities for energy production. Livestock manure, also known as feedlot biomass, can be put to practical use as a renewable energy source, with dry manure and liquid manure producing different types of energy, primarily ethanol and biogas. By processing the manure for energy rather than disposing of it on-site or off-site, a number of benefits can be realized, including cleaner water, improved air quality, reduced odor, and reduced transportation costs.

Due to its topography and climate, the County has many areas that would produce solar energy. While solar energy is a renewable resource, it can require significant land area which could reduce the County's agricultural lands. The County can consider co-locating solar farms with large industrial uses or lands that are not conducive to active agricultural production.

Apart from the potential of reducing costs to local businesses and providing opportunities for skilled

2.3: ECONOMY ISSUES AND OPPORTUNITIES

workers, a huge benefit of this industry is that it can complement the agricultural sector that provides the backbone of the County's economy.

Businesses and facilities in Colusa County are using advanced technologies to reduce energy demand, reduce fuel costs, and move toward the statewide goal for renewable energy sources. The PG&E Generation Station being constructed northwest of Maxwell will use state-of-the-art dry cooling technology to reduce its water consumption by 97% over conventional plants. The Colusa Rice Company and DePue rice drying warehouse have both installed solar systems which provide on-site power and allow the companies to sell excess energy back to utility companies. The Wadham biomass facility converts an agricultural by-product, rice hulls, into electricity and then sells the rice hull silica (a by-product of the biomass process) to the cement and agricultural industries for various applications.

BROADEN THE AGRICULTURAL SECTOR

As described under Opportunity: Agriculture-Related Industries, there are a number of industries that can function in concert with the County's active agricultural operations, such as research and development, an agricultural demonstration center, cogeneration plants, and facilities that manufacture goods from agricultural by-products.

BIG BOX STORES

The land use map alternatives each include significant land areas that would accommodate large-scale retail operations. When developed as a single use, rather than a shopping center with an assortment of stores, this type of retail operation is often referred to as a "big box" due to the physical layout resembling a large square or box when seen from above. A big-box store is characterized by a large amount of floor space (generally more than 50,000 square feet), a wide array of items available for sale, and its location in suburban areas. Big-box stores often can offer lower prices because they buy products in high volume.

As Colusa County grows, there may be a demand for this type of development in the Arbuckle or Maxwell area. In the planning world, people tend to have very strong feelings regarding big boxes. Some folks are vehemently opposed to them, and others welcome a big box development with open arms. In areas with a declining economy, big boxes have been viewed as an antidote, providing new sales tax revenue and jobs. In areas with previously limited commercial and retail stores, the wide selection of goods may include items not previously available in a community and will help a community capture a larger share of consumer spending. However, big boxes have been faced with strong opposition in other communities, due to concerns of negative economic impacts on existing business as well as concerns of increased traffic and other impacts of sprawl development.

Many communities have adopted a "Big Box" Ordinance that provides standards for the number of big boxes in a given area, building size, hours of operation, lighting, outdoor storage, parking, signage, and landscaping. The ordinance may also include provisions to promote a mix of uses on a project site and encourage low-impact development.

Key Questions:

- *Which industry sectors should General Plan policies focus on attracting?*
- *Should the General Plan accommodate "big box" types of development?*

Opportunity: Revitalization and Tax Incentives

REDEVELOPMENT AGENCY

Under state law, the County may form a redevelopment agency to revitalize deteriorated areas. Redevelopment activities are intended to create jobs, expand business opportunities, provide housing for the low and moderate income group, and improve infrastructure. The County must first survey the potential redevelopment area and assess existing conditions to determine the need for revitalization. A project area is identified and the County then prepares a Redevelopment Plan. Typically, the process takes approximately one year to complete.

Funding of redevelopment activities is based on the concept of increasing tax increment (TI). When a project area is established, the current amount of tax dollars collected establishes a base amount. These dollars do not change in that they are still collected and allocated to the same entities as previously determined. As taxes increase, which typically occurs with improvements to properties and revitalization of an area, the agency receives a portion of the incremental increase. Agencies can borrow against future tax increments in order to fund redevelopment projects.

Redevelopment may only be used in areas that exhibit adverse physical and economic conditions, defined in state law as “blight.” Some areas that may potentially be designated as Redevelopment Areas include the environs of Williams and Colusa, portions of Maxwell, Lodoga/Century Ranch, central Arbuckle, and partially developed subdivisions.

ENTERPRISE ZONES

The Enterprise Zone program provides special incentives designed to encourage business investment and promote the creation of new jobs. An Enterprise Zone is administered by its local jurisdiction working with local agencies and business groups to promote economic growth through business attraction, expansion, and retention. Incentives available to businesses through this program include:

- Tax credits for sales and use taxes paid on qualified machinery purchases;
- Tax credits for hiring qualified employees;
- Interest deductions for lenders on loans to firms within the areas;
- A 15-year net operating loss carry-forward;
- Accelerated expense deductions; and
- Priority for various state programs, such as state contracts.

State regulations limit the number of Enterprise Zones in the state to 42. As Enterprise Zones throughout the state become due, jurisdictions can apply to be designated an Enterprise Zone. Currently, most of the designated EZs (at least 32) are not due to expire until 2021 or later. However, there is the potential for the state to designate new Enterprise Zones, or make available new areas for tax incentives, such as targeted tax areas, for businesses. The County can monitor these types of programs to determine if and when designations may become available and whether it would be prudent for the County to apply for the designation.

2.3: ECONOMY ISSUES AND OPPORTUNITIES

Key Questions

- *Is there interest in pursuing a Redevelopment Agency?*
- *Should designation as an Enterprise Zone be a long-term goal for the County?*

2.4: TRANSPORTATION AND CIRCULATION ISSUES AND OPPORTUNITIES

2.4 TRANSPORTATION AND CIRCULATION

Colusa County's preservation of agricultural land and concentration of growth within incorporated cities has created a unique transportation system compared to the rest of the Sacramento region. Most travel in the County is by automobile.



The roadway network within the unincorporated parts of the County is rural in character, mainly serving small communities and agriculture uses. Interstate 5 and State Routes 20 and 45 are the primary transportation corridors extending through the County and serve all of the County's major population centers, including Colusa, Williams, Arbuckle, Princeton, and Maxwell. Other County arterials and a network of local public and private roads constitute the remainder of the roadway system. Road care and maintenance is a constant struggle due to limited Federal and State funding for projects; deferred maintenance for rehabilitation; limited transit service; and lack of interregional coordination.

Public transportation within Colusa County is provided by Colusa County Transit Agency (CCTA) through a general public paratransit service.

The County has no formal bicycle facilities that provide regional interconnection. However, the cities of Colusa and Williams and the communities of Arbuckle and Maxwell have some bicycle lanes striped on several facilities that provide primarily local access but do not connect to regional bike facilities.

Participants in the five community visioning workshops identified the following issues related to transportation and circulation:

- Poor condition of the roadway system;
- Increasing roadway congestion; and
- Lack of public transportation options for travel within the County and for regional travel to/from the County.

The following issues and opportunities subsections discuss challenges to transportation and circulation in Colusa County. The first subsection discusses issues and key questions related to traffic congestion and road maintenance. The next subsection discusses deficiencies and key questions related to the public transit system.

2.4: TRANSPORTATION AND CIRCULATION ISSUES AND OPPORTUNITIES

Issue: Traffic Congestion and Road Maintenance

Traffic congestion on major highways through Colusa County has been increasing due to commuting, tourism, and heavy truck traffic. With a significant percentage of county residents commuting out of the county to work, the General Plan Update will need to address the congestion, air quality, noise, and road maintenance impacts that are a result of these travel patterns.

Further complicating the situation, the County is also attempting to increase the amount of commercial and industrial operations in the County, or in transportation terms, the number of truck trips into and out of the County on a daily basis. Truck traffic, a major source of congestion on highways, is a product of industrial, commercial, and agricultural operations. Without an efficient, well-maintained road network that is capable of handling truck traffic, the county economy will suffer. Overall increased traffic is placing a heavy burden on road conditions, and aggravating a backlog of normal maintenance with the additional wear and tear.

Colusa County's economic vitality relies heavily upon the efficiency of freight transportation to move goods throughout the region. Goods movement, or the transportation of materials within the county, originates primarily from agricultural related operations, including the movement of farm equipment on County roads, the transportation of raw agricultural materials to industrial processing facilities within the County, and the transport of agricultural products to the marketplace. Goods movement by truck is popular because of its flexibility and speed.

Existing trends in truck traffic are expected to continue. Agricultural products will continue to move primarily by truck, and truck traffic will grow modestly. However, truck travel continues to be the primary source of roadway degradation for local facilities. In addition, truck travel mixed with agricultural uses results in roadway conditions that are substantively different during harvest seasons (late summer/fall) than in non-agricultural counties. Thus, truck traffic will continue to drive the need for roadway restoration and maintenance for years to come.

Trucking has created serious adverse impacts on the county including:

- Impeding commuter travel during peak hours;
- Raising safety concerns due to minimal shoulders and passing opportunities ; and
- Requiring additional road maintenance (e.g., paving, stripping, signage).

Truck traffic has a disproportionate effect on road conditions due to the substantial weight and size of the trucks. The American Association of Highway Officials has conducted road tests which demonstrate that one fully-loaded truck (80,000 pounds) has a significant impact on a roadway roughly equivalent to the weight/impact of 9,600 cars.

Efficient operation of the roadway network is critical to the economic vitality of the county. Beyond the State highway system, Colusa County has an extensive road network composed of County-maintained roads and private roads that are in need of funding for maintenance. Most County-maintained roads were not originally constructed to current road standards and create impediments to truck movement with narrow lanes and bridges, and a safety concern for other users. The private road system, which includes most subdivision roads, is an important and substantially unregulated, and under-funded, component of the road system. The County requires roads within new development be built to County

2.4: TRANSPORTATION AND CIRCULATION ISSUES AND OPPORTUNITIES

standards.

Colusa County established a county-wide development impact fee program (2006) to address new development impacts to regional roads in the county, and a fee program for new residential, commercial and industrial development. The County also prepared a Traffic Zone Overlay Study for the community of Arbuckle (2005), which identifies roadway fees for new residential, commercial and industrial development in the Arbuckle area.

Despite these roadway development fees applied to new development, the County is still unable to adequately fund all of the transportation improvements necessary to accommodate growth and maintain the existing roadway network. The Colusa County Regional Transportation Plan (RTP) published in 2008 by the Colusa County Local Transportation Commission, identified that the primary local and regional issues continue to revolve around growing traffic levels, congestion on State and some regional roadways, and lack of maintenance funding to maintain the integrity of existing facilities. A major concern for the County Local Transportation Commission is the continuing maintenance requirements of the existing road system. Delays caused by Regional Transportation Improvement Program (RTIP) projects being pushed out to later years and the lack of funding available for the 2008 State Transportation Improvement Program (STIP) will result in additional deterioration of already bad pavement and higher costs due to inflation, and substantial cost increases in concrete and asphalt. The RTP identifies a \$32.4 million shortfall in funding for short-term roadway improvement projects included in the RTP.

In short, the County is unable to adequately maintain existing transportation facilities with available funding.

Key Questions

- *How can the County mitigate the traffic and roadway effects from industries that generate significant amounts of truck traffic, but provide significant economic benefit (i.e., agricultural and industrial operations)?*
- *Should the county discourage uses that generate significant amounts of truck traffic (i.e., warehouses)?*
- *How can (or should) the County restructure its transportation fee program to adequately maintain existing transportation facilities and to adequately fund the transportation improvements necessary to accommodate growth?*
- *Should the County develop a County-wide Bike Trail system?*

2.4: TRANSPORTATION AND CIRCULATION ISSUES AND OPPORTUNITIES

Issue: Limited Public Transportation Options

Public transportation within Colusa County is provided by Colusa County Transit Agency (CCTA) through a general public paratransit service. The bus service currently operates Monday through Friday, between the hours of 7:00 AM and 5:00 PM, with the exception of County holidays. The bus service operates on a Dial-A-Ride basis and includes five routes – three that operate five days a week and two that operate only on select days. CCTA has 10 full time staff, including six drivers, one mechanic, and three administrative staff. The CCTA has 11 vehicles with 19-passenger capacity, and each can accommodate two wheelchair positions.

The CCTA currently provides medical escort services for residents who need transportation to medical services outside of Colusa County. Transportation is provided to Yuba City, Chico, Woodland, Sacramento, and Roseville, where needed services such as dialysis are available.

In order to address current and future transit demand within the County, the CCTA commissioned a county-wide Transit Development Plan to address current and future transit needs for the Colusa area, as well as the county as a whole. The following options for increased service were taken from the draft Colusa County Transit Development Plan. These options have not yet been finalized, pending approval by the CCTA.

- Extend general public CCTA Service to either 6:00 or 7:00 P.M.;
- Add one additional peak weekday vehicle;
- Provide weekday, fixed route service;
- Re-Institute Subsidized Sunday Taxicab Service; and
- Add route to Colusa Casino.

One of these options - adding an additional peak weekday vehicle - has already been implemented. Implementation of the other options would likely increase transit service for the county and would provide additional capacity for increased transit demand as the county grows.

The development of a reliable and connected public transportation system in Colusa County is a challenge given the rural nature of the County and the relatively small size of the County population.

Key Questions

- *Should the County expand its transit services and transportation demand programs?*
- *What public transportation programs should the County prioritize (i.e., a broader transit schedule, more transit routes, more park and ride lots, etc.)?*

Opportunity: Develop Countywide Traffic Impact Fee Program

One of the primary impediments to the improvement, expansion and maintenance of the County's roadway network is the lack of adequate funding. New development is required to construct roadway improvements within the boundaries of a specific project, but throughout areas of the County, with the exception of Arbuckle, no existing plan or mechanism to fund necessary roadway improvements exists. In 2005 the County prepared the Traffic Zone Overlay Study for Arbuckle. This study identifies near-term and long-term traffic conditions in the community, identifies improvements needed to accommodate growth identified in the General Plan, summarizes the estimated costs of constructing the identified improvements, and provides calculations for traffic impact fees applicable to new development. This study applies only to Arbuckle and the areas surrounding Arbuckle.

The County has the opportunity to create a Countywide traffic impact fee program that would apply to all new development within the County. If and when a traffic impact fee program is adopted, new development would be required to pay its fair share costs for the construction of new roadways, and the expansion and ongoing maintenance of existing roadways. This fee program would assist the County in making needed upgrades to the roadway network, and would provide additional funding sources for ongoing roadway maintenance.

Key Questions:

- *Should the County develop a Countywide traffic impact fee program?*

2.5: PUBLIC UTILITIES AND INFRASTRUCTURE ISSUES AND OPPORTUNITIES

2.5 PUBLIC UTILITIES AND INFRASTRUCTURE

Water supplied to Colusa County comes from two sources: groundwater and surface water. All domestic water systems in the County are supplied with groundwater, while most irrigation systems are supplied with surface water from the Tehama-Colusa or Glenn-Colusa Canals, the Colusa Drain, or the Sacramento River. The surface water supplies available for use in Colusa County are significant. Surface water is used on 74 to 86 percent of the irrigated land within the Sacramento Valley portion of the County. Whereas, groundwater is used on 10 to 22 percent of that land. Of the land where groundwater is used, 6 to 11 percent is not within the service area of any organized entity.

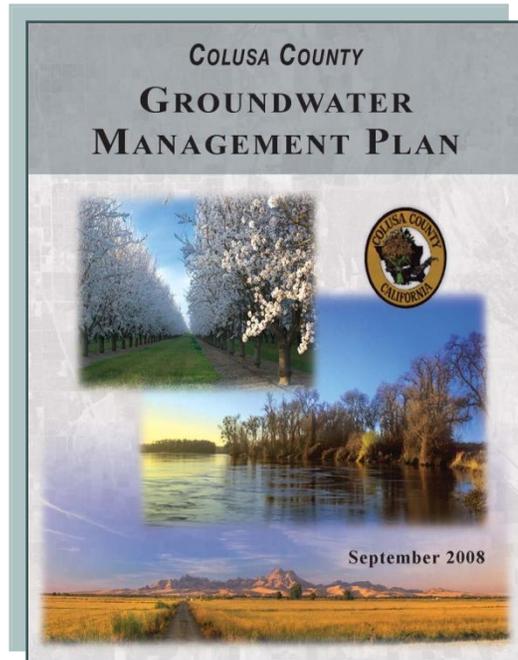
There are community water systems located in Arbuckle, Maxwell, Princeton, Grimes, Stonyford, and the Cities of Colusa and Williams. The Del Oro Water Company provides water to areas outside of the City of Colusa, including the Walnut Ranch Subdivision and the Colusa Industrial Properties. There are also numerous private groundwater wells located throughout the County that serve individual parcels throughout the unincorporated areas of the County. The County does not directly provide any water services to residents or businesses. New development must either provide water from onsite sources, or connect to one of the existing District water systems.

Wastewater in Colusa County is treated and disposed of using one of several methods. The primary methods are onsite disposal and centralized disposal. There are five communities in the County served by centralized wastewater disposal systems: Arbuckle, Maxwell, Princeton, and the Cities of Colusa and Williams. The areas served by onsite systems (septic) are generally more rural or agricultural in nature. Although most onsite systems serve an individual dwelling or commercial establishment, some serve groups of homes or businesses. The County does not directly provide any wastewater collection or treatment services to residents or businesses. New development must either provide wastewater treatment from onsite sources (septic), or connect to one of the existing District wastewater systems.

Broadband internet connections are generally available in the more established and populated areas of the County, such as Colusa, Williams, Arbuckle, and Maxwell. In the more remote and rural areas of the County, such as Stonyford and Grimes, access to broadband is extremely limited.

Much of the utility infrastructure in Colusa County is underdeveloped, under funded, and in need of upgrades and increased maintenance. Participants in the community visioning workshops identified the following infrastructure issues:

- Lack of wastewater infrastructure;
- Lack of potable water supplies;
- Lack of broadband access in rural areas of County;



2.5: PUBLIC UTILITIES AND INFRASTRUCTURE ISSUES AND OPPORTUNITIES

- Insufficient funding for infrastructure improvements;
- New growth should only occur in areas where municipal services and infrastructure are available; and
- Need to increase water supplies for agricultural use.

The following issues and opportunities subsections discuss the major challenges with developing and maintaining infrastructure to support residential, commercial and industrial uses. The first subsection discusses infrastructure capacity, financing, and maintenance. The second subsection discusses telecommunications and opportunities to increase broadband coverage. The third subsection discusses opportunities for increased intergovernmental coordination.

2.5: PUBLIC UTILITIES AND INFRASTRUCTURE ISSUES AND OPPORTUNITIES

Issue: Infrastructure Capacity, Financing and Maintenance

Colusa County's wastewater, water and energy infrastructure is owned and operated by water districts, sewer districts, and corporations such as PG&E and the Del Oro Water Company. Generally, existing wastewater systems in the county are in need of improvement to meet current State standards. Several areas of the county have limited capacity to meet the wastewater needs of future growth. For example, the entire west side of the Maxwell Public Utility District's (PUD) collection system consists of approximately 70-year old concrete piping. These stretches of pipe are antiquated and need to be replaced as soon as funding and time allows. The biggest challenge the Maxwell PUD is facing is new regulations that took effect in 2009 regarding surface water discharges and the District's NPDES permit (the present system will not meet these new NPDES requirements). The stricter effluent limitations have made the District reconsider its present method of wastewater treatment to land disposal. The district is in the process of acquiring 273 acres of land for land disposal rather than moving to a more advanced form of treatment (tertiary). Acquisition of land will enable the district to increase wastewater capacity.

Currently, municipal water and wastewater services in the spheres of influence surrounding the Cities of Williams and Colusa are largely unavailable. New development in these areas must either provide for onsite water and wastewater services, or request annexation into the cities, which would allow new development to connect to city water and wastewater systems.

As previously mentioned, all sources of potable water in Colusa County come from groundwater sources. Additionally, many of the areas of the County dispose of wastewater through onsite septic systems. The discharge of wastewater into the ground through septic systems has the potential to greatly impact the quality of the groundwater, which is the source of potable water throughout the County.

Many of the residential parcels in the areas of Arbuckle, Maxwell, Princeton, Williams and Colusa are currently designated Rural Residential (RR), which allows for the subdivision of land into parcels as small as one acre. Parcels of this size result in residential densities that are too great to support widespread use of septic systems. In practice, the subdivision of land to parcels smaller than two acres in size is not encouraged when connections to municipal wastewater systems are not available. The County does not currently have an ordinance that regulates the installation of septic systems.

Additionally, many of the water and wastewater systems in Colusa County are in need of upgrades, and require more maintenance than what is currently provided. Discussions with District managers have revealed that a lack of adequate funding is the greatest impediment to system upgrades and maintenance.

Areas of the County also experience periodic shortages of potable water supplies. For example, although water for the Stonyford system is pumped from the ground via wells, it has been determined by the Department of Water Resources (DWR) and the Federal government that the water pumped from the ground is hydrogeologically connected to Stony Creek, and is therefore, classified as a surface water source. The Stonyford water system is allocated up to 40 acre feet/year of water from this source. The allocation between October 1 and May 31 is 30 ac/ft and the allocation between June 1 and September 31 is 10 ac/ft. The system has historically exceeded this allocation. The lack of available water supplies in Stonyford, as well as the community of Century Ranch, is a major impediment to residential growth.

2.5: PUBLIC UTILITIES AND INFRASTRUCTURE ISSUES AND OPPORTUNITIES

Other areas of the County, which are served by municipal water systems, also experience periodic problems related to water supply. However, these issues are largely related to a lack of infrastructure, rather than an overdraft of groundwater supplies.

Key Questions

- *How should water and wastewater capacity influence growth and land use decisions?*
- *Does the County need to work with utility districts to restructure infrastructure fees to better accommodate services and provide infrastructure?*
- *What land use patterns will provide the best watershed protection and prevent groundwater overdraft?*
- *How can the County better encourage the efficient use and re-use of water?*
- *Should Colusa County phase out septic systems and require sewer standards for residential and commercial development in the areas surrounding existing established communities?*
- *Should the County develop and implement an ordinance that regulates septic systems?*
- *Where is it appropriate to allow for private water wells and septic systems?*
- *How can the County increase available surface water supplies for agricultural use?*

2.5: PUBLIC UTILITIES AND INFRASTRUCTURE ISSUES AND OPPORTUNITIES

Issue: Increased Intergovernmental Coordination

As part of the Visioning process, City and public agencies have been contacted for comment and invited to participate in the process. Available planning and policy documents have been reviewed to identify relevant concerns and considerations.

Planned land uses in the Cities of Colusa and William's Spheres of Influence were reviewed in developing the land use map alternatives (Section 3).

The Colusa County General Plan Update comes at an opportune time because of the concurrent planning efforts of local jurisdictions. The City of Williams is currently in the process of updating its General Plan. This provides a unique opportunity to coordinate policy development in an effort to ensure policy consistency regarding urbanization issues and regional issues (e.g., transportation, housing, air quality, and utility service delivery). The County also has an opportunity to further engage representatives from public utility districts as the General Plan policy document is developed.

Key Questions

- *How can the County most effectively engage the Cities of Williams and Colusa, as well as public utility districts during the General Plan Update?*
- *What are the primary issues that should be addressed during these coordination efforts? (For example, should the County pursue tax sharing agreements with the Cities to provide services? Should a joint Cities/County Commission be created to plan for future growth within the Spheres of Influence?)*

Opportunity: Telecommunications Expansion

High speed broadband access is considered to be a foundational 21st century infrastructure, as important as the adoption of telephone service was in the 20th century. Telecommunications capacity is rapidly becoming a fundamental requirement to ensure that rural communities can compete in the global marketplace and provide services and information for businesses, residents, and institutions, including local government. In addition to economic development, high speed broadband is essential for such applications as e-health and telemedicine, education, e-government, and emergency services.

Colusa County's scattered broadband coverage limits, among other things, the ability of workers to telecommute, businesses to compete with other regions, and emergency and medical services to respond. Participants at the community visioning workshops identified issues with internet connection availability, speed, and cost. Availability of broadband service is critical to attracting new industries that rely on advanced technologies to the County.

Broadband deployment and access to technology is a common economic development issue for rural counties like Colusa County. The California Governor's Broadband Task Force 2008 report, "The State of Connectivity: Building Innovation through Broadband," identifies underserved areas based on connection speed and availability. In addition, the California Emerging Technology Fund Foundation is conducting a study for Alpine, Amador, Calaveras, Mariposa and Tuolumne Counties to identify gaps and needs, aggregation demand, and options and strategies to expand broadband infrastructure. The results of this study will help these counties negotiate with broadband providers and improve opportunities for broadband access for residents and businesses. Colusa County may be able to benefit from the results of this study, and apply some of the suggestions included in this study in a manner that would expand broadband coverage within the County.

The County has an opportunity to promote private-sector investments and lead the effort increase broadband availability and other related technologies in the County.

Key Questions:

- *How can the County encourage the expansion of telecommunications capacity?*

2.6: NATURAL RESOURCES ISSUES AND OPPORTUNITIES

2.6 NATURAL RESOURCES

The rural atmosphere, open space, wildlife refuges, working landscapes, lakes, rivers and scenic vistas of Colusa County are some of the county's greatest assets. These assets provide a natural resource base for agricultural and forest industries, tourism and recreation, wildlife habitat, watershed storage and water quality protection, and a high quality of life for residents.



This section discusses the relationship between the preservation of open space and community planning. Participants in the community visioning workshops identified the need for protection of open space and community planning as some of the major challenges facing the county. They identified the following key issues:

- Maintain rural character and lifestyle of County and preserve open space;
- Focus new development around existing communities;
- Preserve agricultural lands, heritage and lifestyle; and
- Recreational opportunities.

When asked to identify Colusa County's greatest assets, visioning workshop participants overwhelmingly listed open space, rural lifestyle, agricultural resources and outdoor recreational opportunities. All of these existing assets can be maintained and enhanced by protection the open space and natural resources of the County.

The first subsection below discusses the major threats to open space. The second subsection discusses habitat encroachment and interface issues. The third subsection describes opportunities for open space and habitat preservation using tools and techniques such as transfer of development rights and conservation easements.

Issue: Protection of Open Space and Existing Landscapes

In many rural counties, weak regulations have allowed a sprawling pattern of land use that disperses houses along rural roads, fragments open space, and creates a nuisance for working landscapes. Rural residential development creates conflicts with farms and ranches by introducing pests such as cats and dogs, restrictions on the use of agricultural chemicals, and complaints regarding noise and dust. While General Plan land use designations and zoning regulate the amount, density, and type of development, other techniques can be employed by the County to protect open space, working landscapes, and scenic vistas, and redirect development pressure. In particular, the GPU can direct growth toward existing communities instead of allowing low density development in open space areas.

The terms open space, working landscapes, agricultural land, and rural are used interchangeably to describe the character of Colusa County's ranch land, farmland, and forests. For the purposes of this report "open space" is a broad category that includes: working landscapes (e.g., agriculture and forest); rural landscapes (e.g., undeveloped or sparsely developed lands); scenic vistas (e.g., scenic highways and oak woodland); natural resource lands (e.g., lakes, rivers, forests, oak woodlands, preserves); and recreational lands (e.g., reservoirs, parks, trails, hunting clubs, etc). Also, in this report the term agricultural land broadly refers to land used to raise crops along with land used for ranching or grazing livestock.

Open space can perform multiple functions and benefits. For example, it can serve as wildlife habitat while buffering development (around communities, industrial areas, or airports) and providing recreational opportunities in the form of trails, hunting areas and fishing opportunities. Agricultural lands are used primarily for food production but also can provide wildlife habitat, watershed recharge area, local jobs and revenue, and add scenic value (e.g., greenbelts or transition zones). The loss of these benefits has broad implications. For example, the conversion of open space to other uses has hydrological implications because of impacts on the existing watershed and reductions to groundwater recharge rates. The loss of open space can also impact County agricultural operations, which may lead to a loss of jobs, the loss of local agricultural revenues and other residual agriculture-related economic impacts.

Fragmentation of open space, especially agricultural lands, increases the likelihood of conflicting uses and nuisances. For agricultural operations, conflicts with development can result in restrictions on the use of agricultural chemicals, complaints regarding noise and dust, trespass, vandalism, and damage from domestic animals such as cats and dogs. These conflicts may increase costs to the agricultural operations and combined with rising land values for residential development, encourage the further conversion of farmland to non-agricultural uses.

Some Colusa County agricultural and forestry operations are facing an additional threat. Many of the family farms and ranches in the county are facing a generational change, with some families opting to sell or considering selling their land rather than continuing to farm or ranch upon the death or retirement of the primary owners. When this transition occurs, land can be divided into smaller parcels and converted to other uses, which contributes to fragmentation of agricultural land use patterns and impacts other agricultural operations.

2.6: NATURAL RESOURCES ISSUES AND OPPORTUNITIES

Key Questions

- *How can the County work with farmers, ranchers, non-profit organizations and other partners to preserve open space?*
- *What is the appropriate minimum parcel size in rural areas that will discourage sprawl and protect open space and working landscapes?*

Issue: Habitat Encroachment and Interference

Colusa County is renowned in the environmental community of California for its unique natural resources, including unique plant and animal species, large managed wetland preserves, wildlife-based recreational opportunities, and water resources including the Sacramento River and East Park Reservoir. These habitat areas have been adversely impacted largely by two factors: urbanization due to the county's population growth and neighboring agricultural practices.

Colusa County is home to portions of the Mendocino National Forest, the Snow Mountain Wilderness Area, three National Wildlife Refuges, two privately owned Wildlife Management Areas, two State Wildlife Areas, the Colusa-Sacramento State Recreation Area, and numerous land conservancies. These areas are used by tens of thousands of hunters, fishermen, and wildlife observers each year, and are home to countless special-status plant, animal, aquatic and bird species. The Refuges and easements are managed by the U.S. Fish and Wildlife Service and the California Department of Fish and Game, and they serve as resting and feeding areas for nearly half the migratory birds on the Pacific Flyway. These areas not only contribute to the quality of life in the county enjoyed by residents, they also provide an important source of revenue from tourism.

Wildlife habitat and natural resources face two challenges from urbanization: 1) new growth will result in pressures to eliminate more and more open areas that have wildlife resource value, and 2) increasing urban/habitat interface conflicts.

Urban uses can often introduce non-native species that can have lasting impacts on ecosystems. Agricultural lands can provide relatively high value habitat for many wildlife species, particularly as foraging habitat. However, growing crops and animals is not a benign process for the natural environment; it is an industrial-type activity that generates soil erosion and runoff, creates water quality problems (e.g., animal wastes and fertilizer), introduces night lighting in remote areas and reduces natural vegetation. Agricultural waste runoff can increase nitrate levels in creeks and streams to the detriment of various fish species. Two significant factors of whether agricultural practices may adversely affect native habitat include the crop pattern and the land's proximity to the habitats.

Poorly planned urban growth can also interfere with the enjoyment and use of resources such as the Sacramento River and East Park Reservoir, which provide numerous opportunities for outdoor recreational activities, including hunting and fishing.

Key Questions

- *What buffer sizes are needed to adequately protect habitat areas from urban and agricultural uses?*
- *Are additional policies or programs necessary to reduce potential ag/habitat conflicts?*
- *What additional steps can the County take to preserve and protect key natural and open space resources?*

2.6: NATURAL RESOURCES ISSUES AND OPPORTUNITIES

Opportunity: Tools and Techniques for Open Space Protection

Protection of working landscapes, rural landscapes, scenic vistas, natural resource lands, and recreational lands can be accomplished through a wide variety of tools and techniques. General Plan land use designations and development regulations afford a certain degree of protection for open space through regulation of density, land use, and infrastructure investments. Other tools and techniques can also be employed for the preservation of open space such as:

- Partnering with State and Federal agencies to develop habitat conservation plans or other strategies;
- Protecting picturesque highway corridors with State Scenic Highway designations;
- Collaborating with land trusts to identify priorities for protection;
- Developing a land bank that purchases development rights (i.e. conservation easements) from agricultural and forestry lands to protect key parcels;
- Developing a Transfer of Development Rights (TDR) program; and
- Educating private landowners about the methods by which they can create voluntary conservation easements on lands with significant conservation values, such as wetlands, riparian corridors, and special-status plant and animal species habitats.

Many of these tools and techniques can be institutionalized through GPU policy and programs. For example, the General Plan can include policies and programs that promote coordination with State and Federal agencies that manage resources lands. Through a combination of regulation and land conservation techniques the County can protect working and rural landscapes, scenic vistas, and recreation and natural resource lands.

Key Questions:

- *Should the County consider a Transfer of Development Rights (TDR) program to protect open space?*
- *Should the County work with State and Federal agencies to develop a County-wide Habitat Conservation Plan?*
- *Should the County explore policies to support the creation of additional conservation easements?*
- *Should the County develop a Management Plan, in collaboration with state or federal agencies, to manage a future Sites Reservoir?*

2.7 SAFETY

As with most Sacramento Valley counties, Colusa County is subject to flooding problems in its poorly-drained valley floor. Although Colusa County's foothill and upland areas generally do not experience severe flooding, drainage problems can occur in the western portion of the County. Runoff from impervious surfaces is also a concern in the county, particularly as the surface area of impervious cover increases when new development occurs.

Much of the area of eastern Colusa County between the Sacramento River and the Interstate 5 corridor is within the FEMA designated 100-year floodplain. The 100-year floodplain in Colusa County affects portions of the City of Colusa, the City of Williams, Arbuckle, Maxwell, Princeton, and Grimes.

Other safety issues faced by Colusa County include seismic hazards, which are a threat in any California location, and the transport, handling and disposal of hazardous materials. These issues are well regulated under State and Federal law, and are therefore, not proposed for detailed policy evaluation in the General Plan.

This section discusses the risks faced by County residents and businesses related to flooding hazards, primarily from the Sacramento River watershed. During the public visioning workshops, a few participants indicated the need for improved flood protection facilities.

2.7: SAFETY ISSUES AND OPPORTUNITIES

Issue: Flooding and Flood Protection

Flooding is the most likely natural hazard to occur in the County. Flood risks from County waterways and the Sacramento River threaten the safety of residents and the economic health of the County. Historically the County has sustained and recovered from major floods. The cumulative impacts of these flooding events, combined with a growing recognition of flood risks, have strengthened community resolve to improve and maintain local flood control systems. The Federal Emergency Management Agency (FEMA) and the California Department of Water Resources (DWR) have initiated comprehensive floodplain re-mapping studies which include a new and more stringent levee accreditation process. The U.S. Army Corps of Engineers (USACE) is leading a multi-agency effort to inventory levees nationwide and re-assess the standards of design, maintenance, and policies toward levees. In November 2006, the voters of California approved issuance of bonds totaling \$4.9 billion for levees and related flood control actions in California.

Senate Bill 5, which was recently passed, requires each city and county within the Sacramento-San Joaquin Valley, within 24 months of the adoption of a specified flood protection plan by the Central Valley Flood Protection Board, to amend its general plan to include data and analysis contained in that flood protection plan, goals and policies for the protection of lives and property that will reduce the risk of flood damage, and related feasible implementation measures. The bill requires each city and county within the Sacramento-San Joaquin Valley, within 36 months of the adoption of that flood protection plan but not more than 12 months after the amendment of the general plan under the bill's provisions, to amend its zoning ordinance so that it is consistent with the general plan, as amended. By establishing requirements on cities and counties, the bill imposes a state-mandated local program.

On the effective date of those amendments, a city and county within the Sacramento-San Joaquin Valley would be prohibited from entering a development agreement for any property that is located within a flood hazard zone unless the city or county makes certain findings, based on substantial evidence.

Much of the area of Colusa County between the Sacramento River and the Interstate 5 corridor are located within the 100-year floodplain, as determined by FEMA and the California Department of Water Resources (DWR). This area includes the largest population concentrations in Colusa County, including the Cities of Colusa, Williams, the communities of Maxwell, Arbuckle, Princeton, and Grimes. FEMA and DWR are in the process of updating their floodplain maps, which may expand some areas with 100-year floodplain designations and remove or decrease other areas. New FEMA maps are anticipated by the year 2013. Additionally, the USACE's evaluation of the State's levee system may result in additional changes to the existing 100-year floodplain maps.

FEMA evaluates levees based on documentation submitted by the levee owner or operator (a reclamation district or other flood control agency). The documentation must demonstrate the levee is in compliance (accredited) with the criteria in Title 44 of the Code of Federal Regulations Section 65.10, which includes criteria for levee design, operations plans, maintenance plans, and certification by a registered civil engineer. A provisionally accredited levee (PAL) is a levee for which all the documentation necessary to gain full accreditation is not readily available. Under FEMA's PAL program, the community and maintaining agency submit a signed letter to FEMA stating that the documentation will be provided by a specific date. Provisionally accredited levees are shown as providing 1% annual chance (100-year) flood protection on the Digital Flood Insurance Rate Maps ("DFIRMs"), with notes indicating that the levee is only provisionally accredited. FEMA uses provisionally accredited levee status as part of the Map Modernization program in order to issue DFIRMs which provide the

2.7: SAFETY ISSUES AND OPPORTUNITIES

community with current flood risk information while the documentation necessary for the levees to gain full accreditation is being gathered. In order to meet the requirements of the PAL documentation, levee maintaining agencies must provide specific technical documentation, which can prove difficult if adequate funding to complete the analysis is not available.

Changes and expansions in designated floodplain areas anticipated for the 2013 DFIRMs may result in increased flood insurance rates for County residents, and the expansion of areas within the County that will require flood insurance. Recently adopted State floodplain legislation may also inhibit new development around the established communities and population centers in Colusa County.

Many of the areas anticipated for new development by the existing General Plan and the land use map alternatives are within the 100-year floodplain. Development of lands within the 100-year floodplain requires special engineering and building techniques to bring flood hazards to an acceptable letter. Additionally, many areas of Colusa County have not been surveyed for flood hazards at the parcel level. In some cases, it may be determined that there is no significant flood hazard and a letter of map revision (LOMR) can be requested in order to develop without flood-related restrictions.

Key Questions

- *What steps can the County take at the local level to improve flood control efforts within the County?*
- *Should new development within the 100-year floodplain be discouraged?*
- *What position should the County take on FEMA's PAL program? Should the County participate in this program?*

2.8: RECREATION AND TOURISM ISSUES AND OPPORTUNITIES

2.8 RECREATION AND TOURISM

The largest designated recreation area in Colusa County is the Mendocino National Forest, managed by the U.S. Forest Service. A variety of recreational opportunities exist within the forest: camping, hiking, backpacking, boating, fishing, nature study, photography, and off-highway vehicle travel. The forest is a working forest, so activities such as logging and grazing do occur. The Forest Service seeks to manage the variety of uses to ensure conservation of the forest resources.

Letts Lake in Upper Letts Valley (within the Mendocino National Forest) is a popular recreation area. There are eight campgrounds around the lake, a few summer homes, and numerous trails. The lake is stocked with trout and bass, and boating is limited to non-motorized craft only.

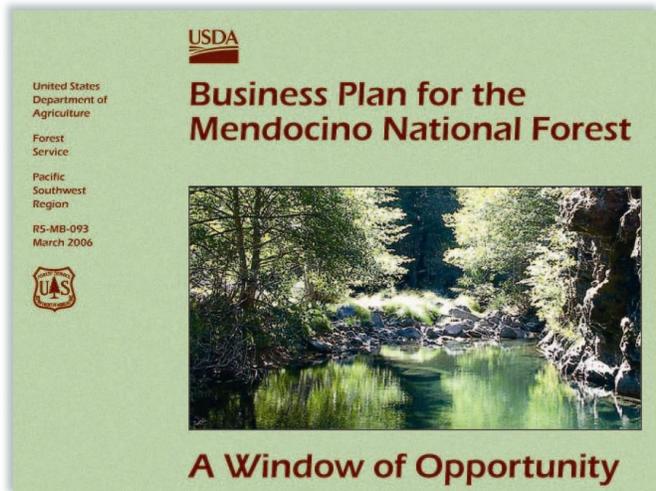
Davis Flat, also located within the Mendocino National Forest, is a popular spot for off-highway vehicle (OHV) activity. The facilities at Davis Flat include a campground and special trails marked for various levels of driving skill.

The Sacramento River State Recreation Area provides 60 acres of riverfront recreation at the north end of the City of Colusa. The park features boat ramps, picnic facilities, trails, and camping. Fishing and boating are popular activities at this park. Though the Sacramento River State Recreation Area is the only public boat launch in the area of the Sacramento River around the City of Colusa, people enter the river at several private sites. Much of the land adjacent to the Sacramento River is privately owned agricultural land.

Fishing is plentiful in the Sacramento River between Grimes and Princeton. Salmon, steelhead trout, and striped bass are the most common fish in this area. People fish both from boats and the banks of the Sacramento River. The Mendocino National Forest offers 85 miles of trout streams. Big Stony Creek and Little Stony Creek and their tributaries are the primary fishing areas. The streams are occasionally stocked with trout by the California Department of Fish and Game.

More ducks and geese winter in the Sacramento Valley than any other area of the Pacific Flyway. Numerous wildlife refuges help sustain the birds in Colusa County through the fall and winter by providing food and sanctuary. Ducks generally arrive in August, and geese generally arrive in late November. Public hunting is permitted in areas of the refuges during the appropriate season, but hunters must obtain a permit from one of the check stations.

There are also a number of commercial hunting clubs and cooperatives operated by community organizations throughout Colusa County. Hunting camps are operated on private agricultural land by special use permit. Lambertsville has a large congregation of mobile homes and trailers used by hunters on a seasonal basis.



2.8: RECREATION AND TOURISM ISSUES AND OPPORTUNITIES

The Walker Ridge Public Hunting Area, located in the western foothills of Colusa County, is maintained by the Bureau of Land Management. This area is popular for hunting of quail and deer.

During the public visioning workshops, the following comments related to recreation and tourism were submitted:

- Improve access to recreational areas in the northwest portion of the County.
- There is a need for improved access and public facilities along the Sacramento River.
- The local tourism industry should be supported and expanded in order to generate revenue.

Outdoor recreational activities, including hunting, fishing, and boating were consistently identified as one of the County's top assets.

2.8: RECREATION AND TOURISM ISSUES AND OPPORTUNITIES

Issue: Limited Access to Recreational Areas

The East Park Reservoir and the Mendocino National Forest provide a wide range of recreational opportunities including, hunting, fishing, boating, camping, hiking, bird watching, and OHV activities to both County residents and visitors. These areas are located in the northwestern portion of the County, in the vicinity of Stonyford. The primary access road to this area is Maxwell Sites Road to Sites Lodoga Road. These roadways are generally narrow, winding and in need of significant repair and maintenance. Numerous participants in the visioning workshops identified the need to improve the condition of these roadways in order to provide better access for residents and recreational users.

There are limited public access points to the Sacramento River in Colusa County. There are very few public recreation areas along the river, and very few public boat launching facilities. Numerous participants in the visioning workshops identified the need for increased public access to the Sacramento River. Most the areas along the western shore of the Sacramento River are designated floodplains, which may make them largely unsuitable for residential development.

Key Questions

- *Is the expansion of outdoor recreational activities a critical component to the economic development strategy for Colusa County?*
- *How can the County improve public access to outdoor recreational areas?*
- *Should the County encourage the expansion of privately owned and operated recreational areas, such as hunting clubs and private marinas/boat launch facilities?*

Opportunity: Expand Tourism Industry

The natural and open space resources in Colusa County are astounding, and represent one of the County's greatest assets. The County's proximity to the Bay Area and the Sacramento Area make the County relatively accessible to people living in these regions. The prevalence of waterways in the County provide for exceptional hunting and fishing opportunities, which can generate significant income for local businesses.

Throughout the Visioning workshops, participants requested that additional boat launch and public access points be provided along the Sacramento River. Development of additional wildlife viewing/bird watching areas in the western portion of the County was recommended. Development of a youth camp facility in the East Park Reservoir area was suggested. There are a range of opportunities to increase tourism in the County. Land-based recreational opportunities at the Sacramento River and other natural resource areas include hunting, camping, picnicking, hiking, biking, wildlife viewing, photography, sightseeing, and special events. Water-based activities on the Sacramento River, East Park Reservoir, and other water bodies include fishing, sailing, water skiing, operating personal watercraft, cruising, canoeing and kayaking, swimming, and house boating.

By improving access to recreational areas in the northwestern portion of the County, and along the Sacramento River and expanding public awareness of the County's tourism and recreation facilities, the County may be able to generate increased income from tourism and recreational visitors.

Key Questions:

- *What steps should the County take to improve public access to the Sacramento River?*
- *Given the limited funding available for roadway improvements, how can the County improve access to the Mendocino National Forest and the East Park Reservoir?*
- *Should the County partner with the public and private agencies that own or manage the County's most significant tourism resources to engage in a consolidated marketing and awareness campaign?*
- *What other steps can the County take to increase awareness and access to recreational opportunities?*

Opportunity: Support the Creation of Sites Reservoir

The proposed Sites Reservoir has been identified by the Department of Water Resources (DWR) and the CALFED Bay-Delta Program (CALFED) as one of the most cost-effective and environmentally beneficial new facilities under consideration in California.

The proposed location of the Sites off-stream storage project is approximately 10 miles west of Maxwell in Antelope Valley. The reservoir would have a storage capacity of 1.9 million acre-feet (possibly larger) and would enhance water management flexibility throughout the state and provide for improved flood control in Colusa County. Sites reservoir can greatly increase reliability of water supplies in the Sacramento Valley and other areas of the state by reducing water diversions on the Sacramento River during critical fish migration periods. In addition, by providing additional storage and operational benefits, Sites reservoir would be a critical component of an integrated water management and water development program for the Sacramento Valley.

Two large earthen dams would be constructed to allow a bowl like lake to store water from the Tehama-Colusa and Glenn-Colusa canals. A pipeline would also be constructed to the west of the Sacramento River. This new pipeline would release water from the reservoir into the river during drought times to help fisheries. As much as 90 megawatts of electricity could be generated at the same time. The reservoir, however, would be a net energy consumer because of the pumping power required to bring water to the facility. If constructed, it would operate in conjunction with Shasta, Oroville and Folsom dams as an improved Northern California water delivery system, allowing existing reservoirs to provide more water for California's fish habitat.

Water would be diverted into the reservoir during peak flow periods in winter months (for example, during flood years like 1997 and 1998). To minimize potential impacts of existing diversions on Sacramento River fisheries, Sites would release water back into valley conveyance systems (such as the Glenn Colusa Irrigation District Canal and Tehama Colusa Canal) in exchange for water that would otherwise have been diverted from the Sacramento River. This undiverted summer water could become available for other downstream uses in the Bay-Delta.

Numerous participants in the visioning workshops expressed support for the development of Sites Reservoir, while a very limited number expressed opposition to the project. The development of Sites Reservoir has the potential to impact the County across a wide range of topics addressed in this report. Construction activities associated with the project could generate significant local employment opportunities to County residents, and would result in an influx of non-local workers, which would support local businesses and increase the demand for rental housing. Once completed, the project may provide additional sources of surface water for agricultural use within the County. The project may also have numerous beneficial impacts to water quality and wildlife habitat. The project would also increase recreational opportunities in the County, including camping, boating, and fishing. Communities in the vicinity of the reservoir, such as Stonyford and Maxwell, may experience a rise in tourism and expansion of their economic base.

The County does not have final approval authority over this proposed project. However, the County does have the opportunity to support the project at the local level, and to assist and facilitate efforts underway at the State and Federal level.

2.8: RECREATION AND TOURISM ISSUES AND OPPORTUNITIES

Key Questions:

- *Should the General Plan include goals, policies or programs that support or oppose the Sites Reservoir?*
- *If the General Plan is to provide statements of support for this project, what specific steps can the County take to encourage and assist in the facilitation of this project?*

2.8: RECREATION AND TOURISM ISSUES AND OPPORTUNITIES

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3.0 LAND USE ALTERNATIVES

This section discusses the three land use alternatives for the future growth of Colusa County. A summary of the land uses and growth that may occur under each alternative is presented along with an analysis of the key differences between the alternatives. Benefits and disadvantages of each alternative are described.

This section includes the following subsections:

- Summary of Alternatives;
- Alternative 1 – Economic Development Alternative;
- Alternative 2 – Balanced Growth Alternative;
- Alternative 3 – High Growth/Public Input Alternative;
- Growth Projections;
- Land Use and Demographics;
- Agriculture;
- Transportation and Circulation;
- Public Utilities and Infrastructure;
- Safety and Environmental Constraints;
- Tourism and Recreation;
- Economy; and
- Fiscal Effects.

SUMMARY OF ALTERNATIVES

The land use alternatives were developed to provide three different approaches to future land use and development. The alternatives illustrate the effects of focusing on residential development versus economic development. Alternatives 1 and 2 focus growth on existing communities, while Alternative 3 provides for growth in and around the established communities while also providing an opportunity for a new community.

Alternative 1: Alternative 1 is intended as the "Economic Development" option, with more emphasis on identifying areas for commercial and industrial growth and less emphasis on future residential development. Figure 3-1 depicts the Land Use Map proposed for Alternative 1.

Alternative 2: Alternative 2 is the "Balanced Growth" option, which provides for a balance of job-creating and residential development land uses in each of the major developed communities in the County. Figure 3-2 depicts the Land Use Map proposed for Alternative 2.

Alternative 3: Alternative 3 is a "High Growth/Public Input" option, which identifies significant lands for residential development and future urban expansion. Figure 3-3 depicts the Land Use Map proposed for Alternative 3.

Visioning Workshops – Land Use

Participants in the Visioning Workshops expressed land use preferences in two ways. First, participants were asked to write down issues for the General Plan to address, assets that the County should focus on, and their vision for how the County should be in the future. Second, participants were given County maps and markers and, in groups of 4 to 8, identified locations for residential, commercial, industrial, and recreation growth and development in the County. Comments received through the Visioning process are included in Appendix A. Figure 3-4 summarizes the land uses shown on the various maps created by County residents and stakeholders.

The primary land use themes were:

- Significant support for economic development by designating more lands for commercial and industrial land uses.
 - Commercial and Industrial lands should be located near existing communities, the I-5 corridor and Hwy 20 corridor.
 - The largest areas of commercial and industrial lands were proposed near Maxwell.
- Preserve agricultural lands.
- Focus new residential development adjacent to and within existing communities.
 - Promote infill development within existing communities.
 - Provide housing opportunities so that young adults will stay in the County and provide more retirement housing choices for seniors.
- Strong support for the Highway 20 Colusa Bypass.
- Provide increased recreational access (parks, trails and boat launch facilities) on the Sacramento River corridor and at East Park Reservoir.
- There is a need for increased parks, recreation and public facilities in all communities throughout the County.
- Strong support for the proposed Sites Reservoir.
- There is disagreement regarding future growth and development (commercial and residential) in the south County area, near County Line Road.

Land Use Designations

The majority of General Plan land use designations used for Alternatives 1 through 3 are consistent with the adopted land use designations of the 1989 General Plan. A summary of the land use designations identified in the 1989 General Plan is included as Appendix B.

Land use descriptions for Parks and Recreation (PR), Public/Semi-Public Services (PS), Commercial (C), Resource Conservation (RC), Agricultural-General (AG), Agricultural-Upland (AU), and Upland-Transition (UT) designations will be generally the same as the 1989 General Plan. Modifications to the RSC, A-T, and UR designations are recommended. New land use designations, Urban Growth Area and Mixed Use,

are also introduced with the land use map alternatives. Each land use designation will be refined in the subsequent steps of the General Plan Update process and additional modifications may be recommended. The modifications and new designations identified below are given to provide some context for the attached tables and figures that illustrate allowed land uses associated with each alternative.

RSC- Rural Service Center: The RSC designation would be expanded to allow public/semi-public services.

A-T - Agriculture-Transition: The intent of the A-T designation is to recognize areas where land has already been subdivided into small parcels (less than 10 acres) for ranchettes, part-time farms, and orchards and to identify lands appropriate for development as a transition zone between urban areas and the large scale farms beyond. A-T parcels may be divided with a minimum lot size of 10 acres. A-T lands may also be developed with low-intensity commercial or industrial uses that are oriented toward agricultural operations.

RR - Rural Residential: This designation would be modified to limit the minimum parcel size to two acres.

UR - Urban Residential: This designation will be modified to allow an expanded list of residential support uses, including libraries, and wells/water treatment facilities.

MU - Mixed Use: This designation accommodates a range of neighborhood shopping, high density residential, and office uses. Residential uses up to 20 dwelling units per acre are allowed, with a minimum density of 10 dwelling units per acre. The Mixed Use designation encourages placing housing, jobs, services, and recreational land uses close together within a project site, or on different stories of the same building.

UGA - Urban Growth Area: This designation serves as a placeholder for future urban development. Agricultural uses are an acceptable and encouraged interim use. Lands designated UGA shall not be extensively subdivided or developed until it is appropriate to develop the lands with urban levels of residential, commercial, parks and recreation, and public/semi-public uses. Lands designated UGA shall not be amended to urban land use designations (e.g., residential, commercial, parks and recreation, and public/semi-public uses) in a piecemeal fashion. It is anticipated that most of these parcels will be redesignated under future General Plans when additional lands are needed to accommodate growth. Development of lands designated UGA will require a General Plan Amendment to the proposed use, which shall be granted when:

- 1) The majority of adjacent designated urban residential and commercial lands has been built out or is planned for buildout,
- 2) Urban services (water, wastewater, storm drainage, utilities, and roads) have been extended or planned to be extended to the majority of adjacent lands designated for urban uses,
- 3) Adequate flood control measures are in place,
- 4) The amendment would not create an island of urban uses in a rural area,
- 5) The amendment would not result in leapfrog development patterns, and
- 6) A master plan or specific plan has been prepared for the lands proposed for a change in land use designation.

ALTERNATIVE 1 – ECONOMIC DEVELOPMENT ALTERNATIVE

Alternative 1 is the "Economic Development" option, with an emphasis on providing areas for commercial and industrial growth. There is less emphasis on future residential development with this alternative. Alternative 1 is intended to increase the number of jobs available in the County and provide opportunities for diversification of business and industry. Alternative 1 includes residential land uses to support the potential job growth. Figure 3-1 depicts the Land Use Map proposed for Alternative 1.

Alternative 1 is characterized by the following features:

- Industrial uses provided proximate to Interstate 5, Highway 20, and Colusa County Airport:
 - Three large industrial centers along Interstate 5 at Yolo County Line Road, Hahn Road, and extending north and south from Maxwell between Interstate 5 and Old Highway 99;
 - Industrial and Commercial designated northwest of Williams and industrial designated around Morning Star Packing south of Williams;
 - Industrial center designated south of Arbuckle at and around the Sun Valley Rice Company;
 - Industrial designated at College City;
 - South of Colusa, an industrial center designated at and around Colusa Industrial park south of Colusa with additional industrial and mixed use adjacent Highway 20/45 north of the airport;
 - Industrial and Commercial designated west of Colusa along the proposed SR 20 bypass, and extending from SR 20 to Lurline Road
 - Industrial, with some Commercial, in southeast Arbuckle at Interstate 5 and Tule Road
- Commercial, industrial, and mixed use in northern Arbuckle along Interstate 5
- Commercial, with intent for a visitor-serving marina and camping/RV uses, along Butte Slough Road northeast of Colusa, across the Sacramento River
- Commercial and Recreation along SR 45 at the southern entrance to Princeton
- Significant commercial in Maxwell at all quadrants of the Maxwell Road/Interstate 5 interchange
- Urban residential designated in Maxwell northwest of the Interstate 5/Maxwell Road interchange and Rural Residential designated in southern Maxwell
- Significant agricultural-transition around Arbuckle and west of College City to provide small farm opportunities and identify areas where growth ends and the transition to agricultural uses begins
- Increased urban residential lands in Arbuckle south of Hillgate and northwest of Gail and Alexander Avenues

SECTION 3.0: LAND USE ALTERNATIVES

Table 3-1 summarizes land use designations and projected growth under Alternative 1. Table 3-2 summarizes land use designations by community, Arbuckle, College City, the unincorporated area around Colusa, Grimes, Maxwell, Princeton, Stonyford, and the unincorporated area around Williams.

TABLE 3-1: ALTERNATIVE 1 – GROWTH PROJECTIONS BY LAND USE DESIGNATION						
Land Use	Total		Future Potential Development			
			Short-Term (20 - 30 Years)		Buildout (50 + Years)	
	Parcels	Acreage	Dwelling Units	Non-Residential Sq. Ft.	Dwelling Units	Non-Residential Sq. Ft.
AG	4,595	386,120.7	482	26,101	6,512	622,608
AT	250	4,537.2	28	4,874	380	116,269
AU	1,071	172,694.0	14	0	184	0
C	366	992.1	0	157,885	0	3,766,100
DF	302	13,002.0	0	0	0	0
I	337	8,507.4	0	144,960	0	3,457,784
MU	12	25.5	9	2,114	115	50,433
NL	261	3,692.5	0	0	0	0
PR	20	402.0	0	415	0	9,907
PS	39	454.9	0	0	0	0
RC	584	125,166.2	0	0	0	0
RR	1,449	3,064.3	100	0	1,350	0
RSC	111	67.6	4	233	59	5,558
UR	2,299	2,052.8	751	0	10,151	0
UT	199	4,099.1	2	0	33	0
TOTAL	11,895	724,878.3	1,390	336,584	18,784	8,028,659

SOURCE: DE NOVO PLANNING GROUP, 2010

SECTION 3: LAND USE ALTERNATIVES

TABLE 3-2: ALTERNATIVE 1 – GROWTH PROJECTIONS BY COMMUNITY						
Community	Total		Future Potential Development			
			Short-Term (20 - 30 Years)		Buildout (50 + Years)	
	Parcels	Acreage	Dwelling Units	Non-Residential Sq. Ft.	Dwelling Units	Non-Residential Sq. Ft.
Arbuckle	1,210	2,539.0	152	22,582	1,873	538,655
Century Ranch	1,173	1,011.1	69	0	1,006	0
College City	188	485.7	25	4,002	298	95,460
Colusa	832	5,975.6	248	91,142	3,046	2,174,052
Grimes	168	137.3	1	422	17	10,066
Maxwell	621	4,256.2	184	43,457	2,343	1,036,602
Princeton	223	608.1	26	2,061	316	49,173
Stonyford	156	888.4	2	1,550	49	18,854
Williams	276	3,541.2	281	66,101	3,401	1,576,725
Remainder	7,048	705,436	403	105,267	6,456	2,529,072
TOTAL	11,895	724,878.3	1,390	336,584	18,784	8,028,659

SOURCE: DE NOVO PLANNING GROUP, 2010

ALTERNATIVE 2 – BALANCED GROWTH ALTERNATIVE

Alternative 2 is the "Balanced Growth" option, which provides for a balance of job-creating and residential development land uses in each of the major developed communities in the County.

There is more emphasis on future residential development with this alternative than under Alternative 1 and the existing General Plan Land Use Map, but less residential development potential than Alternative 3. Alternative 2 provides the least amount of new land designated for commercial and industrial uses. Figure 3-2 depicts the Land Use Map proposed for Alternative 2.

Alternative 2 is characterized by the following features:

- The use of the newly proposed land use designation of Urban Growth Area (UGA):
 - UGA areas surrounding Arbuckle and College City
 - Designation of UGA areas along the northwest border of the City of Williams
 - UGA areas to the west and northwest of the City of Colusa
 - New UGA areas to the west of Maxwell and south of Princeton
- Application of the newly proposed Mixed Use designation in Arbuckle, north of Hillgate Road and west of the commercial district.
- Application of the newly proposed Mixed Use designation in Maxwell between the I-5 corridor and the Northern Sacramento Railroad right of way.
- Replacing Rural Residential lands south of Maxwell with Agricultural-Transition lands.
- Changing all lands within the City of Williams SOI currently designated Rural Residential to Urban Residential.
- Changing all Rural Residential lands in the vicinity of Arbuckle to Urban Residential.
- Changing all Rural Residential lands to the west and north of the City of Colusa to Urban Residential and/or Urban Growth Area.
- Increased Industrial lands to the south of the City of Colusa.

Table 3-3 summarizes land use designations and projected growth under Alternative 2. Table 3-4 summarizes land use designations by community, Arbuckle, College City, the unincorporated area around Colusa, Grimes, Maxwell, Princeton, Stonyford, and the unincorporated area around Williams.

SECTION 3: LAND USE ALTERNATIVES

TABLE 3-3: ALTERNATIVE 2 – GROWTH PROJECTIONS BY LAND USE DESIGNATION						
Land Use	Total		Future Potential Development			
			Short-Term (20 - 30 Years)		Buildout (50 + Years)	
	Parcels	Acreage	Dwelling Units	Non-Residential Sq. Ft.	Dwelling Units	Non-Residential Sq. Ft.
AG	4,658	389,278.0	363	50,405	6,583	629,333
AT	96	3,281.5	16	6,984	285	87,203
AU	1,071	172,694.0	10	0	184	0
C	365	477.2	0	122,766	0	1,532,797
DF	301	12,897.7	0	0	0	0
I	248	4,235.7	0	137,941	0	1,722,260
MU	12	105.8	28	17,250	506	215,375
NL	261	3,692.5	0	0	0	0
PR	21	506.4	0	793	0	9,907
PS	39	454.9	0	0	0	0
RC	584	125,166.2	0	0	0	0
RR	1,313	1,972.1	47	0	849	0
RSC	111	67.6	3	445	59	5,558
UGA	194	2,889.3	3	0	62	0
UR	2,422	3,060.3	918	0	16,648	0
UT	199	4,099.1	2	0	33	0
TOTAL	11,895	724,878.3	1,390	336,585	25,209	4,202,433

SOURCE: DE NOVO PLANNING GROUP, 2010

TABLE 3-4: ALTERNATIVE 2 – GROWTH PROJECTIONS BY COMMUNITY

Community	Total		Future Potential Development			
			Short-Term (20 - 30 Years)		Buildout (50 + Years)	
	Parcels	Acreage	Dwelling Units	Non-Residential Sq. Ft.	Dwelling Units	Non-Residential Sq. Ft.
Arbuckle	1,210	2,539.0	118	30,450	2,605	380,182
Century Ranch	1,173	1,011.1	69	0	1,006	0
College City	188	485.7	11	5,825	236	72,734
Colusa	832	5,975.6	245	86,856	5,425	1,084,437
Grimes	168	137.3	1	806	17	10,066
Maxwell	621	4,256.2	139	72,723	3,086	907,987
Princeton	223	608.1	14	3,114	314	38,885
Stonyford	156	888.4	3	790	49	18,854
Williams	276	3,541.2	276	34,762	6,102	434,021
Remainder	7,048	705,436	514	101,258	6,369	1,255,267
TOTAL	11,895	724,878.3	1,390	336,585	25,209	4,202,433

SOURCE: DE NOVO PLANNING GROUP, 2010

ALTERNATIVE 3 – HIGH GROWTH/PUBLIC INPUT ALTERNATIVE

Alternative 3 is a "High Growth/Public Input" option, which identifies significant lands for residential development and future urban expansion. The High Growth/Public Input Alternative includes the land use preferences expressed at the Visioning workshops as well as Land Use Map Change requests submitted by Colusa County landowners. This alternative also illustrates the effects of a high residential growth rate. Figure 3-3 depicts the Land Use Map proposed for Alternative 3.

While "public input" and "high growth" may appear to conflict due to the consistent requests of Visioning Workshop participants to limit growth to existing communities, discourage sprawl, and preserve agricultural and rural character, this alternative encompasses all of the community input received throughout the Visioning and alternatives development process. As such, this alternative results in a larger overall amount of growth, as all of the areas of growth suggested in all five of the Visioning Workshops are identified on this map. Between November 2009 and January 2010, property owners in Colusa County were given the opportunity to submit General Plan designation change requests to the Planning Department. Changes in existing General Plan designations were requested for approximately 20 parcels throughout the County. All of the requested parcel changes are reflected on the Alternative 3 map.

This alternative would allow for more than twice as much residential growth in the County than any of the other alternatives or the existing General Plan Land Use Map. Alternative 3 is characterized by the following features:

- The use of the newly proposed land use designation of Urban Growth Area (UGA):
 - UGA areas surrounding the City of Colusa
 - Designation of UGA areas south of Maxwell
- Application of the newly proposed Mixed Use designation in northeastern areas of Arbuckle.
- Additional commercial areas near Colusa, located east of SR 20 and east of the Sacramento River.
- Replacing Rural Residential lands in all communities and cities with Urban Residential lands.
- New areas of Commercial located to the northwest of the Williams SOI.
- New areas of UGA to the east of Business 20 east of Williams.
- Significant new areas of residential, commercial and industrial growth located to the east and west of I-5, along the County southern border with Yolo County.

Table 3-5 summarizes land use designations and projected growth under Alternative 3. Table 3-6 summarizes land use designations by community, Arbuckle, College City, the unincorporated area around Colusa, Grimes, Maxwell, Princeton, Stonyford, and the unincorporated area around Williams.

TABLE 3-5: ALTERNATIVE 3 – GROWTH PROJECTIONS BY LAND USE DESIGNATION						
Land Use	Total		Future Potential Development			
			Short-Term (20 - 30 Years)		Buildout (50 + Years)	
	Parcels	Acreage	Dwelling Units	Non-Residential Sq. Ft.	Dwelling Units	Non-Residential Sq. Ft.
AG	4,625	386,794.3	180	33,756	6,496	621,011
AT	71	1,597.9	3	1,978	119	36,380
AU	1,071	172,694.0	5	0	184	0
C	347	875.2	0	182,172	0	3,351,406
DF	302	13,002.0	0	0	0	0
I	272	4,959.2	0	109,787	0	2,019,733
MU	2	70.7	10	8,176	353	150,409
NL	261	3,692.5	0	0	0	0
PR	19	371.9	0	419	0	7,713
PS	39	454.9	0	0	0	0
RC	584	125,166.2	0	0	0	0
RR	1,294	1,444.2	16	0	581	0
RSC	111	67.6	2	298	59	5,474
UGA	83	2,119.6	1	0	50	0
UR	2,615	7,469.0	1,172	0	42,415	0
UT	199	4,099.1	1	0	33	0
TOTAL	11,895	724,878.3	1,390	336,585	50,290	6,192,126

SOURCE: DE NOVO PLANNING GROUP, 2010

SECTION 3: LAND USE ALTERNATIVES

TABLE 3-6: ALTERNATIVE 3 – GROWTH PROJECTIONS BY COMMUNITY

Community	Total		Future Potential Development			
			Short-Term (20 - 30 Years)		Buildout (50 + Years)	
	Parcels	Acreage	Dwelling Units	Non-Residential Sq. Ft.	Dwelling Units	Non-Residential Sq. Ft.
Arbuckle	1,210	2,539.0	117	28,435	5,436	523,113
Century Ranch	1,173	1,011.1	69	0	1,006	0
College City	188	485.7	21	4,313	975	79,343
Colusa	832	5,975.6	235	92,194	10,914	1,696,084
Grimes	168	137.3	0	547	17	10,066
Maxwell	621	4,256.2	144	44,156	6,652	812,342
Princeton	223	608.1	16	2,217	732	40,792
Stonyford	156	888.4	3	790	49	18,854
Williams	276	3,541.2	151	91,332	6,978	1,680,221
Remainder	7,048	705,436	634	72,601	17,532	1,331,311
TOTAL	11,895	724,878.3	1,390	336,585	50,290	6,192,126

SOURCE: DE NOVO PLANNING GROUP, 2010

GROWTH PROJECTIONS

The three alternatives would accommodate differing levels of residential and employment growth. Table 3-7 summarizes the increase in population, households, dwelling units and jobs that may occur under each of the three alternatives.

The growth assumptions use data from the California Department of Finance, Colusa County Assessor, and review of on-ground conditions via site visits and aerial photographs.

A review of County Assessor data, site visits to the existing communities, and aerial photography was performed to identify vacant and underdeveloped parcels.

Population, Households and Dwelling Units

Buildout conditions for residential units anticipated that every parcel in the County would develop. Land use assumptions for each parcel were based on the maximum development occurring consistent with the designated land uses.

The near-term increase in population is based on review of the unincorporated County's growth rate from 1970 to 2009. The growth projections anticipated a consistent rate of growth for 20 years. However, since market conditions fluctuate, future growth cannot be reliably predicted to a specific year. Therefore, the near-term growth projections are likely to be reached within the next 17 to 30 years. The number of dwelling units is based on Department of Finance data for 2009: a 13.57% vacancy rate and 2.93 persons per household.

Job Growth

Job growth was projected based on non-residential square footage. The existing square footage on developed lands was taken from the Assessor's database. The average developed square footage for each land use designation was then applied to vacant and underdeveloped lands to determine the increase in development under buildout conditions. The number of jobs in the County is higher than typically would be expected for the square footage of non-residential uses. This could occur for a variety of reasons. Agricultural employment is not necessarily tied to the square footage of improvements on an agricultural parcel. Also, there are a number of parcels with incomplete assessor data so the non-residential square footage may be undercounted.

For near-term growth projections, each land use designation, a factor for job growth was determined based on the ratio of estimated jobs in 2009 that correlate to a specific land use category.

SECTION 3: LAND USE ALTERNATIVES

TABLE 3-7: GROWTH PROJECTIONS BY ALTERNATIVE					
Alternative	Population	Households	Dwelling Units	Jobs	Max. Jobs per Household
Existing Conditions					
2009	10,810	3,656	4,230	3,994	1.09
New Growth – Near-Term (Approximately 2030-2035)					
1989 General Plan	3,519	1,201	1,390	1,312 - 1,341	1.12
Alternative 1	3,519	1,201	1,390	1,312 - 1,596	1.33
Alternative 2	3,519	1,201	1,390	1,312	1.09
Alternative 3	3,519	1,201	1,390	1,312 - 1,481	1.23
New Growth - Buildout					
1989 General Plan	43,827	14,958	17,307	14,410	0.96
Alternative 1	47,569	16,235	18,784	24,730	1.52
Alternative 2	63,839	21,788	25,209	13,247	0.61
Alternative 3	127,355	43,466	50,290	20,066	0.46
Total: Existing Development plus Buildout					
1989 General Plan	54,539	18,614	21,537	18,404	0.99
Alternative 1	47,569	16,235	18,784	24,730	1.52
Alternative 2	63,839	21,788	25,209	13,247	0.61
Alternative 3	130,874	44,667	51,680	21,407	0.50

SOURCE: CALIFORNIA DEPARTMENT OF FINANCE, 2009; DE NOVO PLANNING GROUP, 2010

COMPARISON OF LAND USE ALTERNATIVES

The following analyses compare the effects, including benefits and disadvantages, of the three land use alternatives for eight topics:

- Land Use and Demographics,
- Agriculture,
- Transportation and Circulation,
- Public Utilities and Infrastructure,
- Public Services,
- Safety and Environmental Constraints,
- Recreation and Tourism,
- Fiscal Effects, and
- Economy.

LAND USE AND DEMOGRAPHICS

Land use patterns in the County must take into account a multitude of property owners and small parcels of land interspersed with much larger parcels. Approximately 15% of the County is lands owned or managed by the federal government.

A key issue of the GPU is allowing for employment growth while preserving agricultural lands. Residential opportunities to support economic development, provide housing options for young adults in the County, and to provide a range of housing types appropriate for seniors were also identified as land use priorities. Participants in the Visioning process repeatedly indicated that new residential growth should be in-fill growth or a logical extension of existing communities.

Communities in Colusa County have distinct historical and cultural backgrounds. Many of the communities have a central business or downtown area. Public participation in the Visioning process indicated that the rural character of the County's communities should be preserved.

When reviewing potential land uses, keep in mind that the Urban Residential areas may be developed with public services and parks and recreation uses. For this reason, potential residential development may be slightly overstated, particularly with Alternatives 2 and 3 which include large tracts of residential land. It may be advisable to designate some of the Urban Residential lands as public/semi-public services and parks and recreation uses to ensure that adequate lands are available to serve residential growth.

COMPARISON OF ALTERNATIVES

With 16 different land use designations, it is difficult to see the overall differences between land use with each alternative. Table 3-8 organizes the land use designations into broader categories to compare the overall land uses associated with each alternative:

Agricultural: Agricultural-General, Agricultural-Transition, and Agricultural-Upland

Open Space: Resource Conservation, Designated Floodway, Upland-Transition, and Urban Growth Area

Commercial/Industrial: Commercial, Industrial, and Mixed Use

Residential: Urban Residential, Rural Residential, and Rural Service Center

Other: Parks & Recreation, Public/Semi-Public Uses, and No Label

As shown in Table 3-8, each of the alternatives would retain a significant amount of agricultural land and open space lands. Alternative 1 would provide for the greatest commercial and industrial growth (9,525.0 acres), while Alternative 2 would provide the least (4,818.7 acres). Alternative 3 would provide the greatest amount of residential lands (4,519.3 acres), while Alternative 1 and 2 would provide comparable acreages of residential lands. Although Alternative 2 designates fewer residential lands than Alternative 1, Alternative 2 would result in significantly more residential units due to higher intensity residential uses.

TABLE 3-8: OVERALL LAND USE COMPARISON

	Alternative 1		Alternative 2		Alternative 3	
	Acres	Percent	Acres	Percent	Acres	Percent
Agriculture	563,351.9	77.7%	565,253.6	78.0%	561,086.2	77.4%
Open Space	142,267.4	19.6%	145,052.3	20.0%	144,386.9	19.9%
Commercial/Industrial	9,525.0	1.3%	4,818.7	0.7%	5,905.1	0.8%
Residential	5,184.7	0.7%	5,100.0	0.7%	8,980.8	1.2%
Other	4,549.4	0.6%	4,653.8	0.6%	4,519.3	0.6%
Total	724,878.3	100%	724,878.3	100%	724,878.3	100%

SOURCE: DE NOVO PLANNING GROUP, 2010

Figures 3-4 through 3-11 provide a comparison of the land use maps at the community level for Arbuckle (Figure 3-5), unincorporated Colusa area (Figure 3-6), Grimes (Figure 3-7), Maxwell (Figure 3-8), Princeton (Figure 3-9), Stonyford/Lodoga (Figure 3-10), and Williams (Figure 3-11).

The following discussion identifies key differences of each alternative associated with primary themes related to land use. Each of the land use alternatives continues to designate the vast majority of unincorporated lands for agricultural and open space uses.

Preservation of Rural Character and Open Space / Focused Community Growth

Alternative 1: The Economic Development Alternative would retain 97.2% of unincorporated lands as agriculture/open space while allowing for 2.0% of lands to be developed with industrial, commercial, and residential uses. Residential uses under this alternative would remain focused in and around existing communities and would not likely result in sprawl patterns. Alternative 1 would have the least residential growth of the three alternatives. In the near-term, growth would be concentrated around Arbuckle, Colusa, Maxwell, and Williams. Under build-out conditions, these main existing communities would continue to accommodate the majority of growth and additional development of the rural areas would also occur. The rural character of College City, Grimes, Princeton, and Stonyford/Lodoga would be preserved while Arbuckle and Maxwell would retain a small-town feel.

This alternative would result in development of large industrial and commercial centers along the I-5 corridor, west of Colusa, and south of Colusa (see Figure 3-1). While these centers achieve the objective of increasing employment opportunities, they would potentially introduce large-scale manufacturing and processing facilities, as well as large retail developments. Introduction of these uses would change the rural character as perceived by persons traveling on the I-5 corridor and would result in loss of rural character. The intensification of uses around Colusa would extend existing industrial and residential development and would not be a significant change in character. In rural areas of the County and away from the highways, rural character would be maintained.

Alternative 2: The Balanced Growth Alternative provides the greatest preservation of rural character and open space with 98.0% of lands designated for agriculture/open space uses and 1.4% of lands designated for developed uses. The rural character of College City, Grimes, Princeton, and Stonyford/Lodoga would be preserved while Arbuckle and Maxwell would both experience more urban levels of growth. Design guidelines would be appropriate to assist Arbuckle and Maxwell in retaining a more rural quality of life.

This alternative also designates an additional 0.4% of lands as Urban Growth Area – there is not anticipated to be demand for development of these lands within the life of the General Plan Update. The UGA lands would avoid sprawl patterns under Alternative 2, by providing a placeholder for future development, but not allowing development of urban uses (industrial, commercial, and residential) until existing lands designated for urban use have been developed. With development of UGA lands in the future, Alternative 2 would be more similar to Alternatives 1 and 3, but would continue to provide for more preservation of open space.

Alternative 3: The High Growth/Public Input Alternative identifies extensive areas for residential, commercial, and industrial development (2.0%) with a focus on residential growth. This alternative would preserve agricultural lands and open space in an amount comparable to Alternative 1, 97.3%. In addition, this alternative provides the long-term potential for additional conversion of agricultural lands and open space by designation an additional 0.3% as Urban Growth Area. This alternative also includes all of the land use change requests, plus various land use changes identified during the Visioning process in order to provide a basis for comparison of these preferences. Alternative 3 does not provide for focused growth, but rather would allow extensive growth around existing communities. Arbuckle would become a more urbanized community, with extensive residential development and large areas of commercial/mixed use development. The considerable amounts of land area designated for Urban Residential and Commercial uses could result in sprawl patterns. It is anticipated that the General Plan will include policies to limit leapfrog development, but pressure may exist to develop lands in a fragmented pattern due to land ownership patterns and ease with which a developer may acquire one parcel versus another. This alternative would also create a new community with Industrial, Commercial, and extensive Urban Residential uses directly north of Yolo County Line Road, both east and west of Interstate 5.

Colusa and Williams – Spheres of Influence

The City of Colusa General Plan was adopted in 2007, so the land use designations in its SOI have been reviewed and revised by the City recently (see Figure 3-12). Williams’ General Plan was adopted in 1988 and the City is in the process of updating its General Plan. Figure 3-13 illustrates the Williams SOI. The development of each alternative was informed by the uses designated by each City for the SOI. None of the alternatives is identical to each City’s SOI land use plan.

Alternative 1: Alternative 1 was developed with an emphasis on increasing jobs-generating uses and providing residential, to the extent that residential growth would be necessary to support the additional job growth. As a result, more commercial and industrial uses and less residential uses are designated than envisioned by either of the cities.

To the north and northwest of Colusa, the City’s General Plan anticipates Urban Reserve, Low Density Residential, and Office/Professional uses. In this area, Alternative 1 identifies Exclusive-Agriculture, some Urban Residential and an area of Industrial that are consistent with the City’s land use map. However, Rural Residential and a large area of Urban Residential are not consistent with the City’s plan. West of the City between Wilson Avenue and SR 20, the City’s land use map anticipates development of primarily low, medium, and high density residential uses along with some commercial,/professional, public facilities, and parks/open space. In this area, Alternative 1 designates predominately Industrial and Commercial uses with some Urban Residential. West of the City directly south of SR 20, Alternative 1 is consistent with the City’s plan for industrial uses. South of the City from Will S. Green Avenue to just beyond Wescott Road, the City designates lands for low density residential uses with a smaller portion of urban reserve uses. Alternative 1 designates this area for primarily Exclusive-Agriculture with very

SECTION 3: LAND USE ALTERNATIVES

small amounts of Urban Residential and Industrial, which is inconsistent with the City's vision for residential uses. In the Colusa County Airport, Colusa Industrial Park, and Golf Course area to the south of the City, Alternative 1 is generally consistent with the City's identified land uses. In the area located south of the Sacramento River and west of SR 20/45, the City anticipates a mixture of low and medium density residential, office/professional, commercial, and urban reserve uses. Alternative 1 identifies land uses in this area generally for Rural Residential, Commercial, Industrial, and a small amount of Agriculture-General. There are areas of consistency, but overall, Alternative 1 provides for more industrial and commercial uses and less residential growth than the City's plan.

In the Williams SOI, the Urban Residential uses designated by Alternative 1 are the only area where Alternative 1 is consistent with the City's land use pattern. Where Alternative 1 designates Industrial and Commercial Areas to the north and southwest of the City, the City identifies Exclusive-Agricultural and a small amount of Rural Residential uses. Alternative 1 designates lands for Agricultural-Transition and Agriculture-General that are designated by the City for residential growth. Alternative 1 is the least consistent with the City's vision of land uses for the SOI.

Alternative 2: To the north and northwest of Colusa, Alternative 2 identifies UGA, Urban Residential, and a small portion of Industrial uses. While the UGA is consistent with the City's vision for this area, the Urban Residential designation would allow more growth in this northern part of the SOI. West of the City between Wilson Avenue and SR 20, the City's land use map anticipates development of primarily low, medium, and high density residential uses along with some commercial,/professional, public facilities, and parks/open space. In this area, Alternative 2 designates UGA and Urban Residential uses that are consistent with the City's plan, however Alternative 2 also designates more Commercial land than envisioned by the City. West of the City directly south of SR 20, Alternative 2 is consistent with the City's plan for industrial uses. South of the City from Will S. Green Avenue to just beyond Wescott Road, Alternative 2 designates this area Urban Residential and Urban Growth Area and is generally consistent with the City's anticipated land use pattern. In the Colusa County Airport, Colusa Industrial Park, and Golf Course area to the south of the City, Alternative 2 is generally consistent with the City's identified land uses. In the area located south of the Sacramento River and west of SR 20/45, the City anticipates a mixture of low and medium density residential, office/professional, commercial, and urban reserve uses. Alternative 2 identifies land uses in this area in a generally consistent manner (Rural Residential, Commercial, some Industrial, Agriculture-Exclusive, and a small amount of Agriculture-General) but with less commercial along SR 20/45. There are areas of consistency, but overall, Alternative 2 provides for more industrial and commercial uses and less residential growth than the City's plan. Alternative 2 is generally more consistent with the City's plan than Alternative 1.

Since Williams' SOI land use information is outdated, it was used as a general guide in developing the land uses shown in the Williams area under Alternative 2. Alternative 2 designates lands north of the City's northwestern boundary and south of Highway 20 at the western edge of the SOI as UGA. The UGA designation considered consistent with the City's identified land uses of Agriculture-Exclusive and Rural Residential in these areas since the UGA serves as a long-term placeholder for development and is appropriate for the City to annex since the SOI identifies the maximum extent of the City's urban influence. The areas identified by the City as rural residential and residential medium and high density to the south of the City limits are designated Urban Residential by Alternative 2, which allows residential uses of the same densities as the City's residential designations. Alternative 2 deviates from the City's land use patterns primarily in two locations: 1) the southwest corner of the SOI is designated at rural residential by the City but Agriculture-Exclusive by Alternative 2, and 2) the parcels southwest of Interstate 5 and Husted road are designated by the City as Agriculture-Exclusive, but are designated by

Alternative 2 as Commercial and Industrial, due to the area's close access to Interstate 5. Overall, Alternative 2 is the most consistent with the City's adopted SOI land uses.

Alternative 3: To the north and northwest of Colusa, Alternative 3 identifies UGA, Urban Residential, Agriculture-Transition and a small portion of Industrial uses. While the UGA is consistent with the City's vision for this area, the Urban Residential designation would allow more growth in this northern part of the SOI. West of the City between Wilson Avenue and SR 20, the City's land use map anticipates development of primarily low, medium, and high density residential uses along with some commercial,/professional, public facilities, and parks/open space. In this area, Alternative 3 designates Urban Residential, which would allow parks and public facilities, and Commercial uses that are generally consistent with the City's plan. West of the City directly south of SR 20, Alternative 3 is consistent with the City's plan for industrial uses. South of the City from Will S. Green Avenue to just beyond Wescott Road, Alternative 3 designates this area Urban Residential and Urban Growth Area and is generally consistent with the City's anticipated land use pattern. In the Colusa County Airport, Colusa Industrial Park, and Golf Course area to the south of the City, Alternative 3 is generally consistent with the City's identified land uses. In the area located south of the Sacramento River and west of SR 20/45, the City anticipates a mixture of low and medium density residential, office/professional, commercial, and urban reserve uses. Alternative 3 identifies land uses in this area in a generally consistent manner (Urban Residential, Commercial, some Industrial, Agriculture-Exclusive, and a small amount of Agriculture-General) but with slightly more Industrial. With the exception of the northernmost area of the SOI, Alternative 3 is generally consistent with the City's plan and is more consistent with City's plan than either of the other alternatives.

As with Alternative 2, the areas in Williams designated as UGA and Urban Residential within the City's SOI are consistent with the City's designations of these areas as rural residential and residential medium and high density to the south of the City limits are designated Urban Residential by Alternative 3, which allows residential uses of the same densities as the City's residential designations. Alternative 3 deviates from the City's land use patterns primarily in two locations: 1) the parcels southwest of Interstate 5 and Husted road are designated by the City as Agriculture-Exclusive, but are designated by Alternative 3 as Commercial and Industrial, due to the area's close access to Interstate 5., and 2) north of Highway 20, the City designates the SOI as having Agricultural-Exclusive uses while Alternative 3 designates this area for primarily commercial areas, with some industrial on the western edge due to the areas location adjacent two major highways as well as the City of Williams. Alternative 3 is more consistent with the City's anticipated land use pattern in the SOI than Alternative 1, but is less consistent than Alternative 2.

AGRICULTURE

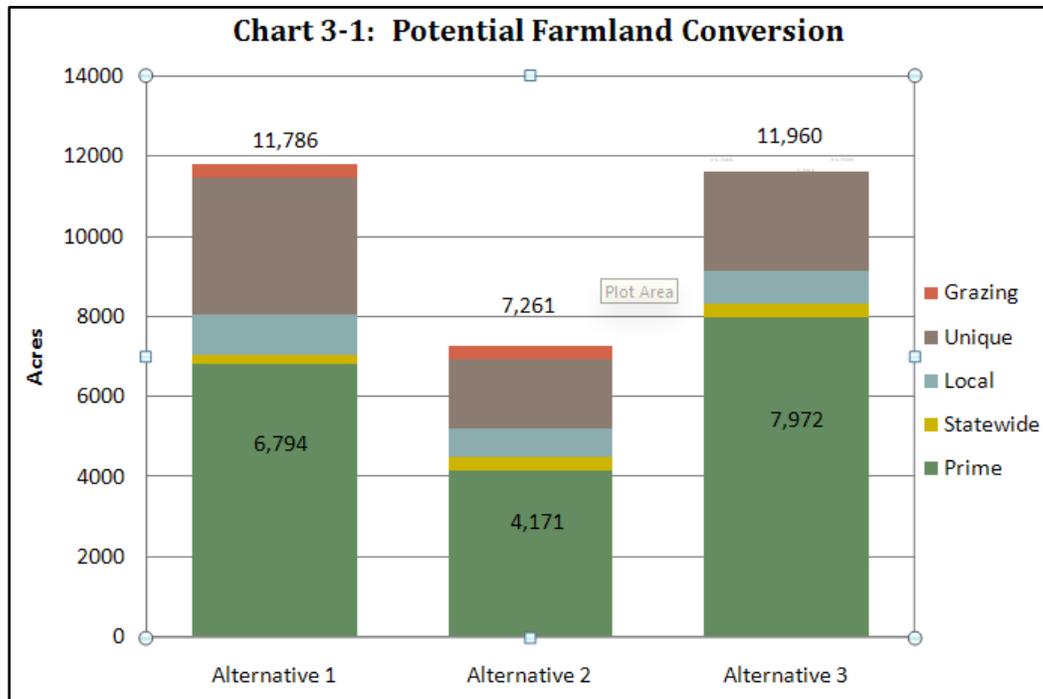
Continuation of the County’s agricultural heritage was a strongly expressed preference throughout the Visioning process. Residents and stakeholders want to see lands maintained for agricultural use. While there is a desire to see the local economy diversified, there were also requests that the County ensure that future business development does not undercut agriculture.

Requests were made for agricultural buffers during the Visioning process. The City’s existing Agriculture-General designation requires a minimum parcel size of 40 acres, which assists in keeping lands available for agricultural production. During development of the land use alternatives, Agriculture-Transition areas were identified where there has already been some division of parcels adjacent existing communities or where large ranchettes may be appropriate. However, since Agriculture-Transition would allow smaller parcel sizes, this designation was not used extensively as there was not a wish to replace A-G lands with A-T lands. As the agricultural goals and policies are developed in the General Plan, there is potential to designate agricultural buffers around existing communities. These could overlay the adopted General Plan land use designations and serve as limits to urban and rural development that could encroach on agricultural lands.

COMPARISON OF ALTERNATIVES

Each of the land use map alternatives retains a significant amount of agricultural and grazing lands. The land use map alternatives are each anticipated to continue to allow development of agriculture-related industries that do not conflict with neighboring agricultural practices on agricultural lands.

Chart 3-1 identifies the amount of prime, statewide, local, unique, and grazing lands that could be converted to non-agricultural uses under each land use alternative.



The following discusses each of the alternatives in terms of conversion of agricultural lands and potential conflicts with agricultural lands.

Preservation of Agricultural Lands

Alternative 1: While the Economic Development Alternative would continue to designate 77.7% of unincorporated County lands for agricultural uses, this alternative could result in the conversion of 11,786 acres of agricultural land, including 6,794 acres of prime farmland. Alternative 1 would designate 636 acres of land with Williamson Act contracts/agricultural preserve for residential, commercial, industrial, or other uses that would not be conducive to on-going farming activities. Alternative 1 would have the second greatest impact on farmland conversions of the three alternatives.

Alternative 2: Alternative 2 would have the lowest amount of conversion of both total agricultural lands, as well as prime farmlands. Alternative 2 would designate 166 acres of land with Williamson Act contracts/agricultural preserve for non-agricultural uses. This alternative would have the least amount of impact on lands under Williamson Act contracts.

Alternative 3: Of the three alternatives, Alternative 3 would result in the greatest loss of agricultural lands. This alternative would result in the conversion of 11,960 acres of farmland. While the total amount of farmland converted under Alternative 3 is very close to that of Alternative 1, Alternative 3 would result convert 7,972 acres of prime farmland, an increase of 1,178 acres over Alternative 1.

Alternative 3 would affect the most significant amount of land under Williamson Act contracts and in agricultural preserves, through designating 887 acres of land currently under Williamson Act. This represents an increase of 39% over Alternative 1 and 434% over Alternative 2.

Agricultural Conflicts

Alternative 1: Agricultural conflicts with non-agricultural lands primarily occur where agricultural uses interface with urban residential lands and commercial lands. Typically, industrial uses and rural residential uses have less of a conflict with agricultural uses. While Alternative 1 would increase the amount of land available for residential and commercial development, these uses would be buffered from agricultural land uses through use of transitional land use designations, a major highway, or a water feature. Urban residential areas under this alternative are typically separated from agricultural lands by lands designated Agriculture-Transition, which is used in Williams, Arbuckle, the west side of College City, the western area of Maxwell, and the western portion of Colusa; Rural Residential, which provides a buffer in the southern area of Maxwell, northwestern area of Colusa, and western edge of Princeton. Commercial uses are generally buffered by industrial uses, which occurs in the Colusa area, Maxwell area and with some of the commercial land in northern Arbuckle. Under this alternative, a portion of the southern edge of Princeton, a small portion of the northern and southern edges of Arbuckle, and western College City would place agricultural uses directly adjacent to urban residential and commercial uses. Alternative 1 provides the least potential for conflicts between agricultural uses with adjoining developed lands.

Alternative 2: Under Alternative 2, limited areas of conflict between agricultural uses and urban development could occur. In the northern area of Maxwell, urban residential lands would interface directly with agricultural uses while in the remainder of the community, Rural Residential, Agriculture-Transition, and Industrial uses would buffer development from agricultural uses. A portion of western Maxwell would be buffered in the short-term, but under long-term conditions the UGA could be developed with conflicting uses. Potentially conflicting uses in the Williams area would be buffered by Agriculture-Transition lands. With the exception of limited urban residential uses in the northwest area and commercial uses in the north, the community of Arbuckle would be buffered in the short-term by a fringe of lands designated UGA. However, in the long-term these UGA lands could be developed with

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conflicting uses. College City would similarly be buffered by UGA in areas. In the short-term, agricultural conflicts would be slightly greater than Alternative 1. However, as UGA areas develop in the long-term (20+ years), additional conflicts with agricultural uses will be introduced.

Alternative 3: Alternative 3 could result in significant conflicts between agricultural uses and urban development. In Maxwell, the northern and western areas would place Urban Residential uses directly adjacent agricultural uses and lands in the south would be buffered in the short-term by UGA lands. In the Williams area, a limited amount of urban residential lands on the western edge would interface with agricultural lands while the northern interface would mainly be buffered by a water feature and southern interfaces with agriculture would be buffered by Agriculture-Transition lands. In Colusa, a small Urban Residential area of the northern portion of the community along with an extensive amount on the western edge north of SR 20 would interface with agriculture. Lands to the south would be buffered by industrial uses and lands to the west would be buffered by the Sacramento River. In Arbuckle, each edge of the community would interface with adjacent agricultural lands. Alternative 3 would create the greatest level of conflict between agricultural lands and residential, commercial, and other developed uses.

TRANSPORTATION AND CIRCULATION

Within each community, the three alternatives propose different types and quantities of residential and commercial development. A traffic analysis was prepared that estimated the daily trip generation for each type of land use under each proposed alternative based on rates published in *Trip Generation, 8th Edition* (Institute of Transportation Engineers, 2008). The traffic analysis is included as Appendix C. Trip generation rates were refined to reflect travel characteristics in Colusa County based on locally collected data like residential trip generation rates.

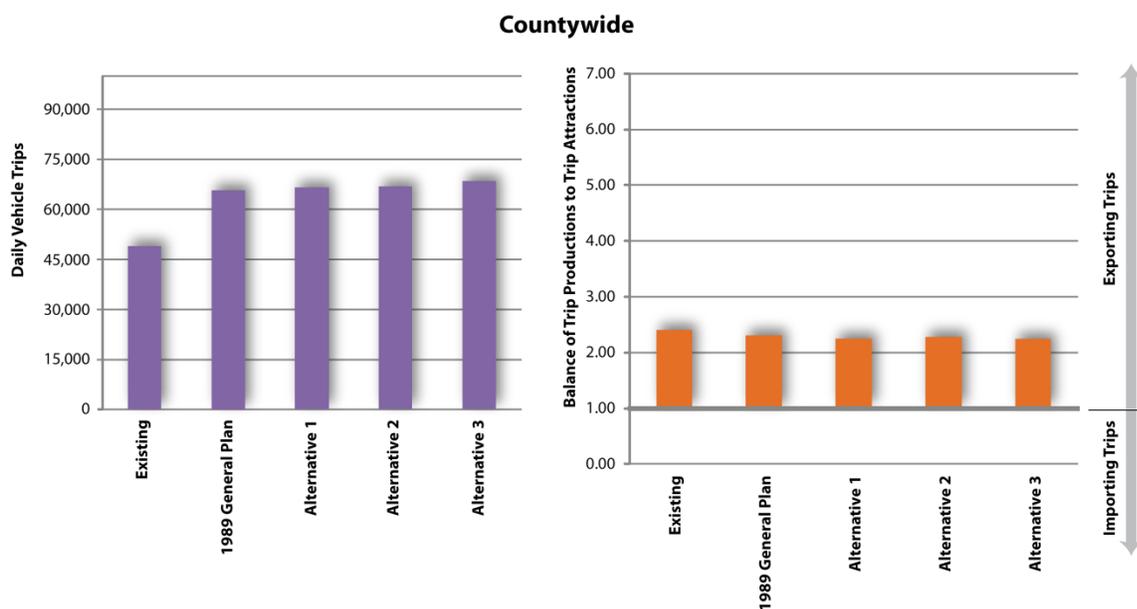
Daily trips were classified into two types: productions and attractions. Generally, productions are trips that depart a home for work, shopping, or other destinations. Attractions are trips that arrive to a work or shopping destination from a home. The analysis discusses the extent that trip productions balance to trip attractions. In communities with an excess of trip productions, residents are likely traveling to other communities for work or shopping (trips will be exported). In communities with an excess of trip attractions, businesses are likely importing employees and shoppers from other communities. A community with a trip production to trip attraction ratio (PA ratio) of 1.0 would be perfectly balanced; a community whose ratio is greater than 1.0 is exporting trips and a community whose ratio is less than 1.0 is importing trips.

Vehicle Miles of Travel (VMT) is a product of the number of trips generated by a community and the average distance traveled by those trips. A community’s VMT is lowest when trip generation is low (i.e., less land use) and average trip length is short (e.g., residential and commercial uses are nearby). Within each community, VMT due to trip generation and land use balance are discussed for each alternative.

COMPARISON OF ALTERNATIVES

Short-Term Analysis (20-30 Years)

Growth estimates likely to occur over the next 20 to 30 years were analyzed for each alternative as a “short-term” growth scenario. Based on current growth projections, buildout of the proposed alternatives will occur in the next 50 to 150 years. The following section describes the issues and opportunities associated with the alternatives for the County and each community.



Increased County-Wide Vehicle Trip Generation

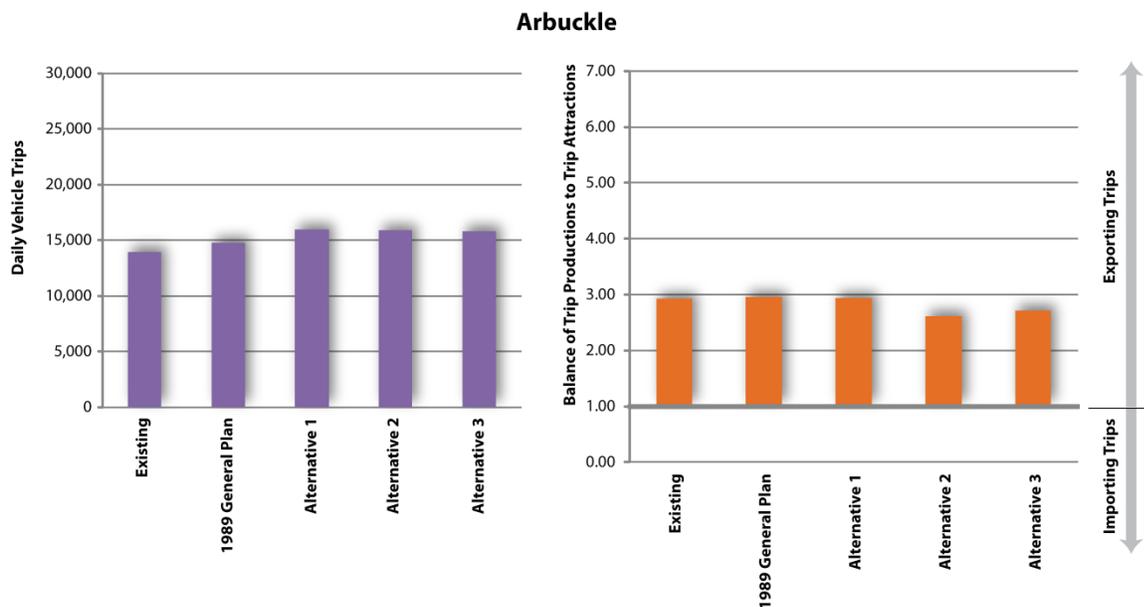
Alternative 1: Alternative 1 would add approximately 17,000 daily vehicle trips over the next 20-30 years.

Alternative 2: Alternative 2 would add approximately 17,000 daily vehicle trips over the next 20-30 years.

Alternative 3: Alternative 3 would add approximately 19,000 daily vehicle trips over the next 20-30 years.

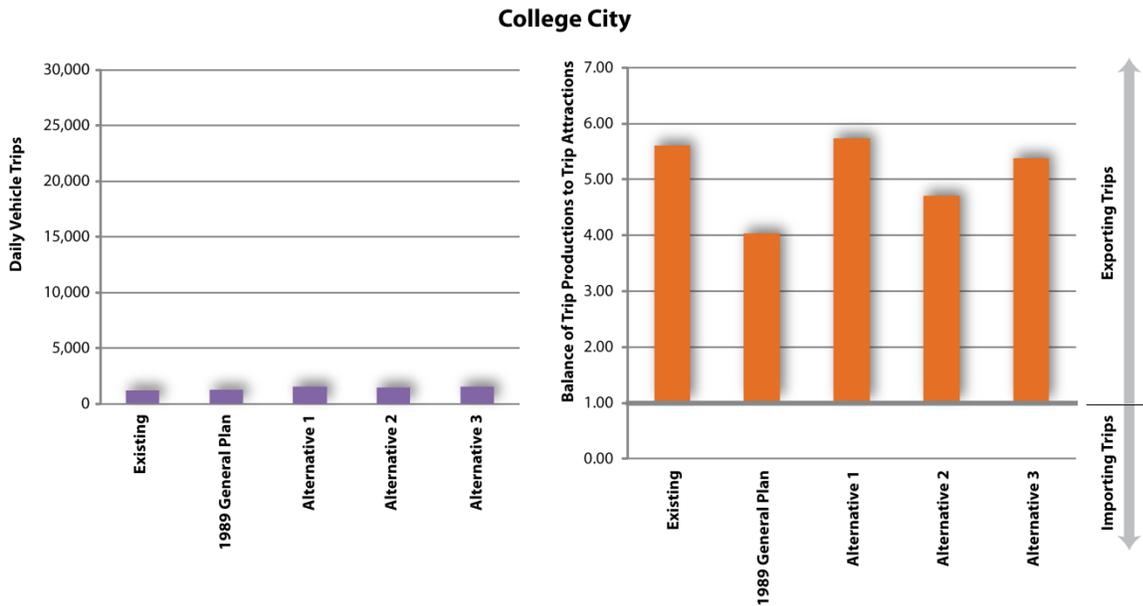
Increased Community Vehicle Trip Generation

ARBUCKLE



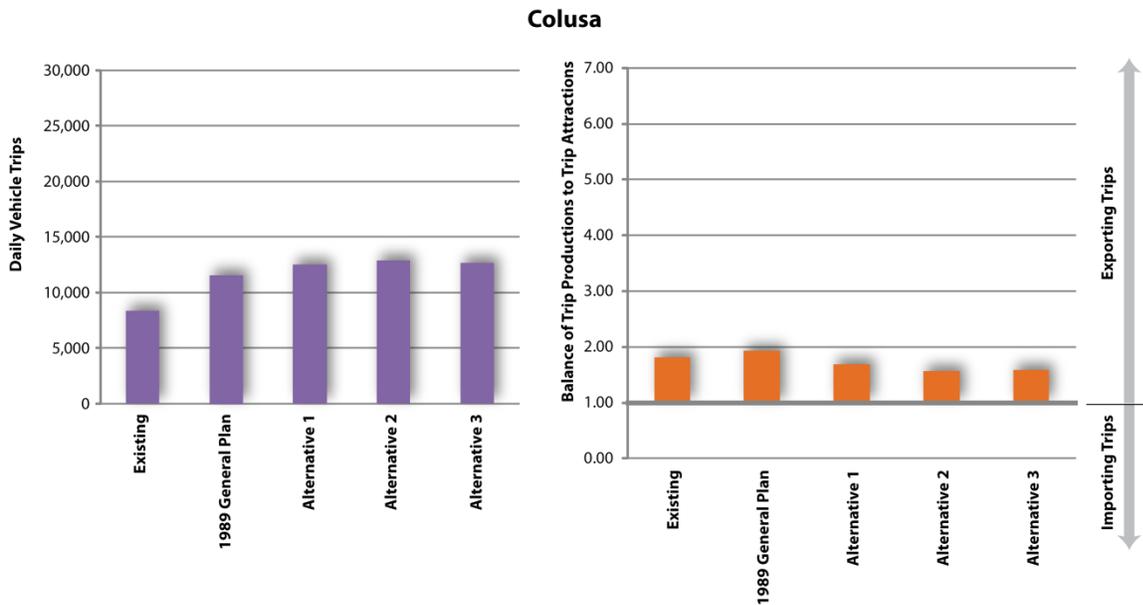
Under existing conditions, Arbuckle generates approximately 14,000 daily vehicle trips. Alternatives 1 and 2 will add approximately 2,000 daily vehicle trips in Arbuckle; Alternative 3 will add approximately 1,800 daily vehicle trips.

COLLEGE CITY



Under existing conditions, College City generates approximately 1,100 daily vehicle trips. Alternatives 1 and 3 add approximately 300 daily vehicle trips in College City; Alternative 2 adds approximately 200 daily vehicle trips.

COLUSA



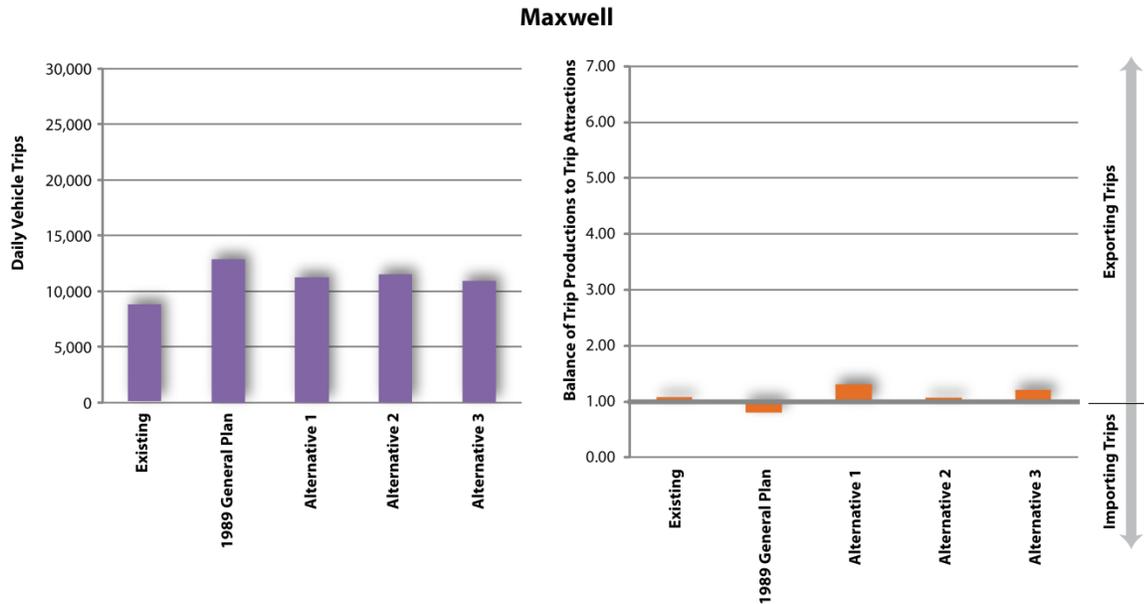
Under existing conditions, the unincorporated area of the County surrounding the City of Colusa generates approximately 8,400 daily vehicle trips. Within the unincorporated County, each proposed alternative will add daily vehicle trips as follows:

- Alternative 1: approximately 4,100 additional daily vehicle trips; 12,500 total
- Alternative 2: approximately 4,500 additional daily vehicle trips; 12,900 total

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- Alternative 3: approximately 4,300 additional daily vehicle trips, 12,600 total

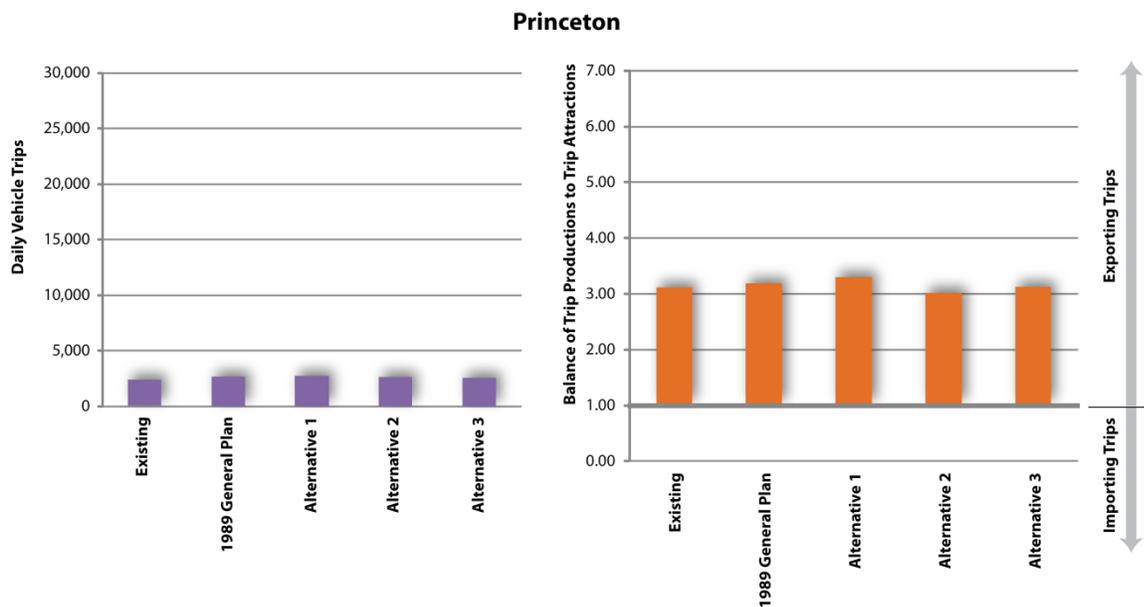
MAXWELL



Under existing conditions Maxwell generates approximately 8,700 daily vehicle trips. Each proposed alternative will add daily vehicle trips as follows:

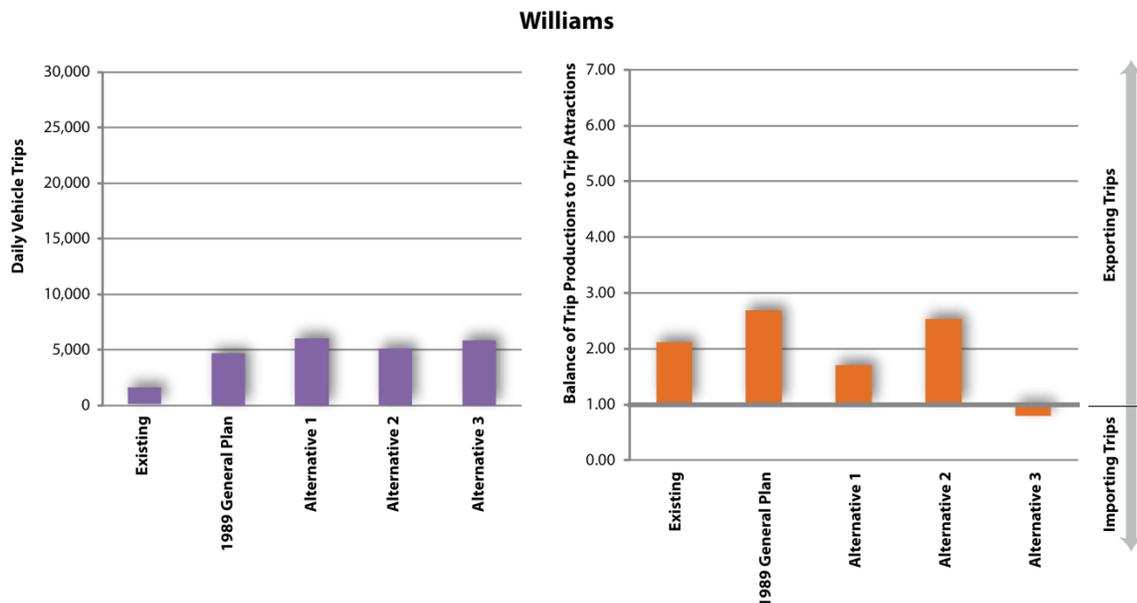
- Alternative 1: approximately 2,500 additional daily vehicle trips; 11,200 total
- Alternative 2: approximately 2,740 additional daily vehicle trips; 11,400 total
- Alternative 3: approximately 2,180 additional daily vehicle trips, 10,900 total

PRINCETON



Under existing conditions Princeton generates approximately 2,300 daily vehicle trips. Alternative 1 will add approximately 300 daily vehicle trips; Alternatives 2 and 3 will add approximately 200 daily vehicle trips.

WILLIAMS



Under existing conditions, the unincorporated County surrounding the City of Williams generates approximately 1,500 daily vehicle trips. Within the unincorporated County, each proposed alternative will add daily vehicle trips as follows:

- Alternative 1: approximately 4,400 additional daily vehicle trips; 5,900 total
- Alternative 2: approximately 3,600 additional daily vehicle trips; 5,200 total
- Alternative 3: approximately 4,100 additional daily vehicle trips, 5,700 total

Increased Vehicle Miles of Travel (VMT) County-wide

Alternative 1: The VMT attributable to the growth associated with Alternatives 1 and 2 will be comparable. All three alternatives have comparable PA ratios, indicating that all alternatives will export trips to neighboring counties at a similar rate. However, compared to existing conditions, the PA ratio is closer to 1.0, indicating an improvement in the County’s balance of productions to attractions.

Alternative 2: Refer to discussion from above.

Alternative 3: Due to the additional trips generated by Alternative 3, its VMT will be higher than that of Alternatives 1 and 2.

Increased Community Vehicle Miles of Travel

ARBUCKLE

Alternatives 2 and 3 will generate comparable amounts of VMT but will generate less VMT than Alternative 1 since the PA ratios of Alternatives 2 and 3 are better than the PA ratio of Alternative 1. This indicates that Alternatives 2 and 3 encourage more residents to fulfill work and shopping trips

SECTION 3: LAND USE ALTERNATIVES

within Arbuckle instead of traveling to other areas of the County. Additionally, Alternative 1 has a larger footprint than Alternatives 2 and 3, which will result in higher VMT.

Each alternative proposes mixed-use zones that would consist of a mix of commercial space and residential dwelling units. Residents of mixed-use developments generally generate fewer vehicle trips and VMT because they live close to commercial uses.

COLLEGE CITY

Alternatives 1 and 3 will generate comparable amounts of VMT. The VMT of Alternative 2 will be less than that of Alternatives 1 and 3 because it generates fewer daily vehicle trips and has a substantially better PA ratio than the other alternatives. This indicates that Alternative 2 encourages more residents to fulfill work and shopping trips within College City instead of traveling to other areas of the County.

COLUSA

Within the unincorporated County surrounding the City of Colusa, each alternative will generate comparable amounts of VMT. Although it will generate the most vehicle trips, Alternative 2 provides the best PA ratio. It should be noted that the balance of land uses may be different between the greater Colusa area as a whole and the unincorporated County surrounding Colusa.

MAXWELL

Under existing conditions, Maxwell has a PA ratio of 1.08, showing that the land uses in Maxwell are already well-balanced. Alternatives 1 and 3 will increase this ratio to 1.29 and 1.20, respectively; however, Alternative 2 provides a better balance and decreases this ratio to 1.05. Nonetheless, it is unlikely that VMT will differ significantly between the three alternatives.

Alternative 2 proposes a mixed-use zone along the Northern-Sacramento Railroad that would consist of a mix of commercial space and residential dwelling units. Residents of mixed-use developments generally generate fewer vehicle trips and VMT because they live close to commercial uses.

PRINCETON

Under existing conditions, Princeton has a PA ratio of 3.09. None of the proposed alternatives will significantly improve the balance of land uses; however, Alternative 2 will have the lowest VMT because it does not produce as many vehicle trips and has a slightly better balance than the other alternatives. Alternative 3 has a slightly larger footprint than Alternative 2, so it will have a higher VMT.

WILLIAMS

Under existing conditions, the unincorporated County surrounding the City of Williams has a PA ratio of 2.10. Although Alternative 2 produces the fewest trips, it increases the PA ratio to 2.52. Alternative 1 will decrease the ratio to 1.68, meaning that implementation of Alternative 1 will result in fewer exported trips. Alternative 3 decreases the ratio to 0.79 (below the optimum value of 1.0), meaning that implementation of Alternative 3 will result in more imported trips. Additionally, Alternative 3 has a slightly larger footprint than Alternatives 1 and 2, so it will have a higher VMT. It should be noted that the balance of land uses may be different between the greater Williams area as a whole and the unincorporated County surrounding Williams.

Near-Term Roadway Improvements by Community

ARBUCKLE

No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service (LOS). Alternative 1 will require more roadway resurfacing and maintenance than Alternatives 2 and 3 since its footprint extends beyond the other alternatives.

COLLEGE CITY

No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service.

COLUSA

Growth in the unincorporated areas of the County surrounding the City of Colusa will not require additional roadway capacity to accommodate any alternative's short-term growth. However, when combined with growth likely to occur within the City limits, roadway improvements will be needed on SR 20 east of Colusa. Intersection improvement may also be needed at the Wilson Avenue / SR 20 and Lurline Avenue / SR 45 intersections. The short-term implementation of Alternative 3 may require improvements on Lurline Avenue west of Colusa.

MAXWELL

Because each alternative clusters commercial land uses around the Maxwell-Colusa Road / Interstate 5 interchange, additional turn lanes may be necessary at the ramp terminal intersections to accommodate short-term growth at an acceptable level-of-service.

PRINCETON

No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service.

WILLIAMS

Growth in the unincorporated areas of the County surrounding the City of Williams will not require additional roadway capacity to accommodate any alternative's short-term growth. However, when combined with growth likely to occur within City limits, roadway improvements will be needed at the E Street / Interstate 5 interchange under each proposed alternative. Alternatives 1 and 3 may require improvements to the State Route 20 / Interstate 5 interchange since they each propose significant amounts of commercial development to the northwest of this interchange.

Buildout Analysis

Based on current growth projections, buildout of the proposed alternatives is likely to be achieved in the next 50 to 150 years.

Alternative 1: Full buildout of Alternative 1 would add up to 290,000 daily vehicle trips to County roadways. The buildout of Alternative 1 will have the lowest Countywide VMT because it will produce the fewest daily vehicle trips and it has the best PA ratio (1.23), indicating that the land use is well-balanced.

Local roadway improvements will be needed for Alternatives 1 in:

- Arbuckle – Grimes-Arbuckle Road, Gail Avenue, Almond Avenue, and Wildwood Road

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- Colusa – Lurline Avenue, Wilson Avenue, and Hunter Road
- Maxwell – Maxwell Sites Road, Maxwell Road, Finks Road, Fairview Road, and Old Highway 99
- Williams – Hankins Road, Davis Road, George Road, Engraham Road, and Crawford Road

Alternative 2: Full buildout of Alternative 2 would add up to 320,000 daily vehicle trips to County roadways. The buildout of Alternative 2 generates a comparable amount of daily vehicle trips; however, its PA ratio is 3.65. This is greater than the County’s existing PA ratio of 2.43, indicating that a higher percentage of Colusa County residents would travel outside of the county for work and shopping trips than under existing conditions.

Local roadway improvements will be needed for Alternatives 2 in (same as Alternative 1:

- Arbuckle – Grimes-Arbuckle Road, Gail Avenue, Almond Avenue, and Wildwood Road
- Colusa – Lurline Avenue, Wilson Avenue, and Hunter Road
- Maxwell – Maxwell Sites Road, Maxwell Road, Finks Road, Fairview Road, and Old Highway 99
- Williams – Hankins Road, Davis Road, George Road, Engraham Road, and Crawford Road

Alternative 3: Full buildout of Alternative 3 would add up to 700,000 daily vehicle trips to County roadways. The buildout of Alternative 3 generates far more trips than Alternatives 1 and 2 and has the highest PA ratio of the three alternatives; therefore, Alternative 3 would have the greatest VMT.

Alternative 3 will require more extensive roadway improvements in all of the above communities, as well as improvements to roadways in:

- College City – College City Road, Perkins Road, and Tule Road
- Princeton – Norman Road, Spencer Road, and SR 45

PUBLIC UTILITIES AND INFRASTRUCTURE

Implementation of any of the Land Use Map Alternatives will result in increased growth around the existing communities in Colusa County. Colusa County is organized into several departments that provide general services, public protection, facility maintenance, health services, and public assistance. Of these government functions, some departments such as the County Assessor's Office, Clerk-Recorder, and Board of Supervisors provide general overhead but few direct services tied to population growth. Other departments such as the Sheriff's Office, District Attorney, Public Works, and Health and Human Services Department provide services that are directly related to when, where, and how much growth occurs in the County.

The Colusa County Public Works Department (CCPWD) maintains existing roads and drainage systems in addition to planning, financing, and constructing new capital improvements such as roads, bridges, and drainage systems. Capital improvements that must be developed to accommodate new growth in the County are typically funded through a variety of sources, with development impact fees, state funds, vehicle registration fees, and gas taxes serving as the primary sources. Development impact fees are intended to address the impacts of new development on infrastructure, public facilities, and other services. However, the development impact fees are structured only to fund the initial project, and the costs of maintaining infrastructure throughout the County falls to revenue from the General Fund.

Utilities such as water and wastewater services are generally not provided by the County, but rather, are provided by the incorporated cities or public utility districts. The exception to this is the County Service Areas #1 and #2, respectively serving Century Ranch and Stonyford.

COMPARISON OF ALTERNATIVES

A comparative discussion of the need for expanded water and wastewater services for each of the alternatives is provided below.

Increased Water and Wastewater Demands

Alternative 1: Alternative 1 provides for a small increase in the development of residential and non-residential lands beyond what is currently allowed in the 1989 General Plan. The communities of Stonyford and Century Ranch would continue to need new sources of potable water in order to allow for increased growth as provided under this alternative.

Alternative 2: Alternative 2 would allow for significantly expanded growth opportunities around Maxwell, Colusa, Williams, Arbuckle, College City and Stonyford. However, new residential growth in Stonyford and Century Ranch is not feasible until expanded sources of reliable water are secured. In order to meet increased water demands, the local water providers would need to secure additional sources of water, most likely through the construction of new groundwater wells. Conveyance infrastructure would also need to be expanded to serve new growth areas where municipal water is not currently available. This alternative also includes few Rural Residential parcels and an increased number of Urban Residential parcels. This increase in residential density would preclude the future construction of on-site septic systems to dispose of wastewater, and new development would generally need to connect to existing municipal wastewater systems. This would require the expansion of wastewater treatment plants and conveyance infrastructure.

Alternative 3: Alternative 3 provides the highest level of residential growth and would increase the demand for water and sewer services to a greater degree than any of the other alternatives. Significant new sources of groundwater would be required in all County communities, and each community would

SECTION 3: LAND USE ALTERNATIVES

require significant expansion of the potable water conveyance infrastructure. Additionally, under this alternative, nearly all of the Rural Residential lands surrounding the existing communities have been changed to Urban Residential, which as described above, would eliminate the feasibility of using on-site septic systems. The areas surrounding the Cities of Colusa and Williams would facilitate high levels of residential growth under this alternative. In order to provide wastewater treatment services, new development surrounding the cities would either need to be annexed in order to receive City services, the County would need to begin providing water and wastewater treatment services to the areas, or other tools such as “package wastewater treatment” plants, which can serve multiple developments, would need to be implemented. The costs associated with the provision of water and wastewater services to growth areas under this alternative would be significant.

SAFETY AND ENVIRONMENTAL CONSTRAINTS

One of the primary safety and environmental constraints the County is facing during the General Plan Update is related to flooding and flood protection. Much of the eastern portion of the County between the Sacramento River and I-5 is located within the FEMA-designated 100-year floodplain. This area includes the City of Colusa SOI, most of the areas surrounding Maxwell and Arbuckle, and areas immediately north of Williams. Before new development can be constructed within the 100-year floodplain, it must demonstrate that adequate flood control measures are in place, and building foundations must be constructed above established base flood elevations.

Additionally, new development results in increased volumes of impervious surfaces, which can exacerbate flooding conditions and result in increased volumes of stormwater runoff. This has the potential to adversely impact water quality in both ground and surface waters as well.

New development also results in increased vehicle trips and increases in vehicle miles traveled, which results in corresponding increases in air pollutants from vehicles and noise generated from traffic.

COMPARISON OF ALTERNATIVES

New Development within the 100-year Flood Plain

Alternative 1: Alternative 1 has the lowest level of residential development of all the alternatives, and as such, would place the least amount of new residential land uses within the 100-year floodplain.

Alternative 2: Alternative 2 provides for a higher level of residential growth than Alternative 1, and would have the potential to place more housing within the 100-year floodplain. Alternative 2 makes extensive use of the UGA designation in areas surrounding Arbuckle, Maxwell, Williams and Colusa. The UGA designation serves as a placeholder for future urban development, but is not intended to develop within urban uses in the next 20-30 years. Most of the areas designated UGA in this alternative are located within the 100-year floodplain. Over the next 20-30 years flood control projects in Colusa County will continue to be implemented, and it is anticipated that flood hazards will be reduced over time as levees are improved and other control measures are implemented by State, Federal and local government. Before lands designated UGA can be converted to urban uses, adequate flood control measures must be in place, which reduces the near-term risk for the placement of housing within the floodplain under this alternative.

Alternative 3: Alternative 3 allows for significant levels of urban growth in the communities of Arbuckle, Maxwell, Williams, Princeton, and Colusa, all of which are at least partially located within the 100-year floodplain. Development under this alternative would place the highest level of urban uses at risk of flooding, and it is anticipated that extensive flood control improvements may be required before buildout under this alternative can occur.

Increased Stormwater Runoff

Alternative 1: Alternative 1 includes extensive lands designated for commercial and industrial uses. Commercial and industrial uses often generate large areas of impervious surfaces in the form of buildings and paved areas, in addition to roadway extensions. Commercial and industrial uses also tend to generate more pollutants than residential uses. Pollutants can adversely impact surface and ground water quality if they are carried to these sources via stormwater runoff. This alternative has the greatest potential to adversely impact stormwater flows and water quality.

Alternative 2: Alternative 2 is anticipated to result in the least amount of new impervious surfaces compared to the other alternatives. Alternative 2 provides opportunities for balanced commercial and residential growth, which would not generate the volume of stormwater pollutants that may be generated under Alternative 1.

Alternative 3: Alternative 3 would allow for significant levels of residential growth, far beyond what could occur under the other alternatives. This large increase in residential growth would greatly increase the need for local stormwater drainage infrastructure to accommodate the increased flows of stormwater generated from impervious surfaces. Expanded stormwater infrastructure would be required in all communities throughout the County in order to protect property from flood damage caused by stormwater runoff.

Increased Noise and Air Quality Impacts

Alternative 1: Upon full buildout of Alternative 1, the County would experience up to 290,000 additional daily vehicle trips, which would increase levels of roadway noise and air quality emissions from vehicles. This alternative has the lowest level of increased daily trip generation of the three alternatives.

Alternative 2: Upon full buildout of Alternative 2, the County would experience up to 320,000 additional daily vehicle trips, which would increase levels of roadway noise and air quality emissions from vehicles. This alternative would have slightly more of an impact on noise and air quality than Alternative 1.

Alternative 3: Upon full buildout of Alternative 3, the County would experience up to 700,000 additional daily vehicle trips, which would dramatically increase levels of roadway noise and air quality emissions from vehicles. This alternative would have the most severe impact on noise and air quality levels of all of the alternatives.

TOURISM AND RECREATION

Increases in residential development result in corresponding increases in the demand for community parks, regional parks and recreational opportunities for local residents. The need for expanded community park infrastructure and increased access to outdoor recreational resources was expressed by numerous participants during the Visioning process for the GPU.

COMPARISON OF ALTERNATIVES

Increased Demand for Community and Regional Park Facilities

Alternative 1: Alternative 1 focuses primarily on the expansion of employment-generating land uses within the County, while allowing for residential growth that is generally consistent with what is allowed under the current General Plan. There would be a small increase in the demand for park facilities under this alternative.

Alternative 2: Alternative 2 would allow for a county-wide population increase up to 20,000 persons greater than the existing General Plan, which would greatly increase the demand for local parks and recreation facilities, primarily in Arbuckle, Maxwell, Colusa and Williams.

Alternative 3: Alternative 3 would allow for the highest level of residential growth, and would generate the greatest need for new and expanded parks facilities, and place additional maintenance requirements on existing facilities. The County does not currently have a parks fee program in place that applies to new development. In order to meet the significant demand for parks and recreational facilities that would be generated under this Alternative, the County may be required to implement a Quimby fee program to require new development to pay its fair share of parks development costs.

Expanded Opportunities for Recreation and Tourism

Alternative 1: Alternative 1 includes changes to the land use designation for parcels located south and southwest of Princeton, adjacent to the Sacramento River, and within the designated floodway. This proposed change was made in order to facilitate the development of a regional park in this area, and to increase access to the Sacramento River for boating and fishing. This has the potential to meet increased local demand for outdoor recreation and to increase tourism to the area. This alternative also includes the commercial designation of a parcel located east of Colusa, on the eastern shore of the Sacramento River. This parcel was changed to Commercial at the request of the property owner. It has been mentioned that a marina and private boat launch facility may be developed at this site, which would increase access to the Sacramento River.

Alternative 2: Alternative 2 includes a larger area designated for recreational uses near the community of Princeton than that shown in Alternative 1. The size of the area proposed for recreational uses adjacent to the Sacramento River may provide the opportunity for the development of a regional park, which would be an expansion of what may be feasible in this area under Alternative 1. This alternative does not include the commercially designated parcel east of Colusa, as discussed above.

Alternative 3: Alternative 3 provides for the commercial designation of the potential marina development east of Colusa, and provides for a reduced parks development opportunity near Princeton. Under this alternative, the area near Princeton designated for parks uses is smaller than the areas designated for this use under the other alternatives.

ECONOMY

Strengthening the County's economy through creating adequate high-paying jobs for the County's residents, encouraging a more diverse base of industries, focusing on business growth in areas that expand or complement the County's agricultural base, and addressing limited commercial and retail options were the primary comments received regarding the economy throughout the Visioning process.

Each of the alternatives was developed to increase the County's job base and provide opportunities for diversification of industries by increasing the number and quality of jobs and capitalizing on agricultural industries.

The discussion below discusses the comparative benefits and disadvantages of each alternative in regards to issues facing the County's economy, including jobs/housing balance, diversification of businesses, and addressing limited commercial and retail options.

COMPARISON OF ALTERNATIVES

Jobs/Housing Balance and Employment

Alternative 1: Alternative 1 would provide the greatest benefit in terms of jobs-housing balance and addressing unemployment. Economic growth will be significantly higher than in Alternatives 1 and 2. Job growth will be focused along the primary regional transportation routes. Along the I-5 corridor, commercial and industrial growth located at existing communities and in areas with existing industrial uses. Large-scale commercial growth along SR 20 at the western entrance to Colusa and providing for extensive expansion of the Colusa Industrial Park south of Colusa along SR 20/45. Additional commercial development in and around existing communities is anticipated to capture some of the local demand for retail goods and services that is not currently met in the County.

While the baseline job growth in the County is anticipated to be approximately 1,312 new jobs over the near-term as shown in Table 3-7, the economic development focus of this alternative is anticipated to result in a higher job creation rate, yielding approximately 1,596 jobs. The maximum resultant jobs-housing balance would be 1.33 jobs per household, an increase from the current jobs-housing balance of approximately 1.09 jobs per household.

Under buildout conditions, Alternative 1 would result in 24,730 total jobs, the highest amount among the various alternatives. The jobs-housing ratio would increase to 1.52 under buildout conditions, indicating that the County will likely import workers.

Alternative 2: Alternative 2 would provide for increased commercial development in the vicinity of existing communities and would also increase areas for industrial development. Under this alternative, the near-term growth is anticipated to yield 1,312 jobs, resulting in a jobs-housing balance of 1.09 workers per household, which is consistent with the current jobs-housing balance (see Table 3-7). It is anticipated that the increase in employment would be generally commensurate with residential growth. Under buildout conditions, however, the jobs-housing balance would decrease to 0.61. While Alternative 1 remains the most favorable alternative in terms of employment and business conditions, Alternative 2 would be worse than Alternative 3 in the short-term, but a slight improvement over Alternative 3 under buildout conditions.

Alternative 3: In the near-term, Alternative 3 would provide an improvement in employment compared to existing conditions. The 1,312 to 1,481 jobs that could be generated over the 20 or so years would result in a maximum jobs-housing balance of 1.23 (see Table 3-7). However, under buildout conditions,

the extensive residential growth would outpace jobs growth and result in a jobs-housing balance of 0.5. For this alternative to yield a jobs-housing balance of 1.3 jobs per household, the level of residential development would need to decrease to the range of residential uses envisioned under Alternatives 1 or 2. This alternative is the worst alternative in the long-term in terms of job growth and County employment. In the short term, this alternative would be a significant improvement over Alternative 2 and would likely result in the County importing more workers than it exports.

Industry Diversification

Diversification of the County's employment base can occur through any of the alternatives, by identifying the County's strongest assets for industry growth, which could be agribusiness, recreation, tourism focusing on natural resources, research and development, and developing a meaningful program to attract new businesses and target specific economic sectors.

Since Alternative 1 provides the greatest amount of industrial and commercial sites, range of siting options (e.g., location, parcel size, proximity to complementary uses) is anticipated to attract a greater number of industries with a focus on research and development, agribusiness, visitor-serving commercial) looking for a place to call home. In contrast, Alternative 2 provides the least industrial and commercial acreage of the three alternatives. Diversification under Alternative 2 may focus more on expanding businesses related to agriculture. The high rate of residential growth under Alternative 3 would greatly increase demand for goods and services and likely result in a greater range of retail opportunities.

In order for any of the alternatives to attract new types of industries, a program to market the County will be necessary for the County to realize its economic potential. Depending on the range of land uses chosen in the preferred land use map, the focus for job and industry growth may focus on a few sectors or extend to a variety of sectors, such as agribusiness, industry, research and development, and recreation, or other sectors identified throughout the General Plan Update process.

FISCAL EFFECTS

As part of the General Plan Update process, BAE prepared a Fiscal Impact of Alternatives report to identify general fiscal impacts associated with each alternative. The Fiscal Impact of Alternatives report is included as Appendix D. Upon selection of a preferred land use alternative by the Board of Supervisors, BAE will prepare a final Fiscal Impact Analysis to provide a more detailed assessment of the impacts associated with the proposed Land Use Map.

The County's General Fund revenues primarily consist of sources tied to new growth, such as property taxes, sales taxes, and payments in lieu of vehicle license fees (ILVLF), and thus are directly influenced by the growth that would be accommodated by a selected Land Use Map. These General Fund revenues are the major sources of discretionary funding that the County Board of Supervisors can allocate to finance expansion of services to the unincorporated areas that experience growth. This fiscal analysis focuses on services provided to new development in the unincorporated areas of Colusa County. Much of the County's service costs are related to demand generated from the incorporated cities, such as health and human services that are provided to all county residents, or emergency dispatch or jail administration, regardless of whether the clientele lives inside or outside of an incorporated City. However, this analysis instead focuses on the costs and revenues associated with services provided in the unincorporated areas, since they are most directly influenced by the General Plan. The foundation of the analysis includes interviews conducted with County service providers, research into current property values, geographic analysis of property tax distributions, and analysis of the land use mix and geographic allocation of growth (Tables 3-1 through 3-6) within the County under the different alternatives.

Services provided by the County to its residents and businesses include public protection (Sheriff's Office and District Attorney's Office), facilities maintenance (Public Works Department – roads, bridges, and drainage systems), Health and Human Services (public health, child safety, adult services, environmental health), and Behavioral Health (alcohol and drug treatment, mental health).

The County's primary revenue sources include property tax revenues, vehicle license fees in lieu of property tax revenues (ILVLF), and sales tax. Property tax revenues are driven by the location and type of development. Figure 3-14 illustrates how the County's share of property taxes varies in different parts of the County.

Water and wastewater services in Colusa County are primarily provided by outside service agencies. In rural areas, new development may construct an on-site well and septic system resulting in minimal County service costs. In the existing communities, new development pays connection fees that represent the development project's proportionate share of the cost to construct or expand well fields, conveyance infrastructure, treatment facilities, and wastewater disposal facilities necessary to serve the new development. However, these fees are not always up to date, which means that all necessary facilities may not be included in the projected cost, and connection fees do not cover ongoing maintenance and operation costs. Effects of the various land use alternatives on water and wastewater services are discussed in the public services and infrastructure section of this report.

Analysis of the comparative fiscal effects of the alternatives is presented below. The analysis focuses on issues with costs and revenues that will occur in the near-term time horizon, as these are the concerns that the County will deal with as it implements the updated General Plan.

*COMPARISON OF ALTERNATIVES***Alternative 1 – Economic Development Alternative***Near-Term Cost Implications*

In the short-term, Alternative 1 projects the highest level of dwelling units in Arbuckle, the Williams vicinity, and the Colusa vicinity within the next 20 to 25 years. This is the highest level of residential development for those three areas of the County among all the General Plan Alternatives. According to the District Attorney's Office, Arbuckle and Williams generate a higher than average level of crime and prosecutions compared to the other populated areas in Colusa County. Additional growth in these areas has the potential to incur higher than proportional costs in public safety related expenses. Arbuckle already has a Community Services District (CSD) in place to pay for maintenance of public infrastructure and roads. Additional development that can be incorporated into these existing districts can reduce future administrative costs involved in creating new CSDs.

Alternative 1 plans for the largest combined increase in industrial and commercial development through the near-term General Plan period. Assuming that this translates to the largest increase in jobs relative to population growth that is similar under all Alternatives, Alternative 1 could also have the most potential to lower Colusa County's unemployment rate over the General Plan horizon. If this is the case, CCDHHS's costs could decrease more under Alternative 1 than with either of the other alternatives.

Near-Term Revenue Implications

Alternative 1 not only represents the highest level of residential development in Arbuckle and Williams compared to other Alternatives, but also the highest level of residential development in Colusa and Maxwell. Arbuckle contributes approximately 10 percentage points more of the property tax increment to the County General Fund compared to the unincorporated area around Colusa, but Colusa typically commands higher residential prices. Maxwell contributes a moderate share of property tax increment but has much lower property values compared to the rest of the County. On balance, the new residential development in this Alternative may be expected to contribute greater than average property tax revenues, on a per residential unit basis.

Most new commercial uses in the near-term period are focused in Williams (57,000 square feet), with only 13,000 square feet planned in Arbuckle and 16,000 square feet in Maxwell. The commercial focus on Williams could help develop synergies with the commercial uses already there, but could limit the ability to capture sales tax from travelers on Interstate 5 if these additional businesses are located far from the highway. The relatively small size of Arbuckle and Maxwell suggests that most if not all of commercial development in these towns would be focused near Interstate 5. Also, Williams' central location could also help reduce the amount of retail leakage the County experiences. To the extent that new goods and services are offered there, residents who typically travel outside the County for the same products could find that it is a shorter trip to Williams.

*Conclusions***NEAR-TERM HORIZON**

The high levels of residential development in Arbuckle, Williams and Colusa have the potential to produce the most property tax revenue for the County compared to other Alternatives. This could help offset the lack of sales tax revenue generated from highway-oriented commercial developments along Interstate 5. Considering the higher than average share of property tax that the Arbuckle and Maxwell

areas contribute to the County general fund, as well as the higher market prices of homes in the City of Colusa, Alternative 1's property tax and ILVLF revenue potential is high. Taking into consideration the greater potential to lower unemployment and with it, public health service costs, Alternative 1 appears even more fiscally beneficial. While the distribution of sales tax-generating commercial uses does not reach the full potential of capturing demand from travelers, it still represents a moderate ability to generate revenue for the County. The total amount of commercial growth (157,885 square feet) during the 20 to 30 year period should provide opportunities to open stores that reduce the amount of retail leakage into neighboring Counties. Also, to the extent that families with higher incomes are purchasing higher priced homes in the City of Colusa, there is greater than average potential that demand for goods and services in existing stores will increase.

GENERAL PLAN BUILDOUT

Compared to the 1989 General Plan, Alternative 1 plans for almost double the non-residential growth during the 50 year period but only slightly more residential units. This focus on developing job-generating land use capacity creates a better balance between new dwelling units and new non-residential development. The ratio of a thousand homes to millions of square feet of non-residential development is approximately two to one under this Alternative. This more balanced ratio indicates that the County will receive more revenue from non-residential uses that create relatively low demand for County services, to help fund services for new residents. Increasing the quantity of job-generating land uses could also work at lowering Colusa County's unemployment rate, shifting the burden of providing health services from Colusa County Health and Human Services to employer-sponsored health plans. Finally, a more favorable jobs/housing balance could increase long term prices of homes in the County, since they will be in closer proximity to local jobs, which will further boost property tax revenues and ILVLF.

Alternative 2 – Balanced Growth Alternative

Near-Term Cost Implications

In the short-term, Alternative 2 incorporates less residential growth in the established population centers of Colusa County but more for the remaining less populated unincorporated areas. Over 18,000 square feet of mixed use development is anticipated within 20 to 30 years under Alternative 2, more than any other General Plan Alternative. The Colusa County Public Health Department anticipates that the compact form consistent with mixed use development will improve overall residents' health by promoting walking among nearby destinations. While generally accepted that walkable neighborhoods contribute to lower health costs, it is unlikely that this amount of mixed use development in the 20-30 year general plan timeframe will result in significant savings.

Near-Term Revenue Implications

In the short-term, Alternative 2 focuses much of its commercial development allocation in the communities of Arbuckle and Maxwell, along Interstate 5. The approximately 22,000 square feet in Arbuckle and 30,000 square feet in Maxwell will likely build out near the highway and service both Colusa County residents and non-residents who travel through the area via I-5. The ability to capture sales tax from both groups of consumers will boost the overall amount of revenue the County receives. Over 40,000 square feet of new commercial space is anticipated planned near the incorporated City of Colusa in the 20 to 30 year time frame. While this development may attract less revenue from travelers, it can generate sales taxes from local residents. Since most residential growth anticipated in the next 20 to 30 years under Alternative 2 occurs in the "remainder" areas of the County that are away from the

established communities, it is unclear exactly in which tax revenue areas (TRAs) new homes will be built, and what share of the property tax increment they will contribute to the General Fund. The next largest portion of new residential development occurs around the incorporated cities of Williams and Colusa. These regions contribute a relatively small amount of property tax to the County.

Conclusions

NEAR-TERM HORIZON

The decreased level of residential growth throughout Colusa County's established population centers in Alternative 2 should contribute to lower revenue potential, as property values in the "remainder" areas of the County are significantly lower. Alternative 2 focuses its commercial activity more efficiently along the Interstate 5 corridor. This should help to capture more expenditures from non-residents traveling on the highway and augment County sales tax revenues. However, Alternative 2 includes overall less commercial growth than Alternative 1. While these uses may be more efficiently planned in the County from a fiscal perspective, the overall drop in commercial space will limit the ability to attract additional sales tax revenues through establishment of new businesses. As a result, Alternative 2 presents little if any potential to generate more sales tax revenue than Alternative 1.

GENERAL PLAN BUILDOUT

Projecting through buildout, Alternative 2 can theoretically absorb more than 6,000 new dwelling units compared to Alternative 1, but only half of its non-residential square feet. This shifts the balance of residential to non-residential significantly in a negative way, creating a ratio of thousand dwelling units to millions of non-residential square feet of about six to one. This imbalance suggests the potential for future fiscal hurdles as service demanding residential development could outpace job-generating land uses by a large margin.

Alternative 3 – High Growth/Public Input Alternative

Near-Term Cost Implications

In the 20-30 year period, Alternative 3 plans the least residential growth throughout the established communities in Colusa County and the most residential growth in the undefined "remainder" areas of the County. This spread of growth throughout the County is partially due to a decrease of employment centers within or adjacent to the established communities. Almost half of the additional 1,390 dwelling units are planned for construction in the remaining unincorporated County. Again, cost control will rely on how many of these dwelling units will rely on their own water and sewer systems. Any new subdivisions of increased density will require a CSD to collect funds for infrastructure maintenance. Only 109,000 square feet of industrial development is anticipated under Alternative 3 in the next 20 to 30 years. This is the smallest amount of industrial expected among the alternatives and should comparatively lower the costs associated with large truck traffic on public roads. All things being equal, this low level of industrial development also brings with it the lowest potential for industrial job creation. Alternative 3 has the largest amount of commercial development though, and this could help offset lost job creation opportunities from industrial land uses. Relative wages vary greatly in the commercial sector, as retail jobs earn less on average than their office-based counterparts. As a result, it is unclear the effect the high level of commercial development will have on Colusa County incomes and retail spending.

Near-Term Revenue Implications

In the near-term, Alternative 3 focuses the least amount of residential growth in the populated areas of Colusa County and the most in the remaining area. Lower property values in these areas suggest that Alternative 3 will generate the least property tax and ILVLF potential. More than any other Alternative, over 182,000 square feet of commercial development is anticipated under Alternative 3, over the next 20 to 30 years. New development in Williams could account for most of this commercial growth, with 80,855 square feet, followed by Colusa with 54,250 square feet. The Williams area is adjacent to Interstate 5 and is well situated to generate sales tax revenue from both residents and non-residents. The City of Colusa however receives less traffic from non-residents driving through the County and is less well positioned to generate sales tax revenue from this other customer base. The large degree of commercial development planned under Alternative 3 suggests a high potential to generate sales tax revenue through creating opportunities for new businesses to sell goods typically bought outside the County. However, the dispersed nature of residential development in Alternative 3 indicates that many residents will not be located in populated areas near these new commercial districts. To the extent that these new residents live in outlying areas, they could still decide to travel outside Colusa County to purchase goods, even though more are offered locally. As a result, the increased amount of commercial development in Alternative 3 may only be marginally more fiscally beneficial compared to Alternatives 1 and 2.

Conclusions

NEAR-TERM HORIZON

Alternative 3 fails to focus residential development in the populated areas of Colusa County where property values are highest. This corresponds with a low overall potential to generate revenue through property taxes and ILVLF. While the high amount of commercial development can potentially offset this by generating additional sales tax, the unknown geographic distribution of dwelling units leaves a question about whether this new commercial development can fully capture demand from new Colusa residents.

GENERAL PLAN BUILDOUT

In contrast to the near-term, Alternative 3 buildout supports the most residential development by far (50,290 new dwelling units). This is about twice that of Alternative 2 and almost three times that of Alternative 1. This large increase in residential development will translate to large increases in County service costs. While new residential development in Alternative 3 almost triples that in Alternative 1, nonresidential land uses remain lower than those in Alternative 1. This leads to a very skewed ratio of dwelling units to non-residential square feet. This is the highest imbalance among the Alternatives and suggests a high likelihood for future fiscal problems. The large focus on residential development will lead to the highest demand and highest cost for new services. Without much job-creating land use development to broaden the County's revenue base, there exists potential for service costs to significantly outpace revenue growth. In order to pursue this alternative, the County would need to rely heavily on the formation of new CSDs to generate revenue for not only facility maintenance but perhaps other services as well, creating higher cost burdens on residents.

Appendix A

Visioning Workshops Comments – Vision, Assets, Challenges

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
VISIONING WORKSHOP - COLUSA AREA		
Make a county high school, rather than all the small schools, in order to offer more to our children and better prepare them	Historical inventory and preservation	Safe speed limits: a) reduce speed limits by schools from 25 mph to 15 mph where needed.
Hiring honest knowledgeable leadership especially in planning and building dept.	Friendly, small community atmosphere	Tree lined streets needed in newer developments. The older parts of our towns are impressive but the newer developments are stark and unappealing.
Reaching out by government local to build trust.	Diversity - ethnic	Keep the 25mph speed limits safe and the same on Bridge, Market, and 10th Streets.
"Go outside the box" - not trying to be like everyone else! Build on assets and advertise them	Special place	Preservation of ag land
Stop the building of the dam in Colusa County in the valley between Sites and Stonyford	Small community	Retaining business and young professionals
Shopping	People	Creating if need be and retaining high level academic/educational institutions
Nicer roads	Low crime	High unemployment rate
Enterprise zone	Min. traffic issues	Better shopping is needed. Many people travel 25 miles or more to do most of their shopping due to poor local selection.
Pro business	Plenty of parks	Attract more industry (jobs)
Water storage	Sacramento River	Deter leap-frog growth
Better roads	Well maintained neighborhoods of beautiful homes give Colusa its character. These areas should be protected from inappropriate additions or changes.	Unemployment

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Clean industry to provide jobs and income ag related	Rural lifestyle	Create more employment opportunities while also protecting the ag base.
Growth around existing towns and cities	Lack of traffic	Jobs - industry
More industrial agribusiness growth	Low crime	County income
More economic development	Hard working people	Roads and transportation infrastructure
Higher education/vocational classes	Small town communities with close ties to schools, medical, business, commercial, and civic community supporting each other	Poverty/unemployment
Buffer zones from residential/housing/ag	Communities unite in times of need and people look out for each other	Lack of interest/involvement in a local government
I am unsure if this is relevant to the G.P. but more "cultural" activities	Reasonably low crime	Lack of tax revenue
Agribusiness	Feeling safe	Inadequate infrastructure
Employment that affords at least medium standard of living	Land	Lack of jobs
Good schools	Protect the wildlife refuges. Also, protect waterways of the refuge if building development area south of Colusa wildlife refuge near County Line Road	Education
Updated infrastructure	Open space / natural resources	Economic development
Good medical facilities	River, mountains, refuges	Water
Job attraction that is compatible with existing agriculture	Sacramento River	Water - surface and groundwater
Allow for growth areas, increased light industries, and additional housing	Open space and recreation opportunities	Adequate flood control
Stronger economy	Sacramento River	Lack of infrastructure (waste water)
High employment	Ladoga Lake	Water supply for ag
Promote recreational opportunities	Sacramento River	EA zoning

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
All communities work together	Open agricultural land with small communities	I-5 corridor
Industrial growth	Strong agricultural base	More commercial/industrial
Great schools, cultural activities, a place people want to live	Keep the ranches and farmland open for agricultural use by owners of property and also the natural state of the geographical beauty of Colusa County	Water/groundwater
Encourage development of recreational resources	Open areas for recreational activities	Sprawl
More equitable tax system allowing County resources to not be raided by state	Rural atmosphere	Leapfrog development - keep housing in the communities
Allowing more control to prioritize what taxes are used for (yea, right!)	Small town	Growth and land use changes that result in housing and service needs
Destination spot for tourism and events.	Wildlife	Orderly growth
Cooperative spirit and regional view for growth.	Sacramento River	Protecting ag
Streamlined more efficient County government	hunting/fishing	High unemployment
	Proximity to Sacramento	Sales tax leaving County
	Small town atmosphere	Availability of water
	Rural living	Too many people pushing growth (people) in the County
	Small population	Attracting growth industry without undercutting agriculture
	Hunting and fishing	Building on the assets of present day (i.e., wildlife, historical buildings, culture and arts)
	Friendliness	
	Small in population	
	Easy to get around	
	Low crime	

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
	Small town charm	
	Historic buildings	
	Rural way of life	
	Small town	
	The respect people show each other	
	Special place because of rural values	
	Rural environment	

VISIONING WORKSHOP - ARBUCKLE		
To value the development of the land that has been done for farming and continue to thoughtfully develop the County.	That it is peaceful	Lack of diversified employment opportunities
Controlled growth	Agricultural base	Departure of young people (H.S. grads, etc) for better jobs outside of Colusa County
Orderly growth starting with infill spreading to town margins and outward	Small enough population so you know your neighbors	Unemployment rates
Balance between commerce, housing, and employment without sacrificing open space	Affordable property	Jobs first, then housing
Future housing development only in locations served by public transit and other services. Also includes affordable housing	Friendly people	Unemployment
Slow, controlled growth which would include businesses for income for the County and convenience for people.	Rural character	Infrastructure - roads, bridges
No new towns	No traffic	Balancing industry/job growth with maintaining small town, farming communities
Growth to be centered around existing towns	Bird life	Revenue

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Sustainable agricultural development	Big skies	Lack of jobs
Organic methods	Rural and caring people and values	Energy independence
Year-round jobs	Hunting and fishing available	Air pollution
Greater diversity of crops	Friendly atmosphere	distance from markets
Support for small farms	Strong family dynamics	Lack of jobs outside of ag
Agritourism	Calmer, simpler lifestyle	Gangs at schools
More local food sold locally	Friendly people	Employment for seasonal workers
More affordable quality housing for low-income workers	Small county - if you don't know someone, the guy next to you probably does	Funding for maintenance of infrastructure, schools, law enforcement
More emphasis on education - junior college, classes that would benefit the development of jobs	Small-town, friendly communities	Protection of water rights
Good schools	Rural character	Protection of ag land from encroachment/development
Growth around existing towns	District irrigation water	Lack of jobs
Passenger trains	Excellent agricultural resources	Lack of industry
Better school funding	Natural beauty	Putting growth where it will help communities - keeping its agricultural base
Fix up downtown	Climate	Avoid development of housing or industry in isolated pockets outside the sphere of towns
Maintain a safe, rural atmosphere for families to grow and thrive.	Blue skies	Uncontrolled growth
Community development and involvement on a local and volunteer level: neighbors and friends looking out for each other.	Fledgling farmers markets	Uncontrolled growth
Arbuckle community center	Open spaces, somewhat safe environment to raise family, proximity to just about anything	Controlling development to complement local job market

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Tutorial center	Small town community where almost everyone is a familiar face. People generally possess values.	Residential growth
Senior center	Small town, rural communities with citizens who are passionate about agriculture, education, family and small business, (& hunting)	Ag water
Library open 7 days a week	Open space	Job creation
After school and weekends training center	Great work force	Growth
More job opportunities	Good school system	Keep farmland while developing adequate housing areas
Higher employment rate	The rural economy which provides an uncrowded environment.	Controlling growth - especially developers coming in and looking to create large, crowded subdivisions with businesses that are part of a chain or franchise
Diversified streams of income	The people of the community make it a special place to live and work.	Water shortages
Infrastructure	Rural life	Homes that need energy efficiency upgrades
Promote business in appropriate areas and draw jobs to the County	Agriculture	Tear down the barrier at south county line
Promote value added agriculture	Rural lifestyle	Reduce impacts of knee jerk liberal state mandates
Infrastructure, sound planning	Not too crowded	Protection from outside influences - particularly outside development and political pressure that conflicts with our county values
Jobs for people who will be living in Northern Yolo County	Farming community	Not enough retail business - people have to give money to other counties when shopping
Independence from meddling of those who think we need Starbucks	Location and value	Economic development

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Encourage ag industry that is compatible with ag production	Conservative, founding father values	Pace for growth and structure for growth
Plan for necessary growth without the loss of identity through enhancement of existing economic engine - ag - support business which support us	Wildlife	Maintain values with influx of "new" people to area
Net zero climate change impact via elements such as renewable energy, efficient design (beyond min. standards), transit planning, etc.	"Open space" - to get there, we have to rebuild the County road system. Arbutle rural roads are terrible! County Five North are disgusting.	Lack of services & facilities for extra-curricular activities and medical facilities for children, teens, & seniors
Industrial park	Agriculture base	Gangs
Make Colusa County a "destination spot" - play up its assets	Rural lifestyle	Place to meet for seniors and kids
To get there the roads need to put back on a level equal to Glenn County and Yolo County roads	Location - access to big city without their problems	Clean jobs
Jobs	People	Ag research info other than almonds
Services	Most valuable in Colusa County would be the ag heritage	Youth training
	Good ag community	Crime prevention
	Tree crops to seed crops	Groundwater resource management
	Knowing your neighbors	Conserve groundwater
	Agrarian lifestyle	Flood management
	Weather	The past general plan did not follow up on the rural county roads - too many have been forgotten
	fertile soil	Maintain funding to develop infrastructure
	Beautiful country	Economic plan county wide
	Lots of farmland	
	Proximity to I-5	
	Open space	
	Range land	
	Farm land	

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
	Water access	
	fertile soil	
	Railroad access	
	Freeway access	
	Schools	
	Natural resources (natural gas)	
	Open space	
	Small town size	
	Hunting and fishing	
	Rural - farmland	
	Open space	
	Open space	
	Rural setting	
	Open space	
	Great people	
	Friendly people	
VISIONING WORKSHOP - MAXWELL		
Disciplined growth to retain the small town quality of life	Opportunities for outdoor recreation (i.e., hunting, fishing, off-highway, boating, hang gliding, etc.)	Growth
Responsible growth	Open spaces	Growth
To maintain the rural and agricultural heritage	Great place to raise kids	Curtailing big development when the infrastructure of the towns can't handle the population increase
Keep community oriented	Location	Potential congestion - development needs to be balanced with circulation
Promote economic growth for jobs	Special place due to low population with no urban sprawl	Infrastructure for distant population
future development only along I-5 corridor	Natural environment	Additional economic engine beyond ag
Growth sufficient to allow next generation to stay, work, and thrive	Small communities	Water

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
More jobs	Rural areas with open space	Residential growth to meet housing needs
More services	I-5	Uncontrolled growth
A bike/hiking path around the entire Colusa city area would be great	Minimal traffic	Growth
More ag related business - more jobs	Small community atmosphere	Opportunities available for the next generation to want to stay here
Economic growth	Quality of life	lack of jobs
Sites reservoir is a priority	Small town atmosphere	People are moving out of our area
I want them to put the Sites reservoir in as soon as they can	Quality of life, specifically for families	water issues
More employment opportunities	Good people	Lack of employment
Keeping open space but having more opportunities (jobs, restaurants, services, etc.)	You know your neighbors	Good paying year round jobs
Incentives for businesses to start here and stay here	Special to live & work here because you belong to a community that looks out for one another	Bring in non-ag jobs
	Small communities	Land use
	Good people	Ag and growth merging
	Everyone knows everyone - we look out for each other	Availability of potable water for future development
	Small towns good for family	
	Small town identity	
	Sense of community	
	It's a safe place to live and raise your kids	
	Agricultural heritage	
	Ag-economic driver	
	I-5 excellent transport for goods and services in and out of county	
	Ag background	
	Open space	
	Good place to raise kids	

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
	Knowing officials from community, such as county reps	
VISIONING WORKSHOP - WILLIAMS		
Better code enforcement	Location close but far enough away	Lack of infrastructure (sewer, water, runoff collection)
Maintain the rural, farm-based character of the country	Location close to larger areas	Lack of transportation
Do not try to become an industrial area	Agriculture	The conditions of the roads
Measured growth with a plan consistent direction	Agriculture	No amenities such as performing arts (not a casino)
Grow slowly with guideline of access by proximity	Recreation - hunting, fishing, boating, golf	County roads need to improve to a level of equal to our neighboring counties. Need sound road system.
Providing jobs first	Relatively safe and affordable where knowing and helping your diverse neighbors is valued	Land use
Better traffic planning	Interdependent community of generations of families who help one another through good times, bad times, and no times at all with no personal profit in mind who welcome newcomers who got involved in our towns with same attitude	Implementing goals over 20 year plan
Improving the stores	Friendly fellow citizens	The traffic - the direction of the traffic
New industries	Small community ethics	Sewage
Greater access to communities outside Colusa	Small town atmosphere	The growth without new schools, medical facilities
Do everything possible to prepare infrastructure for business attraction	Agricultural history	Limited services and stores
Build on agricultural base	Value rural atmosphere (farming/ag)	Maintaining the agricultural base
Become a mecca for retirees and for recreators, and affordable housing	Special place - historical towns, buildings	Avoiding the city sprawl and becoming a bedroom community

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Smart growth to keep rural feel	Low population	Avoid becoming a commuter area where residents only spend nights and weekends, and commute to city jobs
More jobs	Small town environment	Keeping ag as the main industry and not a bedroom community
Educational opportunities	Ag environment	Lack of ag related industries
More educational opportunities	Open space to live and work	Zoning
Towns and cities working together as a region	Rural way of life	Bring in jobs
Sustaining agriculture and become more financially viable	Agriculture	Diminishing budget
More ag industries	Location	No future for young people
Recruit a retirement community here	Our open space	Lack of jobs and support what business we have
Destination point for tourism	Value of ag products - exceeds Yuba & Sutter Counties	Utilization of interchanges for development of jobs and business
More employment opportunities year round		Aging architecture
Showcase agriculture and recreation and wildlife		Bring in industry
Revitalize downtowns		Better working relationship between county and cities
Restore and interpret historical architecture		County roads need to be brought back to a level of equal to our neighboring counties. Our future requires a basic sound road system.
Guarantee green belt for ag and rec		
Celebrate our diverse community		
Rural art projects, not gang graffiti		
VISIONING WORKSHOP - STONYFORD		

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Tourist destination	Historic buildings and places	Convenient community feedback and criticism
Increased job base	Proximity to San Francisco, Sacramento airport, and mountains	Fund resident deputies
Better access to information, internet, broadband, teleconferencing	A library system with good connections to out-of-county libraries and resources	Water supply
Ensure future employment opportunities - put local county folks back to work (i.e., power plant)	Lower property tax	Need for jobs for up & coming youth at the County - so they don't have to leave the County for work.
Library depository developed on county land (Stonyford)	Rural areas with open space	Broader base of funding to survive/maintain services during 'tough' times
A good/big truck stop would be a big tax/money maker for the county	Rural lifestyle - less traffic, less noise, community cooperation	Aging population
Better road from Stonyford down to I-5	Rural lifestyle	Jobs
Make Colusa County the "gem" of the Central Valley - a destination preserving small town/rural/farming community	Small community feel	Lack of jobs & industry
Make disposal of disabled vehicles and appliances easy and cheap (or free)	Small town atmosphere	How not to disregard the needs and role of the Spanish speaking when your process is all in English
Housing limited to existing towns	Rural diversity - towns, farms, ranchland, wilds	Keep our water home, not south
County-run lake (reservoir) - camping, fishing	Rural lifestyle	Water
Year-round access to western mountains, Goat Mtn snow, etc	Low government involvement	Water
Improved access/roadway into Stonyford area.	Few neighbors	Infrastructure - water and sewer
Resurface existing road over pass	Farming and agriculture	Potable water

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Libraries in each community that are accessible physically and electronically up to 60 hours per week	Clean air	Sites Dam - why build more [when] we can't fill the dams we have
Develop recreational area	Diverse recreation - fishing, boating, hunting, hiking	Elimination of invasive species - like star thistle, etc
Better roads	Beautiful and abundant natural beauty and resources	Offset the grip of the 160 largest landowners who block economic opportunities in the county
Co-housing development	Off the beaten path	Communication - very difficult to get the word out in this county
Less state regulation	Rural lifestyle	Jobs
Broad support for education and learning	Not crowded	Lack of industry/jobs
Better higher educational opportunities	Rural	Lack of jobs
Encourage new types of off-the-grid housing that is environmentally friendly (Solar & wind power, composting toilets)	This county has less - that makes it a good place to live - less people	More stores that provide new services so residents don't travel to Yuba City or Chico to shop
A passenger train stopping in the county once a day each way north and south	Small town character of Colusa	Balance services for elderly and youth and in between
Solar use mandated for future housing developments	Production of farm crops/food	County wide transportation system (that runs frequently)
Encourage family and community health and local markets	Forest and recreation lakes	Garbage disposal
More medical (local) services	Abundant farmland	Poor roads to recreation areas
Clean it up and maintain it	open space	The proposed Sites reservoir would cut/impact Stonyford's road access
Does the tail (housing plan) wag the dog (general plan)? If it gets done too early in the process, for ag, this is true of Arbuckle.		No public transportation out of the County - no transportation to airports or train stations

VISIONING WORKSHOP COMMENTS

VISION	ASSETS	CHALLENGES
Allow us to have more local control		need greater telecom capacity beyond the I-5 corridor
Sites Reservoir - make it a reality		The 40 acre parcel minimum rule is too large given the average cost per acre, for example, for small truck crop farming
Infill not spread		The county is the 2nd poorest in CA (Imperial Valley's county is the poorest)
Do the building on land that is not good farm land		No post-secondary education is available - it's a big negative/challenge
Facilitate state and federal grant writing		Keep agriculture as a viable way to make a living
More shopping facilities close to I-5 around Williams area, larger grocery stores		Consider the full county (i.e., Stonyford) in recreation/building/water impacts
County unity "east to west"		Affordable housing
		Jobs with futures
		Keeping development under control
		Isolation of hill country from the rest of the county
		Growing the county without over-development and destruction of current communities
		Incentives to build or improve property

Appendix B

1989 General Plan Land Use Designations

1989 General Plan Land Use Designations

PR- Parks and Recreation: Areas designated PR include golf courses, city, community and state parks, fairgrounds, and other recreational areas. At the present time, all of the PR areas are within communities. As in the case of public services, specific sites for future community parks are not presented on the land use map, but ample room has been provided in future residential areas for such parks.

RSC- Rural Service Center: The General Plan designates rural service centers at Sites, Delevan and Lodoga. These areas are very small, predominantly residential settlements. Growth potential in these areas is severely limited by the lack of urban services. However, all three communities contain a large number of existing vacant lots that are potentially buildable. Additional lot splitting in these areas is strongly discouraged. Commercial and residential uses are acceptable within RSC areas, provided such uses conform to the revised zoning map for each community.

PS- Public/Semi-Public Services: This category includes schools, libraries, churches, fire and police stations, corporation yards, water and sewage plants, migrant labor camps, lodges, electric power substations, and airports. The category only applies to existing public uses since the exact locations of schools, utilities, parks, etc will be determined as each respective community develops. As lands are converted to urban uses, sites for public/semi-public services would generally be provided within the land designated for Urban Residential uses.

C- Commercial: Commercially designated areas include central business districts, highway commercial areas, hotels, offices, restaurants, shopping centers, and heavy commercial uses such as farm implement sales and auto salvage yards. The designation includes both built-up commercial areas and vacant areas suitable for commercial development.

I- Industrial: Lands designated industrial fall into two categories: existing industrial areas and vacant areas designated for industrial parks. The existing industrial areas contain agricultural support uses such as irrigation pipe yards, grain storage warehouses, rice dryers, and packing and distributing facilities.

The second category includes planned industrial areas in the I-5 corridor and the Colusa Sphere of Influence. Such areas are served by rail, interstate or state highway and have high visibility. These areas are to be developed as master-planned industrial subdivisions, rather than on a piecemeal basis.

RC- Resource Conservation: The RC designation is applied to forests and forested rangelands under federal ownership, to watershed lands requiring management and protection, and to the National Wildlife Refuges. In addition to forestry, acceptable uses on private lands within the RC designation include grazing, mining, non-intensive recreation and very low density residential uses. Also included as RC areas are the Colusa, Delevan and Sacramento National Wildlife Refuges.

1989 General Plan Land Use Designations

DF- Designated Floodway: Lands within this classification have been designated as floodways by the State Reclamation Board. Areas between the Sacramento River and the levees are included, as well as the Colusa Bypass between the Sacramento River and Butte Creek.

A-G - Agricultural-General: Land carrying this designation is generally used for orchard and crop production. Secondary uses in A-G areas include oil and gas drilling, non-intensive recreation, agricultural industry (processing), and agricultural support uses, provided that these uses do not interfere with the viability of agriculture or create environmental hazards.

- Residences in these areas are related to agricultural operations.
- The A-G areas are presently zoned “Exclusive Agriculture” and are subject to a 40-acre minimum lot size requirement.

A-U - Agriculture-Upland: These lands are used for cattle and sheep grazing, and are intermixed with undeveloped, uninhabited forests, chaparral and grasslands. Secondary uses in A-U areas include forestry, mining, and non-intensive recreation. Soils are generally fair to poor and are not conducive to crop production. Land divisions for non-agricultural purposes should be discouraged in these areas to prevent conflicts with ranching and to minimize exposure to natural hazards.

- New parcels smaller than 80 acres should be prohibited.
- In some locations, it may be appropriate to raise the minimum lot size to 160 acres.

U-T - Upland-Transition: This designation is used to identify a limited number of areas near Stonyford and Lodoga. If access is sufficient, water is available, and the parcels meet the County’s slope-density requirements, very low density residences (one unit per 10 acres) are an acceptable use. The intent of the U-T designation is to create a transitional zone between rural-residential areas such as Century Ranch and Stonyford and the very large acreage ranches and wilderness areas.

A-T - Agriculture-Transition: The intent of the A-T designation is two-fold:

1) To recognize areas where land has already been subdivided into small parcels (less than 10 acres) for ranchettes, part-time farms, and orchards. A-T serves as a transition zone between urban areas and the large-scale farms beyond in areas where large-scale agricultural operations are no longer feasible due to small parcel size or proximity to existing urban centers.

2) To identify vacant areas which may be suitable for urban uses in the future but which are not suitable at this time due to a lack of urban services and their distance from the established community. It may be appropriate to redesignate these areas for a more intense use based market demand and development trends. Designating all of the A-T areas for development would be inappropriate since an oversupply of land would result

1989 General Plan Land Use Designations

(an oversupply would reduce the effectiveness of the plan, encourage urban sprawl, and raise urban service costs). These areas should not be extensively subdivided into small “ranchette” parcels that would prevent future urbanization.

RR - Rural Residential: This designation allows semi-rural living at an average density of one house per one to ten acres.

- Intended for areas where land ownership and parcel patterns preclude the use of land for agriculture.
- Preserve the attractive low-density character of the areas adjacent Colusa, Williams, Arbuckle, Maxwell, Princeton, and Stonyford and the partially developed non-sewered townsites and subdivisions such as College City and Century Ranch.
- Provide a buffer between urban uses and farmland.
- Primary use of RR parcels is housing, with parcels usually large enough for backyard gardening or raising horse, but their owners do not derive their living from these activities.
- Smaller than A-T parcels.
- Distinguished from UR parcels by the lack of a central sewer system.
- New parcels smaller than one acre are not permitted.

UR - Urban Residential: This designation applies to existing and future residential areas where domestic sewer and water systems are available or can be made available.

The UR designation allows R-1 to R-4 zoning classifications.

- Agriculture is an acceptable interim use.
- Residential support uses, such as schools and parks, are allowed.

Appendix C

Transportation Issues and Opportunities



MEMORANDUM

Date: May 25, 2010

To: Beth Thompson, De Novo Planning Group

From: David Robinson, Fehr & Peers

Subject: Colusa County General Plan: Transportation Issues & Opportunities

RS09-2713

INTRODUCTION

As part of the update to the Colusa County General Plan, De Novo Planning Group coordinated with the County to develop three land use alternatives. Alternative 1, Alternative 2, and Alternative 3 each add different amounts of residential and commercial land uses to the communities within Colusa County: Arbuckle, Century Ranch, College City, Colusa, Grimes, Maxwell, Princeton, Stonyford, and Williams. The purpose of this memorandum is to document the transportation issues and opportunities associated with each alternative within each community. Issues and opportunities are discussed relative to vehicle trip generation, vehicle miles of travel (VMT), and the roadway improvements needed to serve growth.

Vehicle Trip Generation

Within each community, the three alternatives propose different types and quantities of residential and commercial development. Fehr & Peers estimated the daily trip generation for each type of land use under each proposed alternative based on rates published in *Trip Generation, 8th Edition* (Institute of Transportation Engineers, 2008). Trip generation rates were refined to reflect travel characteristics in Colusa County based on locally collected data like residential trip generation rates.

Daily trips were classified into two types: productions and attractions. Generally, productions are trips that depart a home for work, shopping, or other destinations. Attractions are trips that arrive to a work or shopping destination from a home. Our analysis discusses the extent that trip productions balance to trip attractions. In communities with an excess of trip productions, residents are likely traveling to other communities for work or shopping (trips will be exported). In communities with an excess of trip attractions, businesses are likely importing employees and shoppers from other communities. A community with a trip production to trip attraction ratio (PA ratio) of 1.0 would be perfectly balanced; a community whose ratio is greater than 1.0 is exporting trips and a community whose ratio is less than 1.0 is importing trips.

Vehicle Miles of Travel (VMT)

Vehicle Miles of Travel (VMT) is a product of the number of trips generated by a community and the average distance traveled by those trips. A community's VMT is lowest when trip generation is low (i.e., less land use) and average trip length is short (e.g., residential and commercial uses are nearby). Within each community, VMT due to trip generation and land use balance are discussed for each alternative.

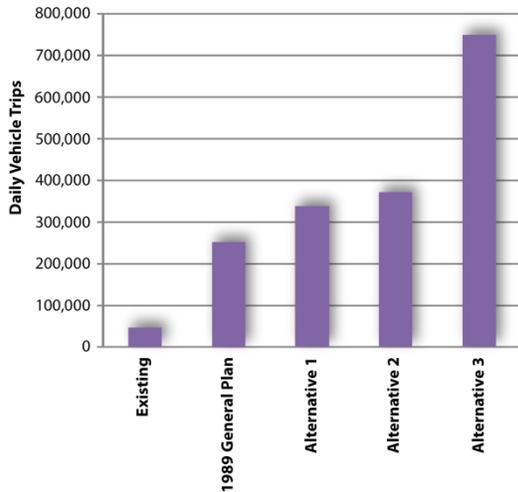
Roadway Improvements

The roadway improvements required were identified based on each community's trip generation and the relative location of planned land use under each alternative.

How to Interpret the Charts

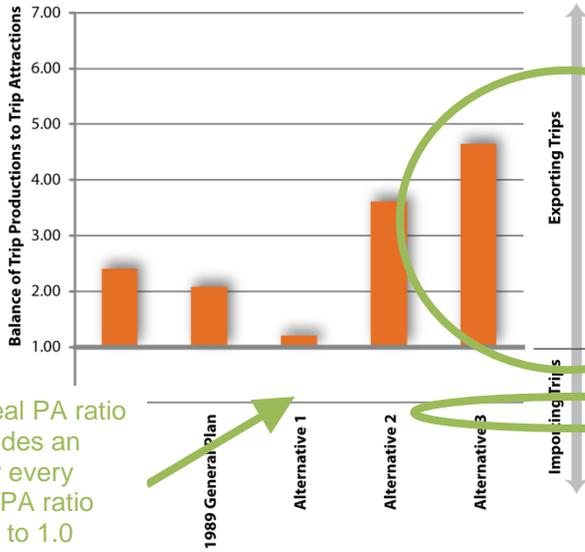
Two bar charts – **Daily Vehicle Trips** and **Balance of Trip Productions to Trip Attractions** – provided throughout this technical memorandum illustrate the differences between the alternatives. Each of these charts is explained below.

Daily Vehicle Trips – This chart illustrates the number of daily vehicle trips that would occur for each alternative. For comparison purposes, the number of daily vehicle trips is provided for existing conditions and for the 1989 General Plan.



Balance of Trip Productions to Trip Attractions (PA Ratio) – This chart illustrates the PA ratio that would occur for each alternative. For comparison purposes, the PA ratio is provided for existing conditions and for the 1989 General Plan.

Both charts show how each alternative's PA ratio compares and how closely the PA ratio compares to a value of 1.0. At a PA ratio of 1.0, productions are balanced perfectly with attractions, which minimizes the need to export or import vehicle trips and therefore minimizes VMT.



1.0 is the ideal PA ratio since it provides an attraction for every production. PA ratio values close to 1.0 represent a good balance of residential and commercial land uses.

PA ratios greater than 1.0 represent more productions than attractions; so trips must leave the County or respective community for work and shopping needs.

PA ratios less than 1.0 represent more attractions than productions; so the County or respective community must import employees and shoppers.

COLUSA COUNTY – EXISTING CONDITIONS

Vehicle Trip Generation

The daily trip generation for land uses within Colusa County is approximately 48,800 trips/day: 34,600 productions and 14,200 attractions. The PA ratio is 2.43; that is, for each trip attracted by commercial uses in Colusa County, 2.43 trips are produced from residences within Colusa County. This suggests that Colusa County exports work and shopping trips to neighboring counties on a daily basis.

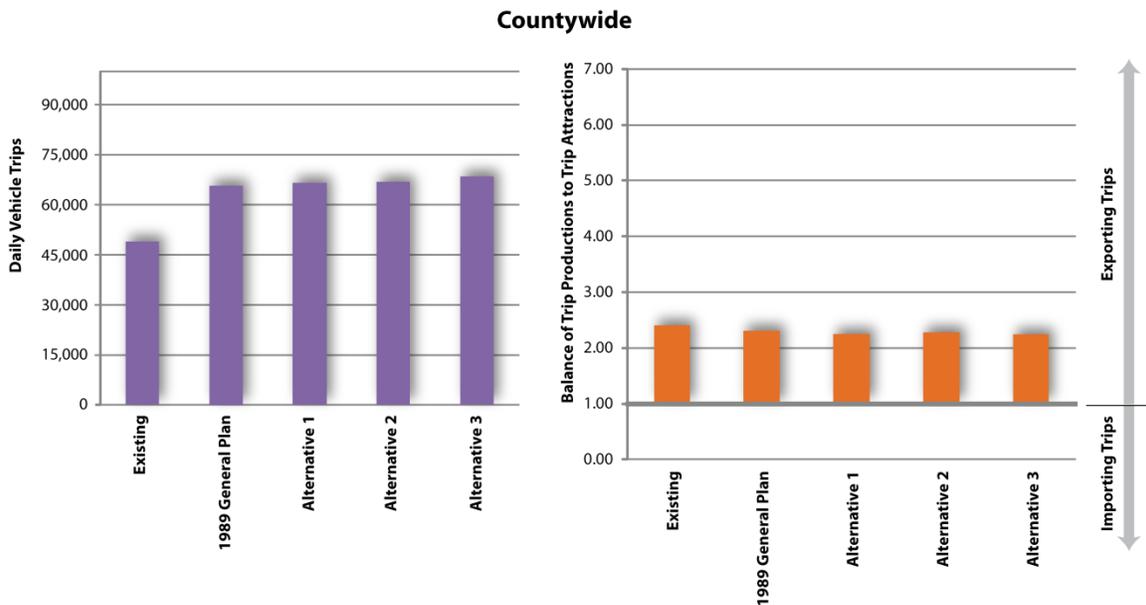
Vehicle Miles of Travel

By exporting work and shopping trips to nearby Yolo, Butte, Sutter, and Sacramento Counties, Colusa County's VMT is high relative to the County's population.

SHORT-TERM ANALYSIS (20-30 YEARS)

Growth estimates likely to occur over the next 20 to 30 years were provided for each alternative as a "short-term" growth scenario. Based on current growth projections, buildout of the proposed alternatives will occur in the next 50 to 150 years. The following section describes the issues and opportunities associated with the alternatives for the County and each community.

Countywide



Vehicle Trip Generation

The implementation of Alternatives 1, 2, and 3 over the next 20 to 30 years will add between 17,000 and 19,000 daily vehicle trips to roadways in Colusa County. Alternative 1 and Alternative 2 will add comparable amounts of daily vehicle trips (17,000); however, Alternative 3 will add 19,000 daily vehicle trips.

Vehicle Miles of Travel

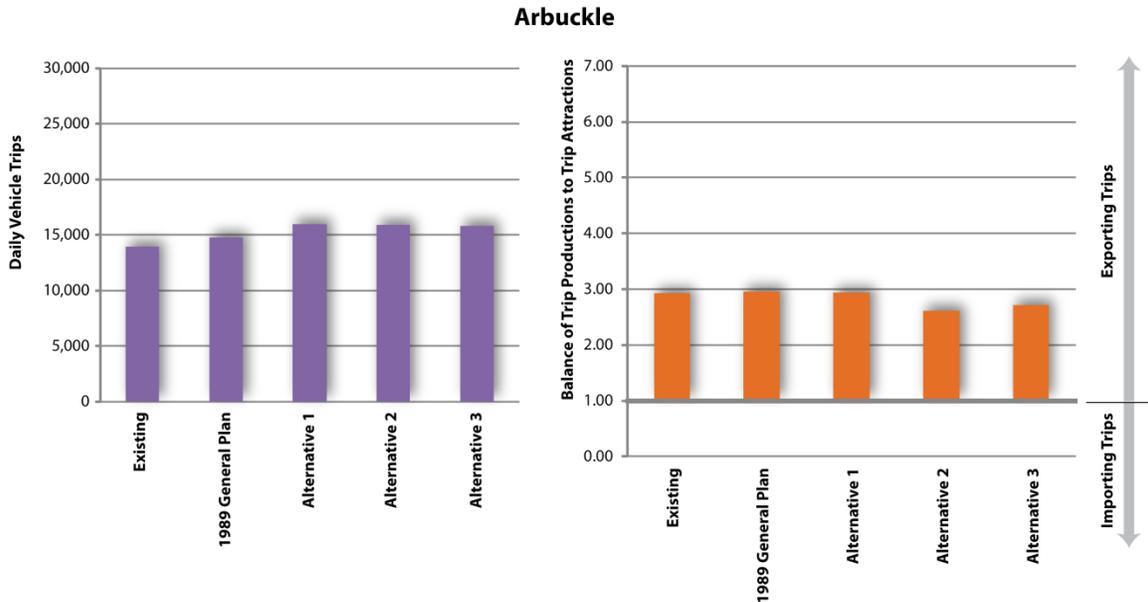
The VMT attributable to the growth associated with Alternatives 1 and 2 will be comparable; Alternative 3 will have a higher VMT than both Alternatives 1 and 2. All three alternatives have comparable PA ratios, indicating that all alternatives will export trips to neighboring counties at a similar rate. However, compared to existing conditions, the PA ratio is closer to 1.0, indicating an improvement in the County's balance of productions to attractions.

Due to the additional trips generated by Alternative 3, its VMT will be higher than that of Alternatives 1 and 2.

Roadway Improvements

Roadway capacity enhancements of Countywide significance, such as freeway widening, will not be necessary due to any alternative's short-term implementation. Local roadway projects are noted in following sections of this memorandum.

Arbuckle



Vehicle Trip Generation

Under existing conditions, Arbuckle generates approximately 14,000 daily vehicle trips. Alternatives 1 and 2 will add approximately 2,000 daily vehicle trips in Arbuckle; Alternative 3 will add approximately 1,800 daily vehicle trips.

Vehicle Miles of Travel

Alternatives 2 and 3 will generate comparable amounts of VMT but will generate less VMT than Alternative 1 since the PA ratios of Alternatives 2 and 3 are better than the PA ratio of Alternative 1. This indicates that Alternatives 2 and 3 encourage more residents to fulfill work and shopping trips within Arbuckle instead of traveling to other areas of the County. Additionally, Alternative 1 has a larger footprint than Alternatives 2 and 3, which will result in higher VMT.

Each alternative proposes mixed-use zones that would consist of a mix of commercial space and residential dwelling units. Residents of mixed-use developments generally generate fewer vehicle trips and VMT because they live close to commercial uses.

Roadway Improvements

No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service (LOS). Alternative 1 will require more roadway resurfacing and maintenance than Alternatives 2 and 3 since its footprint extends beyond the other alternatives.

Century Ranch

Vehicle Trip Generation

Under existing conditions, Century Ranch generates approximately 1,200 daily vehicle trips. The proposed alternatives will add daily vehicle trips as follows:

- Alternative 1: approximately 600 additional daily vehicle trips; 1,800 total
- Alternative 2: approximately 400 additional daily vehicle trips; 1,600 total
- Alternative 3: approximately 200 additional daily vehicle trips, 1,400 total

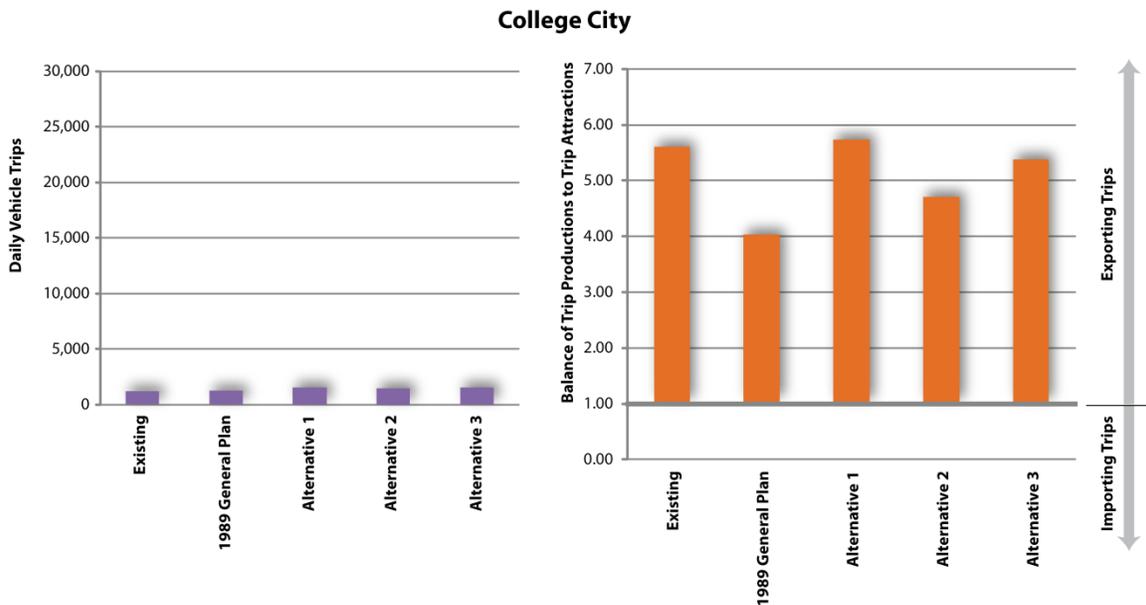
Vehicle Miles of Travel

The PA ratio will remain effectively unchanged in the short-term with any of the proposed alternatives. Since Alternative 3 will add the fewest number of daily vehicle trips, it will have the lowest VMT.

Roadway Improvements

No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service.

College City



Vehicle Trip Generation

Under existing conditions, College City generates approximately 1,100 daily vehicle trips. Alternatives 1 and 3 add approximately 300 daily vehicle trips in College City; Alternative 2 adds approximately 200 daily vehicle trips.

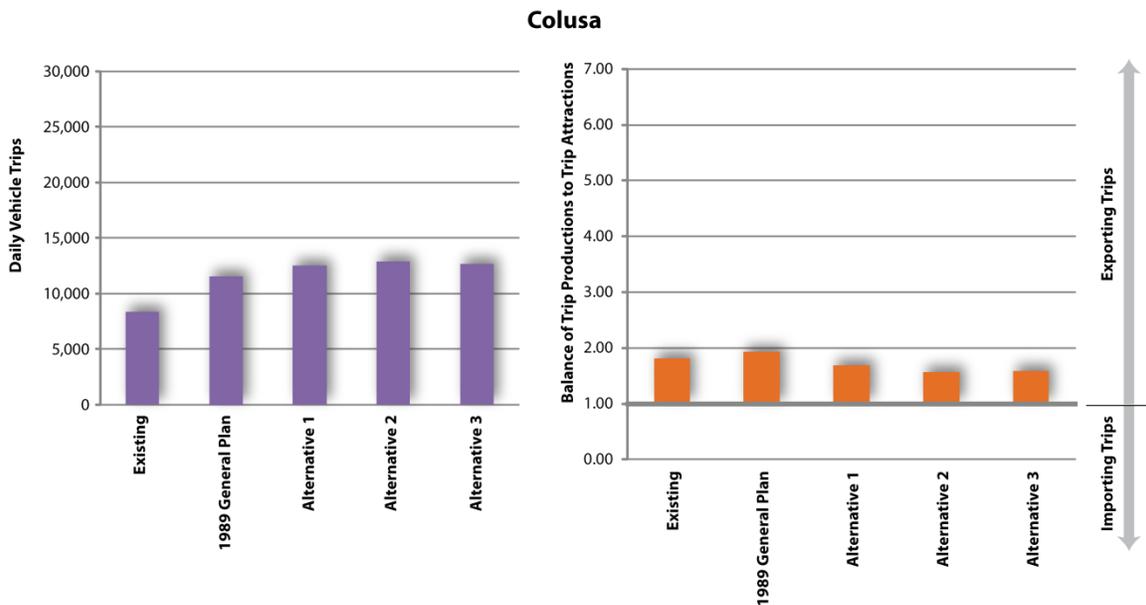
Vehicle Miles of Travel

Alternatives 1 and 3 will generate comparable amounts of VMT. The VMT of Alternative 2 will be less than that of Alternatives 1 and 3 because it generates fewer daily vehicle trips and has a substantially better PA ratio than the other alternatives. This indicates that Alternative 2 encourages more residents to fulfill work and shopping trips within College City instead of traveling to other areas of the County.

Roadway Improvements

No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service.

Colusa



Vehicle Trip Generation

Under existing conditions, the unincorporated area of the County surrounding the City of Colusa generates approximately 8,400 daily vehicle trips. Within the unincorporated County, each proposed alternative will add daily vehicle trips as follows:

- Alternative 1: approximately 4,100 additional daily vehicle trips; 12,500 total
- Alternative 2: approximately 4,500 additional daily vehicle trips; 12,900 total
- Alternative 3: approximately 4,300 additional daily vehicle trips, 12,600 total

Vehicle Miles of Travel

Within the unincorporated County surrounding the City of Colusa, each alternative will generate comparable amounts of VMT. Although it will generate the most vehicle trips, Alternative 2 provides the best PA ratio. It should be noted that the balance of land uses may be different between the greater Colusa area as a whole and the unincorporated County surrounding Colusa.

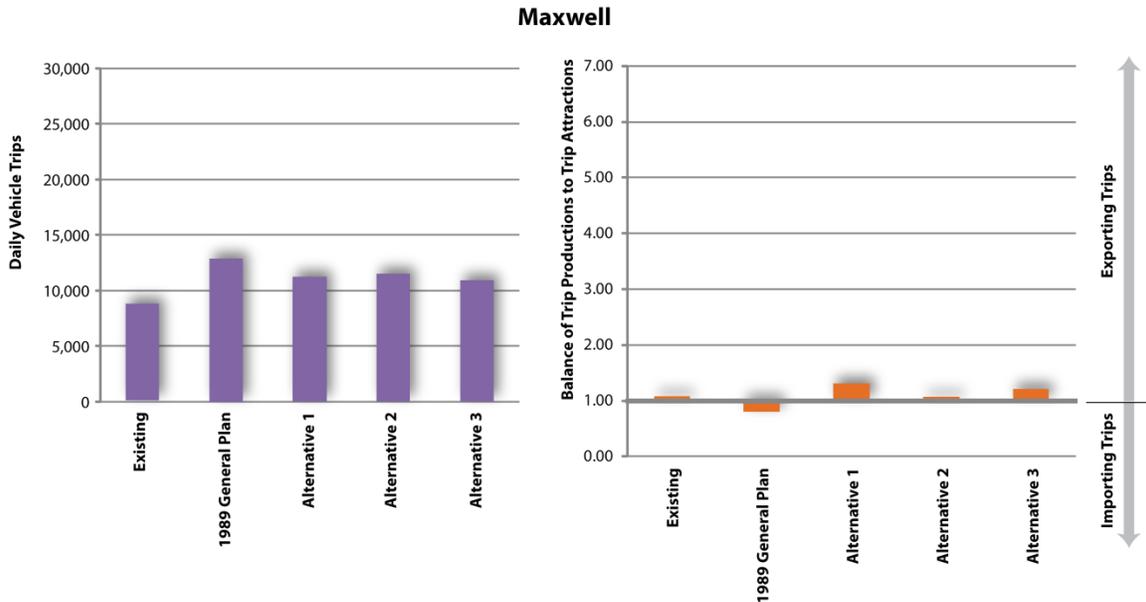
Roadway Improvements

Growth in the unincorporated areas of the County surrounding the City of Colusa will not require additional roadway capacity to accommodate any alternative's short-term growth. However, when combined with growth likely to occur within the City limits, roadway improvements will be needed on SR 20 east of Colusa. Intersection improvement may also be needed at the Wilson Avenue / SR 20 and Lurline Avenue / SR 45 intersections. The short-term implementation of Alternative 3 may require improvements on Lurline Avenue west of Colusa.

Grimes

None of the alternatives differ significantly over the short-term scenario; therefore, no comparison of alternatives is necessary.

Maxwell



Vehicle Trip Generation

Under existing conditions Maxwell generates approximately 8,700 daily vehicle trips. Each proposed alternative will add daily vehicle trips as follows:

- Alternative 1: approximately 2,500 additional daily vehicle trips; 11,200 total
- Alternative 2: approximately 2,740 additional daily vehicle trips; 11,400 total
- Alternative 3: approximately 2,180 additional daily vehicle trips, 10,900 total

Vehicle Miles of Travel

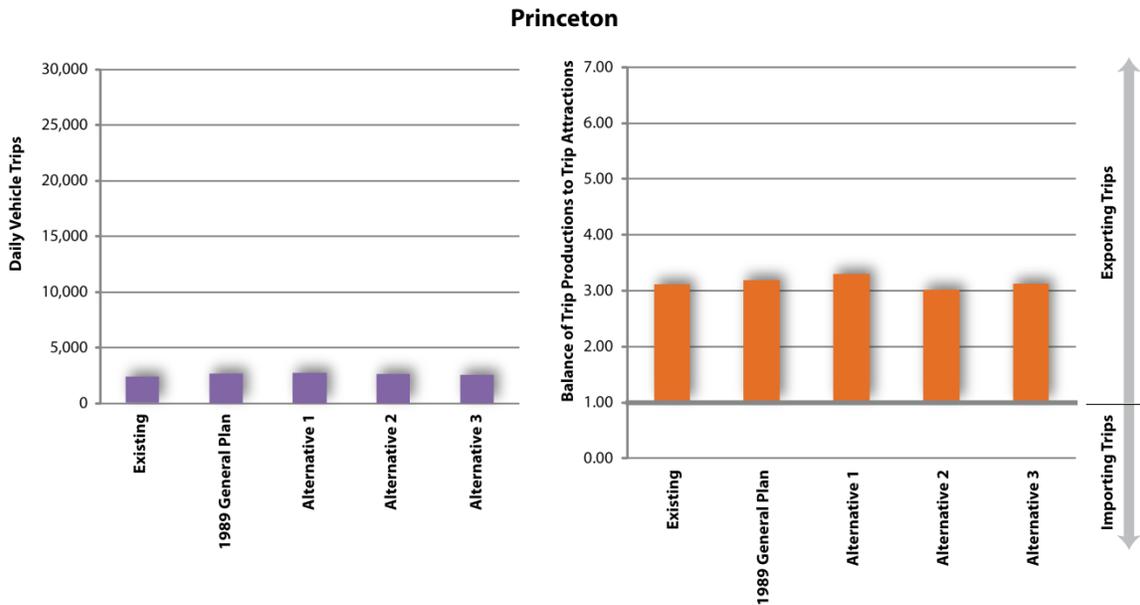
Under existing conditions, Maxwell has a PA ratio of 1.08, showing that the land uses in Maxwell are already well-balanced. Alternatives 1 and 3 will increase this ratio to 1.29 and 1.20, respectively; however, Alternative 2 provides a better balance and decreases this ratio to 1.05. Nonetheless, it is unlikely that VMT will differ significantly between the three alternatives.

Alternative 2 proposes a mixed-use zone along the Northern-Sacramento Railroad that would consist of a mix of commercial space and residential dwelling units. Residents of mixed-use developments generally generate fewer vehicle trips and VMT because they live close to commercial uses.

Roadway Improvements

Because each alternative clusters commercial land uses around the Maxwell-Colusa Road / Interstate 5 interchange, additional turn lanes may be necessary at the ramp terminal intersections to accommodate short-term growth at an acceptable level-of-service.

Princeton



Vehicle Trip Generation

Under existing conditions Princeton generates approximately 2,300 daily vehicle trips. Alternative 1 will add approximately 300 daily vehicle trips; Alternatives 2 and 3 will add approximately 200 daily vehicle trips.

Vehicle Miles of Travel

Under existing conditions, Princeton has a PA ratio of 3.09. None of the proposed alternatives will significantly improve the balance of land uses; however, Alternative 2 will have the lowest VMT because it does not produce as many vehicle trips and has a slightly better balance than the other alternatives. Alternative 3 has a slightly larger footprint than Alternative 2, so it will have a higher VMT.

Roadway Improvements

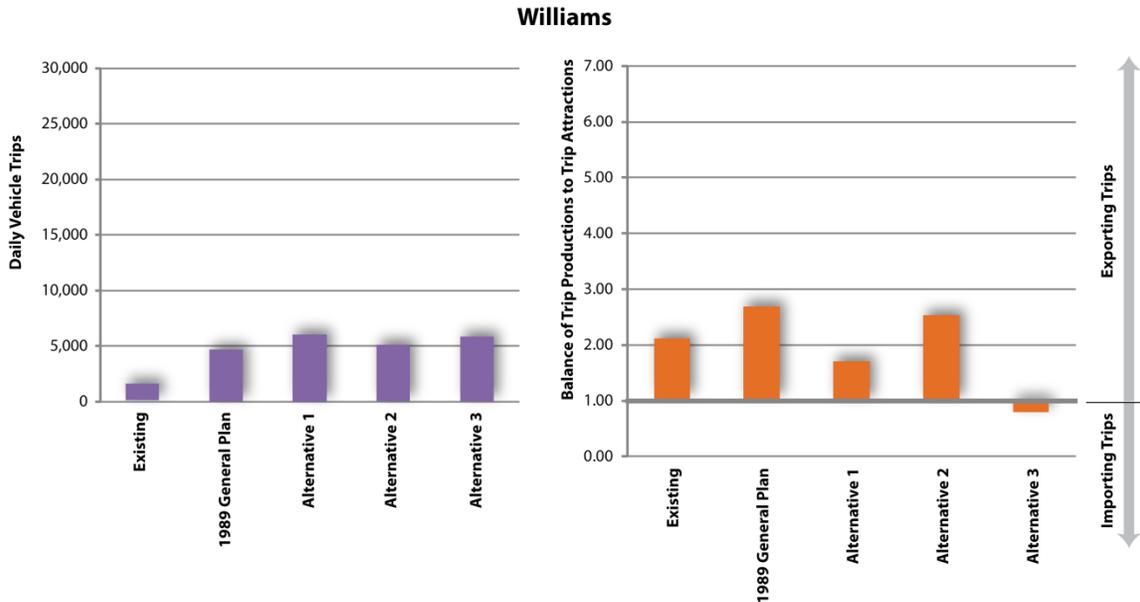
No additional roadway capacity will be necessary to accommodate any alternative's short-term growth at an acceptable level-of-service.

Alternatives 2 and 3 will require more roadway resurfacing and maintenance than Alternative 1 since their footprints extend beyond that of Alternative 1.

Stonyford

None of the alternatives differ significantly over the short-term scenario; therefore, no comparison of alternatives is necessary.

Williams



Vehicle Trip Generation

Under existing conditions, the unincorporated County surrounding the City of Williams generates approximately 1,500 daily vehicle trips. Within the unincorporated County, each proposed alternative will add daily vehicle trips as follows:

- Alternative 1: approximately 4,400 additional daily vehicle trips; 5,900 total
- Alternative 2: approximately 3,600 additional daily vehicle trips; 5,200 total
- Alternative 3: approximately 4,100 additional daily vehicle trips, 5,700 total

Vehicle Miles of Travel

Under existing conditions, the unincorporated County surrounding the City of Williams has a PA ratio of 2.10. Although Alternative 2 produces the fewest trips, it increases the PA ratio to 2.52. Alternative 1 will decrease the ratio to 1.68, meaning that implementation of Alternative 1 will result in fewer exported trips. Alternative 3 decreases the ratio to 0.79 (below the optimum value of 1.0), meaning that implementation of Alternative 3 will result in more imported trips. Additionally, Alternative 3 has a slightly larger footprint than Alternatives 1 and 2, so it will have a

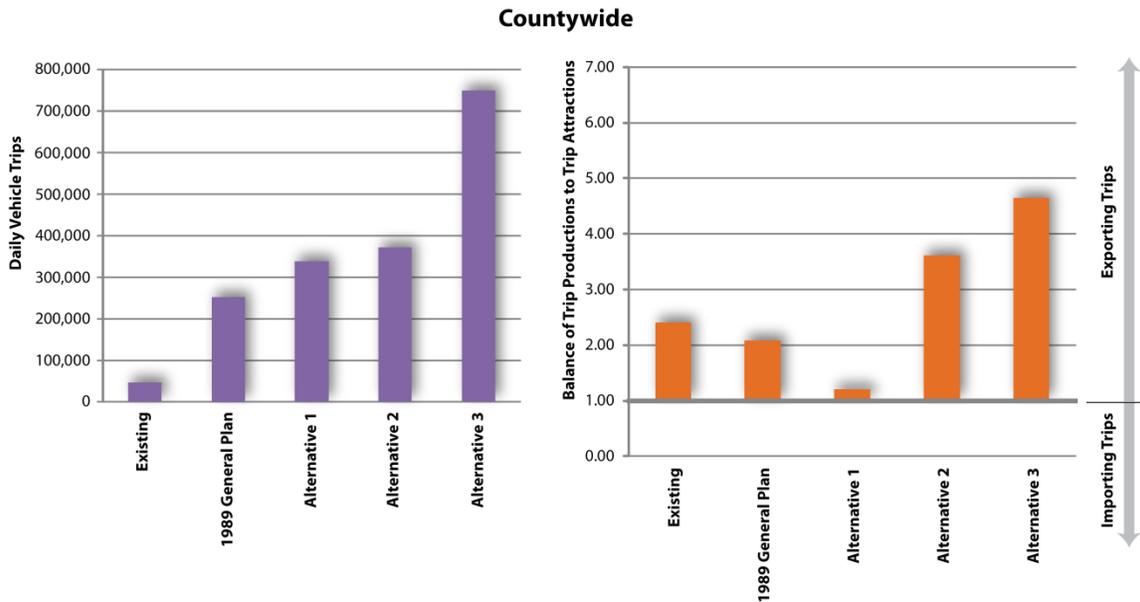
higher VMT. It should be noted that the balance of land uses may be different between the greater Williams area as a whole and the unincorporated County surrounding Williams.

Roadway Improvements

Growth in the unincorporated areas of the County surrounding the City of Williams will not require additional roadway capacity to accommodate any alternative's short-term growth. However, when combined with growth likely to occur within City limits, roadway improvements will be needed at the E Street / Interstate 5 interchange under each proposed alternative. Alternatives 1 and 3 may require improvements to the State Route 20 / Interstate 5 interchange since they each propose significant amounts of commercial development to the northwest of this interchange.

BUILDOUT ANALYSIS (50-150 YEARS)

Based on current growth projections, buildout of the proposed alternatives is likely to be achieved in the next 50 to 150 years.



Vehicle Trip Generation

The implementation of Alternatives 1, 2, and 3 over the next 50 to 150 years will add between 290,000 and 700,000 daily vehicle trips to roadways in Colusa County. Alternative 1 and Alternative 2 will add comparable amounts of daily vehicle trips (290,000 and 320,000, respectively); however, Alternative 3 will add almost 700,000 daily vehicle trips.

Vehicle Miles of Travel

The buildout of Alternative 1 will have the lowest Countywide VMT because it will produce the fewest daily vehicle trips and it has the best PA ratio (1.23), indicating that the land use is well-balanced.

The buildout of Alternative 2 generates a comparable amount of daily vehicle trips; however, its PA ratio is 3.65. This is greater than the County's existing PA ratio of 2.43, indicating that a

higher percentage of Colusa County residents would travel outside of the county for work and shopping trips than under existing conditions.

The buildout of Alternative 3 generates far more trips than Alternatives 1 and 2 and has the highest PA ratio of the three alternatives; therefore, Alternative 3 would have the greatest VMT.

Roadway Improvements

Roadway capacity enhancements of Countywide significance, such as freeway widening, will be necessary to accommodate the buildout of any alternative. The most likely required improvements will be the widening of Interstate 5 between Williams and the Yolo County line and the widening of State Route 20 between Williams and the Sutter County line.

Local roadway improvements will be needed for Alternatives 1 and 2 in:

- Arbuckle – Grimes-Arbuckle Road, Gail Avenue, Almond Avenue, and Wildwood Road
- Colusa – Lurline Avenue, Wilson Avenue, and Hunter Road
- Maxwell – Maxwell Sites Road, Maxwell Road, Finks Road, Fairview Road, and Old Highway 99
- Williams – Hankins Road, Davis Road, George Road, Engraham Road, and Crawford Road

Alternative 3 will require more extensive roadway improvements in all of the above communities, as well as improvements to roadways in:

- College City – College City Road, Perkins Road, and Tule Road
- Princeton – Norman Road, Spencer Road, and SR 45

Appendix D

Fiscal Impact Analysis: General Plan Land Use Alternatives



**Colusa County
General Plan Update**

**Fiscal Impact of
Alternatives**

Submitted to:
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Introduction

This report provides a review of the fiscal impacts that Colusa County could face with the adoption of one of the three General Plan Alternatives under consideration as part of the General Plan Update process. The purpose of the report is to provide a qualitative analysis of the associated costs to the County for each Alternative, as well as potential sources of revenue. For comparison, the report also discusses the potential impacts from continued growth in the County under the current (1989) General Plan. This information will provide stakeholders and County decision-makers with information necessary to evaluate the fiscal sustainability of maintaining County service levels under each Alternative.

According to the Land Use Element of the 1989 General Plan and all three current General Plan Alternatives currently under consideration, Colusa County would like to concentrate growth around the current incorporated cities and some of the existing populated areas in the unincorporated parts of the County. Development fees will most likely cover the up front costs of the infrastructure improvements necessary to support initial growth in these areas. However, government services that are funded from general purpose revenues will have to rely on the incremental increase in property tax, ILVLF, and sales taxes to pay for the increased demand from population growth.

This report first provides an overview of the growth potential under the 1989 General Plan and the three Alternatives. Then, the second section of the report contains a general discussion of the impact of development and population growth on major Colusa County departmental service costs. The second section also identifies opportunities for General Fund revenue generation based on property values in various locations within the County, the variations in the County's share of collected property tax, and the potential for sales tax generation associated with different land uses in different locations. The third section of the report discusses the potential costs and revenue sources as they relate to the 1989 General Plan and each of the General Plan Alternatives, and provides a qualitative assessment of the potential for each scenario to achieve fiscal balance. The primary focus of this analysis is the potential impacts of new development that could be expected to occur under each Alternative over the 20-30 year General Plan timeframe; however, discussion is also included regarding the potential impacts of each Alternative at theoretical buildout, which would be unlikely to occur until much later (50 + years).

Scope of the Fiscal Impact Analysis for Alternatives

The goal of this report is to discuss the Alternatives' potential fiscal impacts in a qualitative manner and identify their individual strengths and weaknesses. Impacts on the County General Fund are of particular focus since its revenues primarily consist of sources tied to new growth, such as property taxes, sales taxes, and payments in lieu of vehicle license fees (ILVLF), and since these are the major sources of discretionary funding that the County Board of Supervisors can allocate to finance expansion of services to the unincorporated areas that experience growth. This fiscal analysis focuses on services provided to new development in the unincorporated areas of Colusa

County. Much of the County's service costs are related to demand generated from the incorporated cities, such health and human services that are provided to all county residents, or emergency dispatch or jail administration, regardless of whether the clientele lives inside or outside of an incorporated City. However, this analysis instead focuses on the costs and revenues associated with services provided in the unincorporated areas, since they are most directly influenced by the General Plan. The foundation of this report is interviews with County service providers, research into current property values, and geographic analysis of property tax distributions, and analysis of the land use mix and geographic allocation of growth within the County under the different Alternatives.

The findings from this analysis can be considered along with other technical analyses of the Alternatives, to select a preferred General Plan Alternative to incorporate into the Draft General Plan Update. BAE will then prepare a quantitative analysis of fiscal impacts of the Draft General Plan for review and discussion during the General Plan adoption process.

Overview of General Plan Alternatives' Growth Potential

Increases in the local residential population and, to a lesser extent, new commercial activity, will drive increases in demand for County services over time. Following are brief discussions of the potential for new residential and non-residential growth under the 1989 General Plan and the three General Plan Alternatives, within the 20 to 30 year General Plan time horizon, and also through theoretical "buildout," or the time when all land designated for development in the General Plan is completely absorbed.

20-30 Year Growth Potential

This fiscal analysis focuses on the cost and revenue implications of growth during the 20 to 30-year General Plan horizon. The development in this shorter time frame is the most likely to occur, and worth discussing in more detail. The same quantities of new development are anticipated within the 20 to 30-year time frame for each of the Alternatives; however, the geographic distribution of this new development will differ, due to the varying land use policies embodied in each of the Alternatives. Table 1 contains a summary of the new growth anticipated under each of the General Plan Alternatives and the expected distribution within different community areas within the 20 to 30-year General Plan horizon time frame.

Buildout Growth Potential

The buildout period will vary for each Alternative, but could require 50 or more years. The fiscal evaluation also discusses the fiscal implications of the buildout scenarios; however, in much more general terms, due to the extremely long-term outlook and the potential for unforeseen changes in fiscal variables over time. Starting with the 1989 General Plan and then progressing through Alternatives 1, 2, and 3, each Alternative would accommodate increasing amounts of residential growth, from approximately 17,000 new dwelling units under the 1989 General Plan, to about 50,000 new dwelling units in Alternative 3. The amount of non-residential development also

varies for each Alternative; and the different Alternatives have significant variances in their ratios of job-generating uses to total dwelling units. Table 1 also summarizes the potential new development under each General Plan Alternative through buildout.

Fiscal Issues Relating to General Plan Growth

This section of the report provides a general discussion of how new development allowed under the General Plan could influence changes in County service costs and General Fund revenues over time. The following section of the report provides assessments of potential impacts under each of the different Alternatives under consideration.

Overview of Service Cost Issues

BAE staff interviewed representatives of several key County departments in order to understand how land use and population growth in the unincorporated areas could impact the costs of providing and maintaining suitable levels of service. Colusa County is organized into several departments that provide general services, public protection, facility maintenance, health services, and public assistance. Of these government functions, some departments such as the County Assessor's Office, Clerk-Recorder, and Board of Supervisors provide general overhead but few direct services tied to population growth. Other departments such as the Sheriff's Office, District Attorney, Public Works, and Health and Human Services Department provide services that are directly related to when, where, and how much growth occurs in the County. BAE contacted representatives of these departments to present information on the General Plan Alternatives and obtain their input on service concerns and potential cost impacts.

Public Protection

A number of different County services fall under the public protection service category. Key functions that require significant General Fund support, and that will be directly impacted by new growth in the unincorporated area include the Sheriff's Department and the District Attorney's office.

Sheriff's Department

The Colusa County Sheriff's Department has a number of responsibilities regarding public safety. Some of the department's roles require it to provide general countywide services such as staffing the County jail, providing court security, animal control and administering the coroner's office. Although the Sheriff's Department does provide some services to incorporated cities on a contract basis, such as animal control, the Sheriff's Department also provides services to the incorporated cities or public lands under the jurisdiction of other agencies without a fee or direct method of compensation. The County General Plan has little influence over the types of development or activities that occur in these areas that are outside the County's land use jurisdiction. On the other hand, functions such as law enforcement patrols of the unincorporated areas within the County not only represent a significant cost to the Sheriff's Department but also have the potential to vary depending on General Plan growth policies; therefore, this function is of significant concern to this evaluation.

BAE learned via discussions with Sheriff's Department staff that current service levels are tight. The department should be able to adapt and expand patrols as population increases, but securing new funding will be necessary to hire additional beat officers. Department staff also expressed some concerns about the need to upgrade the County Jail and dispatch facilities. A recent needs assessment determined that while the jail has sufficient capacity, it should be replaced due to age and inefficient design¹. The Sheriff's Department dispatch center handles call routing for all County services, as well as for ambulance service and fire districts within the County, and for emergency services provided within the cities. Of the over 14,000 total calls the dispatch center received in 2009, about 4,100, or 29 percent were calls for Sheriff services. The remaining dispatch center workload was for calls for service from the incorporated cities' police departments (about 4,500), fire and emergency medical services (about 1,600), and the remainder was for calls for Animal Control, other County departments, or the California Highway Patrol. According to Sheriff's Department representatives, dispatch officers are currently overtaxed due not only to low staff levels but also due to having to manage jail entrance facilities. A separate facility should alleviate some of this pressure and increase the dispatch center's efficiency.

The Sheriff's Department anticipates that future service costs will be primarily linked with increases in residential population. It is more difficult for the Sheriff's Department to respond to calls in the western foothills of the County near Stonyford, due to access issues created by the terrain. It is also difficult to reach locations east of the Sacramento River because of the limited bridge crossings over the river. As long as most new residential development occurs in Colusa's valley region, the Sheriff Department sees no disproportionate increases in service costs due to location. Aside from growth under the General Plan, the Sheriff's Department expresses concern over the draw on resources from large events and general outdoor recreation on the public lands in the western part of the County, which can bring as many as an estimated 10,000 to 15,000 additional people to the County on certain weekends.

District Attorney's Office

Unlike several other important county service providers, the Colusa County District Attorney's Office relies almost solely on General Fund dollars to pay for its daily operations. While the office receives a small amount of revenue from grants, these are typically not tied to population growth within the County. This suggests that the District Attorney's ability to fund future operations will depend largely upon allocations of the incremental increases in property-related revenues and sales taxes that new development will generate in the unincorporated areas.

According to the District Attorney, the Arbuckle and Williams areas generate a greater than proportional share of Colusa County's crimes and prosecutions, leading to higher than average costs. The experience of the District Attorney's office indicates that former residents of urban Bay Area locations have slowly migrated to the Arbuckle and Williams areas, in search of more

¹ Colusa County Jail Needs Assessment, April 2008

affordable housing, within commuting range of Bay Area jobs. Unfortunately, some new residents have also brought old gang affiliations, sparking an increase in gang-related crime in the two towns, which has increased the District Attorney's workload disproportionate to the increase in population.

While commercial and industrial land uses have a tendency to generate additional shoplifting, nuisance, and other associated prosecutions, the District Attorney maintained that residential growth is the primary predictor of future costs. Although anecdotal, the recent experience with Arbuckle and Williams may suggest that aggressive residential development that must rely on an influx of new residents from the State's more urbanized areas may bring with it law enforcement and prosecution demands that are more intensive than existing development. On the other hand, it is possible that more incremental growth that focuses on the housing demand generated internally within the County, through growth of the existing population and expansion of local industries, may tend to create District Attorney office cost increases that are more in line with current service demands.

Facilities Maintenance

Public Works Department

CCPWD maintains existing roads and drainage systems in addition to planning, financing, and constructing new capital improvements such as roads, bridges, and drainage systems. Capital improvements that must be developed to accommodate new growth in the County are typically funded entirely through development impact fees, state gas tax revenues, or other state or federal monies. However, these capital funding sources are structured only to fund the initial improvement costs, and the costs of maintaining infrastructure throughout the County falls to revenue from the General Fund if they are not covered by state subventions, which are largely beyond the County's control.

Any development that creates an impervious surface will increase water runoff and ultimately lead to additional drainage system costs. Commercial land uses, with traditionally large impervious parking surfaces, have a higher than average potential for increasing drainage costs. Road maintenance would also increase in a high traffic commercial area, as well as in industrial areas serviced by heavy trucks. Maintenance costs generally increase based on the distance from CCPWD's central office in Colusa, since it costs more to drive to the outer areas of the County. Since the communities like Stonyford and Century Ranch that are more distant from Colusa have little expected growth in any of the General Plan Alternatives, anticipated growth is not likely to increase CCPWD's costs disproportionately. CCPWD staff also reported that the western Colusa County communities' lack of potable water sources restricts future development potential on those areas. While measures that could mitigate this problem would likely involve a lot of effort from CCPWD, fees would primarily fund new drinking water related infrastructure improvements, while user fees would need to be set at levels that would pay for maintenance and operation of new water

systems.

According to CCPWD staff, road and drainage maintenance costs have increased at a faster rate than the department receives revenue from new development's share of property tax revenue. As a result, recent construction of residential subdivisions in unincorporated Arbuckle required the establishment of a Community Service District (CSD). This CSD augments infrastructure maintenance funds by levying an additional tax on property within the CSD boundaries. Colusa County Public Works suggests that any future development of a density higher than Agricultural Residential would require the establishment of CSDs and/or Homeowners Associations (HOA) in order to help fund maintenance of road, water, and sewer infrastructure.

Health and Human Services

The Colusa County Department of Health and Human Services (CCDHHS) primarily administers programs that promote health and prevent disease. The department also oversees environmental services that conduct well water inspections, waste disposal, and vector control. Environmental services are mostly funded on a fee basis; however staff members estimate that these fees only account for approximately 60 percent of the actual costs associated with these services. As a result, future residential growth can potentially create a drain on the CCDHHS budget until the County takes political action to increase these fees.

Most of the services CCDHHS provides are funded not by the General Fund but instead from a State administered realignment trust fund. The money CCDHHS earns from this fund is a function of County population and State levels of sales tax and vehicle license fees. As a result, increases in sales and property tax revenue collected exclusively within Colusa County would have less impact on the health services budget. Representatives from CCDHHS suggested that the key to the department's future ability to provide services is tied to an increase in Colusa County jobs relative to the number of households within the County. The current high rate of unemployment forces many residents to rely on County health services instead of those provided by employer sponsored health plans. Also, low income levels due to unemployment increase residents' dependency on other CCDHHS services such as the food stamps program.

Overview of Revenue Issues

Colusa County receives the highest proportion of its operating revenues from other government agencies, followed by "other" revenue (with a major contribution from development impact fees), secured property tax, and assorted other taxes that include sales tax and property tax in-lieu of VLF. While the one-time capital cost of infrastructure required to service new development will likely be covered by impact fees, the ability of the County to maintain a level of service to areas of future growth will depend on these other sources of revenue. The County provides many services using grant funds from state and federal sources. The county has little control over the funding that it receives from these sources, and provides services based on the resources it receives and the stipulations attached to the funds. For planning purposes, the fiscal impact analysis focuses on

those General Fund revenue sources which are most directly affected by land use decisions that are within the County's control and which can thus be influenced to some degree by General Plan land policies. The General Plan process enables the County to plan for growth in a way that can maximize the discretionary revenues that the County can use to fund services in areas of new development. The most important revenues in this regard are property tax revenues, property taxes in lieu of vehicle license fees (ILVLF), and sales taxes.

Property taxes are levied on real estate within the County, based on the assessed value of the property, and the County receives a share of the property taxes based on a formula that allocates property taxes to a range of agencies that provide services to the area. The County's property tax share varies significantly across Tax Rate Areas (TRAs) within the County.

The County receives ILVLF revenues from the state each year based on the change in overall countywide assessed value. As new development occurs in the County, it will contribute to the overall assessed value, and there will be incremental increases in ILVLF revenues associated with the new development. The ILVLF revenue impact associated with new development will vary depending on the assessed valuation of new development.

Colusa County receives sales tax allocations each year based on the amount of taxable transactions that occur within the unincorporated area. The county receives sales tax allocations equal to approximately one percent of taxable sales that occur within its jurisdiction.

The following section of this report discusses how the County's share of property tax income varies geographically and where new development could occur to capture the most property tax income. This section also discusses how single family home prices vary across the County, indicating where new residential development could occur to generate the highest assessed values. Finally, this section discusses opportunities to increase sales tax revenues.

Variations in Property Tax Allocations to County

Property taxes are sensitive to geography in that the County's share of tax revenue depends on the specific TRA within which a property is located. As discussed in BAE's previous Fiscal Conditions Background Report, Colusa County's share of the property tax increment can vary from as low as 14 percent to a high of 42 percent, depending on the TRA. Figure 1 further illustrates how the County's share of property taxes varies in different parts of the County.

Colusa County receives the lowest share of property tax from parcels within the incorporated cities of Colusa and Williams, since the city governments collect their own share of taxes (to help pay for city services). The area around Princeton contributes the next lowest share to the County, followed by Stonyford, and the greater unincorporated area surrounding the City of Colusa. However, even though these areas contribute some of the lower shares of property tax to the County, the County's property tax share in these areas is still relatively high – in the range of 25 to 30 percent. The

TRAs in western portion of the County contribute between 35 and 41 percent of property taxes to the County General Fund, but future development in the region is limited due to lack of potable water sources. Finally, TRAs in the Arbuckle, Grimes, and College City consistently contribute over 35 percent of the property tax increment to the County General Fund, making it the highest contributing area with an established population and potential for growth.

Variations in Property Values by Location

Since the market value of real estate is the primary determinant of assessed value, (and ultimately the amount the County receives from property tax as well as ILVLF), and since residential development will likely represent the largest portion of new assessed value created by new development under the General Plan, BAE analyzed how home values differ throughout Colusa County. In addition to acquiring data on single-family home sales within the past year, BAE spoke with local real estate experts to understand how real estate values vary within the County and what areas could generate the most income for the County if developed.

Table 2 summarizes single-family home sales in Colusa County between April 15th, 2009 and April 15th 2010. The County as a whole recorded 235 transactions during this time, with an average price of approximately \$165,000. Almost half of these sales records came from the Williams area, which also had the highest average price of about \$176,000. While Colusa area homes had a lower average price than those in Williams, they posted the highest average square foot cost of over \$105. There was no record of single-family home sales in the College City, Princeton, and Stonyford areas during the specified time period. According to a local Colusa County real estate agent, homes in and around the City of Colusa command the highest prices in the County. While the housing stock in the City of Colusa may be older than some of the newer developments in Arbuckle and Williams, their proximity to a wider range of shopping, services and other amenities allows them to sell for a premium.²

When asked about sales trends in the last year, the same real estate agent affirmed that a large number of home sales are “short sales,” meaning they sell for less than what is owed to the mortgage lender by the previous owner. This trend implies that many homes that are transferring ownership may be assessed for lower values than was previously recorded. In the short term this could drag down potential property tax revenues and ILVLF, due to reductions in assessed valuation. Also, as residents’ property values have decreased due to nationwide economic conditions, they may appeal to have their property reassessed at lower values, further decreasing the County’s potential property tax income. While this represents a short-term revenue hurdle for Colusa County, it is unlikely to pose a problem over the 20 to 30-year General Plan time horizon. As the market recovers and transactions increase, homes can be reassessed at higher values and eventually offset the recent downturn. Also, any assessment rollbacks granted by the Assessor on properties that remain under the same ownership can be re-assessed when market conditions

² Personal communication. Nancy Loudon, All Star Realty, 4/26/2010.

improve, allowing property tax revenue levels to recover at a faster rate than the standard annual 2.0 percent annual increase cap dictated by Proposition 13.

In addition to property tax generated from residential uses, commercial and industrial developments also have the potential to contribute to the County's General Fund property tax revenues. On the basis of value per square foot of development, many retail and office properties can be more valuable than residential properties due to extensive tenant improvements and their income-producing potential if located in prime locations. Industrial buildings often have relatively low valuations due to their typically utilitarian nature; however, manufacturing facilities and other commercial properties pay added property tax based on capital equipment installed on the premises. Thus, manufacturing facilities and food processing facilities that require a lot of valuable equipment for their operations may generate substantial property tax revenue through the "personal property" tax roll. On the other hand, warehousing and storage buildings or other types of uses with minimal improvements may generate relatively little property tax revenue.

Sales Tax Generation Opportunities

New development within the County has the potential to increase the County's sales tax revenues by increasing demand for existing retail businesses, and creating new retail businesses that can help to stem leakage of existing residents' retail expenditures to other areas, capture expenditures of new residents, and capture increased amounts of retail demand from those reside outside Colusa County who may be enticed to shop within the County by new retail offerings. In addition to planning for new residential development, residents of which will generate new retail demand for existing as well as new retailers, the General Plan Alternatives also establish additional zoning for commercial uses throughout the County, paving the way for new stores that can meet not only the demand from additional residents, but also demand for goods and services that have traditionally been met by stores in areas outside the County, like Willows or Vacaville. Finally, to the extent that future commercial development can be focused along Interstate 5 near Arbuckle, Williams, and Maxwell, the County can anticipate capturing sales tax revenue from travelers.

Figure 1: Colusa County General Fund Share of Property Tax Increment

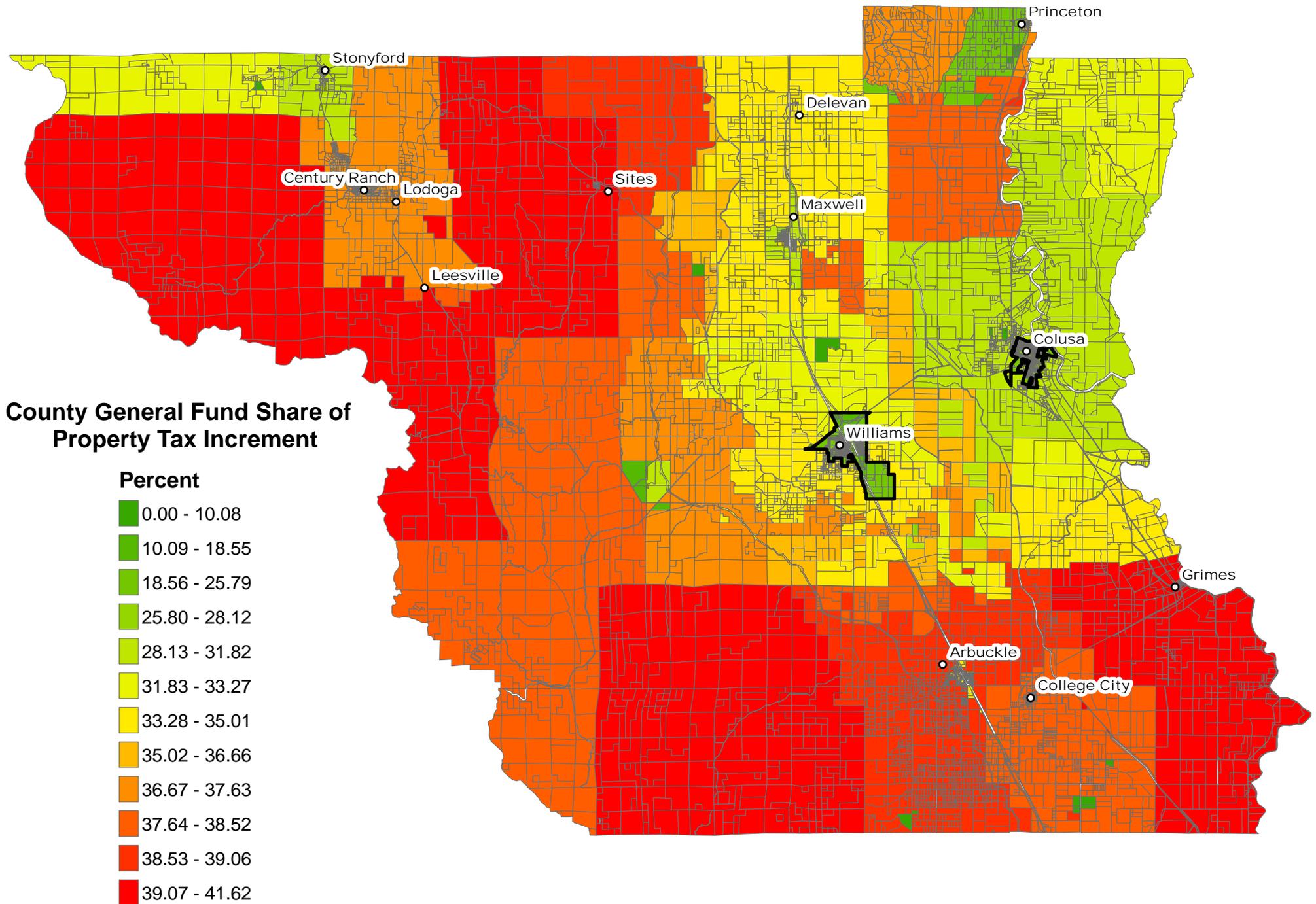


Table 1: Summary of Growth, General Plan Horizon vs. Buildout**1989 General Plan**

	General Plan Horizon (20-30 years)		Buildout (50+ years)	
	Non-		Non-	
	Dwelling Units	Residential SF	Dwelling Units	Residential SF
Arbuckle	81	9,267	1,176	112,749
Century Ranch	69	0	1,006	0
College City	1	5,999	18	72,984
Colusa	215	53,958	3,116	656,485
Grimes	1	223	17	2,717
Maxwell	120	119,684	1,747	1,456,150
Princeton	20	2,652	287	32,270
Stonyford	2	1,550	28	18,854
Williams	247	35,463	3,576	431,460
Remainder	634	107,789	6,337	1,311,434
Total County	1,390	336,585	17,307	4,095,103

Alternative 1

	General Plan Horizon (20-30 years)		Buildout (50+ years)	
	Non-		Non-	
	Dwelling Units	Residential SF	Dwelling Units	Residential SF
Arbuckle	152	22,582	1,873	538,655
Century Ranch	69	0	1,006	0
College City	25	4,002	298	95,460
Colusa	248	91,142	3,046	2,174,052
Grimes	1	422	17	10,066
Maxwell	184	43,457	2,343	1,036,602
Princeton	26	2,061	316	49,173
Stonyford	2	1,550	28	18,854
Williams	281	66,101	3,401	1,576,725
Remainder	403	105,267	6,456	2,529,072
Total County	1,390	336,584	18,784	8,028,659

Alternative 2

	General Plan Horizon (20-30)		Buildout (50+ years)	
	Non-		Non-	
	Dwelling Units	Residential SF	Dwelling Units	Residential SF
Arbuckle	118	30,450	2,605	380,182
Century Ranch	69	0	1,006	0
College City	11	5,825	236	72,734
Colusa	245	86,856	5,425	1,084,437
Grimes	1	806	17	10,066
Maxwell	139	72,723	3,086	907,987
Princeton	14	3,114	314	38,885
Stonyford	3	790	49	18,854
Williams	276	34,762	6,102	434,021
Remainder	514	101,258	6,369	1,255,267
Total County	1,390	336,585	25,209	4,202,433

Alternative 3

	General Plan Horizon (20-30)		Buildout (50+ years)	
	Non-		Non-	
	Dwelling Units	Residential SF	Dwelling Units	Residential SF
Arbuckle	117	28,435	5,436	523,113
Century Ranch	69	0	1,006	0
College City	21	4,313	975	79,343
Colusa	235	92,194	10,914	1,696,084
Grimes	0	547	17	10,066
Maxwell	144	44,156	6,652	812,342
Princeton	16	2,217	732	40,792
Stonyford	3	790	49	18,854
Williams	151	91,332	6,978	1,680,221
Remainder	634	72,601	17,532	1,331,311
Total County	1,390	336,585	50,290	6,192,126

Sources: De Novo Planning, BAE; 2010

Table 2: Colusa County Single Family Home Sales, 4/15/09 - 4/15/10

	<u>Sales</u>	<u>Average Price</u>	<u>Average Price/SF</u>
Arbuckle	51	\$161,178	\$99
Century Ranch	8	\$77,732	\$73
College City	NA	NA	NA
Colusa	62	\$169,587	\$106
Grimes			
Maxwell	9	\$104,515	\$71
Princeton	NA	NA	NA
Stonyford	NA	NA	NA
Williams	105	\$176,071	\$96
County Overall	235	\$165,040	\$98

Sources: DataQuick, BAE; 2010

Fiscal Impact Evaluation of Alternatives

This section of the report provides highlights specific cost and revenue implications for new growth that could be anticipated under the 1989 General Plan and the three General Plan Alternatives that are under consideration as part of the General Plan Update process.

1989 General Plan

This sub-section discusses fiscal implications for new development that would be expected if the County's existing General Plan land use policies were left in place.

Cost Implications

Colusa County's 1989 General Plan anticipates that most new growth will occur in unincorporated areas of the County that are not near the established population centers. If these new dwelling units can sustain themselves on individual septic and drinking water systems, then additional costs to the County should be minimized. Minimizing costs will also rely on ensuring that remaining development takes place in the valley and on the western side of the Sacramento River due to the difficulty in providing public safety services to outlying areas.

Revenue Implications

Under the 1989 General Plan, over 90,000 square feet of commercial growth is anticipated in Maxwell, followed by 26,000 square feet in Colusa and 24,000 square feet in Williams, over the next 20 to 30 years. The focus of commercial uses adjacent to Interstate 5 in Maxwell and Williams will have potential to not only capture demand and additional sales tax revenue from existing residents but also from motorists traveling along the highway. The 1989 General Plan allocates Maxwell far more commercial space than the other Alternatives but not much in terms of additional dwelling unit construction. Under this scenario it could be difficult for this amount of commercial space to sustain itself without relying exclusively on transient demand. The ability to provide goods and services to an expanded residential base as well as to non-residents would be more ideal, and ensure longer term success of new businesses throughout the General Plan time frame. A diverse customer base would help maintain these businesses during times of off-peak travel, as well as by simply increasing the number of potential consumers in their market area. With such a large amount of new commercial space and little in terms of new residential growth, there is potential for a supply/demand imbalance that could hinder the success of new businesses.

Conclusions

20-30 Year Time Horizon. The 1989 General Plan focuses less residential development near Colusa County's established population centers. By not capitalizing on the higher property values in Arbuckle and the unincorporated areas around Williams and Colusa, the County's revenue potential relative to new development from property tax and ILVLF will be lower than under other Alternatives. The increased focus of commercial development adjacent to Interstate 5 in Maxwell

could help mitigate a lack of property tax revenue, but it is unclear exactly how effective this could be.

General Plan Buildout. The 1989 General Plan incorporates the lowest amount of residential and non-residential development of all Alternatives; however, this Alternative heavily favors residential development over the long run, creating the potential for a significant imbalance in land uses over time. One method to evaluate land use balance, and to compare among Alternatives, is to calculate a ratio of thousands of new dwelling units to millions of non-residential square feet. For this Alternative, the ratio is approximately four to one, or approximately four thousand new dwelling units for every one million square feet of job-generating land uses. If the General Plan was completely built out, there would likely be a significant shortfall of new jobs relative to the number of new residents, meaning that many residents would need to commute to jobs in other jurisdictions.

The representatives of County departments whom BAE interviewed all state that residential development is the primary determinant of new and future costs. These residential land uses demand the most services while job-generating land-uses create minimal service demand but still provide property tax, ILVLF, and sales tax revenue to the County. As a result, an imbalance between residential and non-residential land uses suggests the potential for fiscal instability at buildout, or the need to more heavily burden new residential development with revenue augmentation measures, to ensure that the residential development can generate revenues to maintain service levels without the benefits of corresponding amounts of new non-residential development to augment the County's tax base.

Table 3: 20-30 Year Potential New Development, 1989 General Plan

	New Residential Dwelling Units			New Non-Residential Square Feet														
	Total DU	SFR	MFR	Total SF	AG	AT	AU	C	I	MU	PR	PS	RC	RR	RSC	UGA	UR	UT
Arbuckle	81			9,267	304	107		6,728	1,873		115	141						
Century Ranch	69			-														
College City	1			5,999	44			1,292	4,663									
Colusa	215			53,958	452	2,773		26,101	24,631									
Grimes	1			223	0	1		192	30									
Maxwell	120			119,684	234	723		93,645	24,856			226						
Princeton	20			2,652	18	545		1,023				1,066						
Stonyford	2			1,550				1,110				439						
Williams	247			35,463	148	2,525		23,883	8,907									
Remainder	634			107,789	51,099	(222)	-	1,197	51,515		517	(1,176)			4,859			
Total County	1,390			336,585	52,301	6,450	-	155,172	116,476	-	632	695	-	-	4,859	-	-	-

Land Use Key

AG	Agricultural-General
AT	Agricultural-Transitior
AU	Agricultural-Upland
C	Commercial
I	Industrial
MU	Mixed Use
PR	Parks and Recreation
PS	Public/Semi-Public Services
RC	Resource Conservation
RR	Rural Residential
RSC	Rural Service Center
UGA	Urban Growth Area
UR	Urban Residential
UT	Upland-Transition

Sources: De Novo Planning, BAE; 2010

Alternative 1 – Economic Development

Cost Implications

Alternative 1 projects 152 additional dwelling units in Arbuckle, 281 near Williams and 248 near Colusa within the next 20 to 30 years. This is the highest level of residential development for those three areas of the County among all the General Plan Alternatives. According to the District Attorney's Office, Arbuckle and Williams generate a higher than average level of crime and prosecutions compared to the other populated areas in Colusa County. Additional growth in this area has the potential to incur higher than proportional costs in public safety related expenses.

Arbuckle already has a CSD and Home Owners Association (HOA) in place to pay for maintenance of public infrastructure and roads. Additional development that can be incorporated into these existing districts can reduce future administrative costs involved in creating new CSDs.

Alternative 1 plans for the largest combined increase in industrial and commercial development through the 20-30 year General Plan period. Assuming that this translates to the largest increase in jobs relative to population growth that is similar under all Alternatives, Alternative 1 could also have the most potential to lower Colusa County's unemployment rate over the General Plan horizon. If this is the case, CCDHHS's costs could decrease in this Alternative more than in any other Alternative.

Revenue Implications

Alternative 1 not only represents the highest level of residential development in Arbuckle and Williams compared to other Alternatives, but also the highest level of residential development in Colusa and Maxwell. Arbuckle contributes approximately 10 percentage points more of the property tax increment to the County General Fund compared to the unincorporated area around Colusa, but Colusa typically commands higher residential prices. Maxwell contributes a moderate share of property tax increment but has much lower property values compared to the rest of the County. On balance, the new residential development in this Alternative may be expected to contribute greater than average property tax revenues, on a per residential unit basis.

Most new commercial uses during the 20 to 30 year period are focused in Williams (57,000 square feet), with only 13,000 square feet planned in Arbuckle and 16,000 square feet in Maxwell. The commercial focus on Williams could help develop synergies with the commercial uses already there, but could limit the ability to capture sales tax from travelers on Interstate 5 if these additional businesses are located far from the highway. The relatively small size of Arbuckle and Maxwell suggest that most if not all of commercial development in these towns would be focused near Interstate 5. Also, Williams' central location could also help reduce the amount of retail leakage the County experiences. To the extent that new goods and services are offered there, residents who typically travel outside the County for the same products could find that it is a shorter trip to

Williams.

Conclusions

20-30 Year Time Horizon. The high levels of residential development in Arbuckle, Williams and Colusa have the potential to produce the most property tax revenue for the County compared to other Alternatives. This could help offset the lack of sales tax revenue generated from highway-oriented commercial developments along Interstate 5.

Considering the higher than average share of property tax the Arbuckle and Maxwell area contributes to the County general fund, as well as the higher market prices of homes in the City of Colusa, Alternative 1's property tax and ILVLF revenue potential is high. Taking into consideration the greater potential to lower unemployment and with it, public health service costs, Alternative 1 appears even more fiscally beneficial.

While the distribution of sales tax-generating commercial uses does not reach the full potential of capturing demand from travelers, it still represents a moderate ability to generate revenue for the County. The total amount of commercial growth (157,885 square feet) during the 20 to 30 year period should provide opportunities to open stores that reduce the amount of retail leakage into neighboring Counties. Also, to the extent that families with higher incomes are purchasing higher priced homes in the City of Colusa, there is greater than average potential that demand for goods and services in existing stores will increase.

General Plan Buildout. Compared to the 1989 General Plan, Alternative 1 plans for almost double the non-residential growth during the 50 year period but only slightly more residential units. This focus on developing job-generating land use capacity creates a better balance between new dwelling units and new non-residential development. The ratio of thousand homes to millions of square feet of non-residential development is approximately two to one under this Alternative. This more balanced ratio indicates that the County will receive more revenue from non-residential uses that create relatively low demand for County services, to help fund services for new residents. Increasing the quantity of job-generating land uses could also work at lowering Colusa County's unemployment rate, shifting the burden of providing health services from CCHHS to employer-sponsored health plans. Finally, a more favorable jobs/housing balance could increase long term prices of homes in the County, since they will be in closer proximity to local jobs, which will further boost property tax revenues and ILVLF.

Table 4: 20-30 Year Potential New Development, Alternative 1

	New Residential Dwelling Units			New Non-Residential Square Feet														
	Total DU	SFR	MFR	Total SF	AG	AT	AU	C	I	MU	PR	PS	RC	RR	RSC	UGA	UR	UT
Arbuckle	152			22,582	2	1,612		13,421	5,302	2,114	59	72	-					-
Century Ranch	69			-														-
College City	25			4,002	2	-		659	3,341		-							-
Colusa	248			91,142	98	699		46,815	43,530		-	-						-
Grimes	0			422		0		1	421		-	-						-
Maxwell	184			43,457	51	334		16,291	26,666			115						-
Princeton	26			2,061	6	272		1,147			92	544						-
Stonyford	3			790				566				224						-
Williams	281			66,101	42	1,714		57,338	7,007		-	-						-
Remainder	403			106,026	25,900	243	-	21,646	58,694	(0)	265	(955)	-	-	233			-
Total County	1,391			336,584	26,101	4,874	-	157,885	144,960	2,114	415	-	-	-	233	-	-	-

Land Use Key

AG	Agricultural-General
AT	Agricultural-Transition
AU	Agricultural-Upland
C	Commercial
I	Industrial
MU	Mixed Use
PR	Parks and Recreation
PS	Public/Semi-Public Services
RC	Resource Conservation
RR	Rural Residential
RSC	Rural Service Center
UGA	Urban Growth Area
UR	Urban Residential
UT	Upland-Transition

Sources: De Novo Planning, BAE; 2010

Alternative 2 – Moderate/Balanced Growth

Cost Implications

Alternative 2 incorporates less residential growth in the established population centers of Colusa County but more for the remaining less populated unincorporated areas. Over 18,000 square feet of mixed use development is anticipated within 20 to 30 years under Alternative 2, more than any other General Plan Alternative. The Colusa County Public Health Department anticipates that the compact form consistent with mixed use development will improve overall residents' health by promoting walking among nearby destinations. While generally accepted that walkable neighborhoods contribute to lower health costs, it is unlikely that this amount of mixed use development in the 20-30 year general plan timeframe will result in significant savings.

Revenue Implications

Alternative 2 focuses much of its commercial development allocation in the communities of Arbuckle and Maxwell, along Interstate 5. The approximately 22,000 square feet in Arbuckle and 30,000 square feet in Maxwell will likely build out near the highway and service both Colusa County residents and non-residents who travel through the area via I-5. The ability to capture sales tax from both groups of consumers will boost the overall amount of revenue the County receives. Over 40,000 square feet of new commercial space is anticipated planned near the incorporated City of Colusa in the 20 to 30 year time frame. While this development may attract less revenue from travelers, it can generate sales taxes from local residents.

Since most residential growth anticipated in the next 20 to 30 years under Alternative 2 occurs in the “remainder” areas of the County that are away from the established communities, it is unclear exactly in which TRAs new homes will be built, and what share of the property tax increment they will contribute to the General Fund. The next largest portion of new residential development occurs around the incorporated cities of Williams and Colusa. These regions contribute a relatively small amount of property tax to the County.

Conclusions

20-30 Year Time Horizon. The decreased level of residential growth throughout Colusa County's established population centers in Alternative 2 should contribute to lower revenue potential, as property values in the “remainder” areas of the County are significantly lower. Alternative 2 focuses its commercial activity more efficiently along the Interstate 5 corridor. This should help to capture more expenditures from non-residents traveling on the highway and augment County sales tax revenues. However, Alternative 2 includes overall less commercial growth than Alternative 1. While these uses may be more efficiently planned in the County from a fiscal perspective, the overall drop in commercial space will limit the ability to attract additional sales tax revenues through establishment of new businesses. As a result, Alternative 2 presents little if any potential to generate more sales tax revenue than Alternative 1.

General Plan Buildout. Projecting through buildout, Alternative 2 can theoretically absorb more than 6,000 new dwelling units compared to Alternative 1, but only half of its non-residential square feet. This shifts the balance of residential to non-residential significantly in a negative way, creating a ratio of thousand dwelling units to millions of non-residential square feet of about six to one. This imbalance suggests the potential for future fiscal hurdles as service demanding residential development could outpace job-generating land uses by a large margin.

Table 5: 20-30 Year Potential New Development, Alternative 2

	New Residential Dwelling Units			New Non-Residential Square Feet														
	Total DU	SFR	MFR	Total SF	AG	AT	AU	C	I	MU	PR	PS	RC	RR	RSC	UGA	UR	UT
Arbuckle	118			30,450	163			22,225	726	7,086	112	137		0		-	-	
Century Ranch	69			-										-				
College City	11			5,825	23			1,259	4,544					-		-	-	
Colusa	245			86,856	173	2,225		41,654	42,804					-		-	-	
Grimes	1			806		0		1	805					-		-	-	
Maxwell	139			72,723	197	1,487		30,432	30,225	10,164		220		-		-	-	
Princeton	14			3,114		413		1,487			176	1,039				-	-	
Stonyford	2			1,510				1,082				428		-				-
Williams	276			34,762	28	2,781		23,273	8,679							-	-	
Remainder	514			100,538	49,822	79	-	1,353	50,158	0	506	(1,824)	-	(0)	445	-	-	-
Total County	1,389			336,585	50,405	6,984	0	122,766	137,941	17,250	793	0	0	0	445	0	0	0

Land Use Key

AG	Agricultural-General
AT	Agricultural-Transition
AU	Agricultural-Upland
C	Commercial
I	Industrial
MU	Mixed Use
PR	Parks and Recreation
PS	Public/Semi-Public Services
RC	Resource Conservation
RR	Rural Residential
RSC	Rural Service Center
UGA	Urban Growth Area
UR	Urban Residential
UT	Upland-Transition

Sources: De Novo Planning, BAE; 2010

Alternative 3 – High Growth/Public Input

Cost Implications

In the 20-30 year period, Alternative 3 plans the least residential growth throughout the established communities in Colusa County and the most residential growth in the undefined “remainder” areas of the County. Almost half of the additional 1,390 dwelling units are planned for construction in the remaining unincorporated County. Again, cost control will rely on how many of these dwelling units will rely on their own water and sewer systems. Any new subdivisions of increased density will require a CSD or HOA to collect funds for infrastructure maintenance.

Only 109,000 square feet of industrial development is anticipated under Alternative 3 in the next 20 to 30 years. This is the smallest amount of industrial expected among the Alternatives and should comparatively lower the costs associated with large truck traffic on public roads. All other things being equal, this low level of industrial development also brings with it the lowest potential for industrial job creation. Alternative 3 has the largest amount of commercial development though, and this could help offset lost job creation opportunities from industrial land uses. Relative wages vary greatly in the commercial sector, as retail jobs earn less on average than their office-based counterparts. As a result, it is unclear the effect the high level of commercial development will have on Colusa County incomes and retail spending.

Revenue Implications

Alternative 3 focuses the least amount of residential growth in the populated areas of Colusa County and the most in the remaining area. Lower property values in these areas suggest that Alternative 3 will generate the least property tax and ILVLF potential. More than any other Alternative, over 182,000 square feet of commercial development is anticipated under Alternative 3, over the next 20 to 30 years. New development in Williams could account for most of this commercial growth, with 80,855 square feet, followed by Colusa with 54,250 square feet. The Williams area is adjacent to Interstate 5 and is well situated to generate sales tax revenue from both residents and non-residents. The City of Colusa however receives less traffic from non-residents driving through the County and is less well positioned to generate sales tax revenue from this other customer base.

The large degree of commercial development planned under Alternative 3 suggests a high potential to generate sales tax revenue through creating opportunities for new businesses to sell goods typically bought outside the County. However, the dispersed nature of residential development in Alternative 3 indicates that many residents will not be located in populated areas near these new commercial districts. To the extent that these new residents live in outlying areas, they could still decide to travel outside Colusa County to purchase goods, even though more are offered locally. As a result, the increased amount of commercial development in Alternative 3 may only be marginally more fiscally beneficial compared to Alternatives 1 and 2.

Conclusions

20-30 Year Time Horizon. Alternative 3 fails to focus residential development in the populated areas of Colusa County where property values are highest. This corresponds with a low overall potential to generate revenue through property taxes and ILVLF. While the high amount of commercial development can potentially offset this by generating additional sales tax, the unknown geographic distribution of dwelling units leaves a question about whether this new commercial development can fully capture demand from new Colusa residents.

General Plan Buildout. In contrast to the General Plan horizon, Alternative 3 buildout supports the most residential development by far (50,290 new dwelling units). This is about twice that of Alternative 2 and almost three times that of Alternative 1. This large increase in residential development will translate to large increases in County service costs.

While new residential development in Alternative 3 almost triples that in Alternative 1, non-residential land uses remain lower than those in Alternative 1. This leads to a very skewed ratio of dwelling units to non-residential square feet. This is the highest imbalance among the Alternatives and suggests a high likelihood for future fiscal problems. The large focus on residential development will lead to the highest demand and highest cost for new services. Without much job-creating land use development to broaden the County's revenue base, there exists potential for service costs to significantly outpace revenue growth. In order to pursue this Alternative, the County would need to rely heavily on the formation of new CSDs to generate revenue for not only facility maintenance but perhaps other services as well, creating higher cost burdens on residents.

Table 6: 20-30 Year Potential New Development, Alternative 3

	New Residential Dwelling Units			New Non-Residential Square Feet														
	Total DU	SFR	MFR	Total SF	AG	AT	AU	C	I	MU	PR	PS	RC	RR	RSC	UGA	UR	UT
Arbuckle	117			28,435	99			14,309	5,634	8,176	76	93		48		-	-	
Century Ranch	69			-										-				
College City	21			4,313	3			1,226	3,084		-			-		-	-	
Colusa	235			92,194	85	119		54,250	37,740		-	-				-	-	
Grimes	0			547		0		1	546		-	-		-				
Maxwell	144			44,156	125	70		21,123	22,688			149				-	-	
Princeton	16			2,217	4	353		1,155				705						-
Stonyford	1			1,025				734				291		-				-
Williams	151			91,332	9	1,382		80,855	9,085		-	-						-
Remainder	634			72,366	33,432	53	-	8,519	31,009	0	343	(1,238)	-	(48)	298	-	-	-
Total County	1,388			336,585	33,756	1,978	-	182,172	109,787	8,176	419	-	-	-	298	-	-	-

Land Use Key

AG	Agricultural-General
AT	Agricultural-Transition
AU	Agricultural-Upland
C	Commercial
I	Industrial
MU	Mixed Use
PR	Parks and Recreation
PS	Public/Semi-Public Services
RC	Resource Conservation
RR	Rural Residential
RSC	Rural Service Center
UGA	Urban Growth Area
UR	Urban Residential
UT	Upland-Transition

Sources: De Novo Planning, BAE; 2010

Conclusions

20-30 Year Time Horizon

The three General Plan Alternatives mix the costs of providing additional services to new dwelling units and land uses with the potential revenues from property and sale taxes. New residential units built near the City of Colusa will command the highest prices but contribute a lower share of the property tax increment to the County. Other areas such as Arbuckle consist of properties with lower values but contribute a higher share to the County general fund. Property values in the less populated areas of the County are low enough that their contributing share of property taxes to the County's General Fund has little impact. It is difficult to determine where the focus of residential development can generate the most revenue for Colusa County, however development in the "remainder" areas likely have less potential than those near established towns. A clear source of potential revenue will come from opportunities to focus commercial development along the Interstate 5 corridor. Maxwell, Williams, and Arbuckle are best situated to capture sales tax revenue from both Colusa County residents and non-residents traveling along the Interstate.

Among the 1989 General Plan and the three Alternatives, Alternative 1 represents the highest potential for increased property tax revenue, since most residential development is focused in populated areas with higher property values. Alternative 1 also plans for a moderate amount of commercial. Relatively little commercial development in Arbuckle and Maxwell in the 20 to 30-year time frame also limits this Alternative's ability to capture additional sales tax revenue from non-residents. Finally, with Alternative 1's large combination of job-generating commercial and industrial uses, it has the most potential to lower Colusa County's unemployment rate and with it per capita public health costs. With the high potential for property-based revenue, moderate sales tax generating potential and ability to lower costs, Alternative 1 is the best fiscal Alternative for Colusa County in the 20-30 year time horizon.

Alternative 2 focuses more residential development in the "remainder" areas of the County and likely decreases the property tax and ILVLF revenue potential associated with new development. Alternative 2 makes up for this loss in revenue from property tax by shifting focus of commercial development into areas adjacent to Interstate 5. Maxwell and Arbuckle plan for over 30,000 square feet and 22,000 square feet of new commercial development respectively, more than any other Alternative for those two towns. While the distribution of commercial development is more efficient in Alternative 2, it is unclear whether the drop in overall commercial space will counteract the benefits of efficiency.

Like Alternative 2, Alternative 3 reduces residential development among the already populated areas and further spreads it out over the "remainder" areas of Colusa County. Due to lower property values in these areas, Alternative 3 represents new development with the least property tax and ILVLF potential. This Alternative compensates for lack of property based revenue potential with the highest amount of commercial development, which could translate to increased sales tax

revenues.

General Plan Buildout

The differences between the Alternatives are relatively few during the General Plan time frame of 20 to 30 years. While there is some variation between how growth is allocated within the County, the overall levels of development are almost the same. This is not the case, however, over the long term buildout period of 50-plus years. By buildout the number of total new dwelling units varies from about 17,000 new units under the 1989 General Plan, to approximately 19,000 new units in Alternative 1, to approximately 25,000 in Alternative 2, and over 50,000 new dwelling units in Alternative 3.

While new dwelling unit potential increases substantially from the 1989 General Plan through Alternatives 1, 2, and 3, the potential for new job-generating land uses varies among Alternatives according to a different pattern. While all Alternatives represent an imbalance in the dwelling units to non-residential square feet by buildout, Alternative 1 represents the best balance between residential and non-residential development among the Alternatives. This Alternative therefore has a greater potential for the non-residential development to help broaden the County's revenue base and help pay for the increased service costs from new Colusa County residents, suggesting the best potential for long-term fiscal sustainability among the various Alternatives.

Overall Fiscal Impact Observations

Any of the Alternatives could be made more fiscally attractive with the following modifications:

1. Focus growth near the established cities in the valley, west of the Sacramento River, where service provision is most efficient. These areas also will tend to generate the highest property tax and ILVLF revenue per housing unit, and the County will receive relatively high shares of the property tax increment.
2. Maximize opportunities for highway oriented commercial uses that could not only attract travelers, but also residents of the County who might otherwise travel to other jurisdictions for shopping.
3. Plan for residential growth that matches pace with the absorption of new job-generating commercial and industrial uses, so that a broader revenue base is built as the County's population and service demands expand. In addition, providing increased local employment opportunities through more aggressive economic development may help in reducing the local unemployment rate, leading to reductions in demand for public health services.
4. Consider establishment of new CSDs to maintain public infrastructure, or HOAs to maintain private infrastructure, to limit the burden on the Public Works Department to expand maintenance activities as new development occurs.
5. Where practical, design new development to incorporate mixed-uses, which contributes to improved public health and decreased public health costs. Mixed use development may

also create fiscal benefits due to reduced transportation infrastructure requirements and maintenance costs.

6. Much of the County's service demand burden is related to the provision of countywide services (i.e., services provided in cities as well as unincorporated areas) to development that is located within the cities. The County may wish to seek the cooperation of the cities in collecting impact fees, or other forms of financial cooperation, to help pay for the expansion of County buildings and facilities, such as the jail, dispatch center, and public health facilities, which also benefit residents of the cities.
7. Recreational activities and large events on public lands can draw emergency services resources in particular away from other parts of the County. The County may wish to lobby for federal agencies overseeing recreational facilities and events within the County to provide more of their own emergency services and rely less on County emergency services, or to compensate the County for additional staffing needed to respond to calls on public lands.