

# CITY OF VALLEJO

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## 2005 MUNICIPAL SERVICE REVIEW

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**Prepared by:**  
City of Vallejo  
Planning Division

**Prepared for:**  
Solano County  
Local Agency Formation Commission

Adopted by City Council  
Resolution No. \_\_\_\_\_

Adopted by LAFCO on \_\_\_\_\_  
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## **INTRODUCTION**

### **ABOUT THE MUNICIPAL SERVICE REVIEW**

Annexation, the process by which land is included within the jurisdictional boundaries of municipalities or special districts, is regulated by Local Agency Formation Commissions (LAFCOs). California State Law AB 2838 directs LAFCOs to conduct a Municipal Service Review (MSR) for all municipalities or agencies which have a Sphere of Influence, and to update it every five years or following a major revision to its general plan or Sphere of Influence.

The Vallejo Municipal Service Review is a statement and analysis of the City's plans for growth, based on the Vallejo General Plan. The focus of the MSR is primarily on ensuring the appropriate timing of new annexations and the efficient provision of public facilities and services. The MSR is also based on and expands upon a previous similar document, the Comprehensive Annexation Plan (CAP).

The MSR serves two primary purposes. First, it provides LAFCO with a context for evaluating the likelihood of significant growth in the City's identified potential annexation areas. Within this context, LAFCO can compare proposed annexations to projected demand for growth and the existing supply of vacant land within the City. Further, LAFCO can consider the annexations in the context of the services provided throughout the county's agencies and municipalities. In accordance with LAFCO requirements, this MSR explains the City's intentions for growth, demonstrates that annexations are needed given realistic growth potential, and shows that additional annexations will not significantly inhibit the timely development of existing vacant land within city limits.

The second purpose is to conform with General Plan policies and programs. The MSR serves as a key element in the City's growth management program, which implements the General Plan.

The provisions and projections contained herein are intended to cover a time frame extending over the useful life of the City's General Plan. This MSR will be comprehensively reviewed and appropriately revised at least every five years to reflect updated information and any changes in the policy direction of the City. This will mitigate the inherent lack of precision in forecasts and plans beyond five years and will ensure a continuously reasonable level of accuracy.

### **ABOUT LAFCO**

LAFCOs are empowered by State Law in Government Code §56000 et seq. The Legislature's stated intent for LAFCOs is to encourage and provide planned, well-ordered, efficient urban development patterns with appropriate consideration of preserving open-space lands within those patterns while discouraging urban sprawl. Accordingly, Solano County LAFCO may approve, conditionally approve, or deny any proposed annexations to the City of Vallejo and has adopted eleven standards for consideration in reviewing specific annexation proposals:

#### **Mandatory Standards:**

1. Consistency with sphere of influence boundaries;
2. Annexation to the limits of the sphere of influence boundaries;
3. Consistency with the General Plan, the appropriate specific and areawide plans (if any), and the Zoning Ordinance;
4. Consistency with the Solano County General Plan of proposed reorganization outside of a city's sphere of influence boundary;
5. Requirement for pre-approval (i.e., rezoning, development agreement, specific or areawide plan, etc.);
6. Effect on natural resources;

## **Discretionary Standards:**

7. Relationship to established boundaries, street, roads, lines of assessment, remaining unincorporated territory, proximity to other populated areas, assessed valuation;
8. Likelihood of significant growth and effect on other incorporated or unincorporated territory and conformance to the Comprehensive Annexation Plan;
9. Protection of prime agricultural land;
10. Provision and cost of community services; and
11. Effect on adjacent areas, mutual social and economic interests, and on local government structure.

For additional information on the above standards, see Solano County LAFCO's "Standards and Procedures for the Evaluation of Annexation Proposals" (hereinafter referred to as "Standards").

Solano County LAFCO also has the responsibility for establishing the City of Vallejo's Sphere of Influence. The sphere of influence is the ultimate physical boundary and service area that a local governmental agency expects to serve within the time frame of the local agency's general plan. As stated in Standards 1 and 2 above, it is mandatory that annexation proposals be consistent and within the City's Sphere of Influence. The City's Sphere of Influence is shown on Map 2.

## **RELATIONSHIP TO THE VALLEJO GENERAL PLAN**

The latest City of Vallejo's General Plan was adopted in July 1999. The General Plan is a description of how the City intends to develop and maintain the properties within its boundaries concentrating on its underdeveloped properties and redeveloping areas such as Mare Island and the waterfront. The premise on which the General Plan is based relates to the MSR in the following ways:

There will be a commitment toward protection of agricultural areas surrounding Vallejo and to the separation from other urban areas in the County.

Future development will largely occur within the existing City limits. Limited development will be proposed outside the City limits, primarily to achieve certain related objectives that are difficult to achieve within the existing city limits.

Incentives will be provided for concentrated development of infill areas within the existing City boundaries. These incentives will include modifications to development regulations and city fees.

The City will provide high quality services and infrastructure in accordance with adopted standards.

Surrounding the City would be greenbelt areas to preserve the sense of separation from the nearby cities of Fairfield, Vacaville, and Benicia.

Implementation of the General Plan is expected to increase Vallejo's 2000 population by about 15 percent, with buildout estimated around the year 2020. Future growth will be the greatest on Mare Island, the downtown, the waterfront, and other infill areas.

## **SECTION A: GROWTH AND POPULATION**

### **1. CITY BACKGROUND**

Vallejo is located in the northern part of the San Francisco Bay Area. It is bordered on the west by San Pablo Bay, on the north by the City of American Canyon and unincorporated Napa County, on the east by the City of Fairfield's Sphere of Influence and the City of Benicia, and on the south by the Carquinez Strait and Benicia State Park. Vallejo is 30 miles from San Francisco and 60 west of Sacramento.

The total area of the incorporated portion of the city is 51.5 square miles. Of this total, 25.4 miles are mainland, 2.4 square miles are Mare Island, and 23.7 square miles are water or submerged lands. There are approximately 4.4 square miles of additional land within Vallejo's Sphere of Influence.

Vallejo's initial growth was sparked when General Mariano Vallejo offered 166 acres of land to the newly elected State legislature to establish the California State Capitol 1851. Although Vallejo's facilities were determined to be inadequate to accommodate the State Capitol, the importance of its waterfront was recognized for commercial and military purposes. In 1854 the United State Navy established the first West Coast naval facility on Mare Island across the channel from the Town of Vallejo.

The coming of the railroad to Vallejo in the 1870's after the completion of the Transcontinental Railroad provided a vital linkage of farmland to the port and spurred the city to an extended period of growth. The Central Pacific Railroad connecting agricultural settlements transported such large quantities of grain to the area that until 1888 Vallejo was the largest wheat shipping port in the United States. By 1870, it was also the largest city in Solano County, and experienced an economic expansion that lasted into the 1880's.

A variety of industries and commercial enterprises kept the city growing at a moderate rate from the 1880's into the early twentieth century; among these were quicksilver mining, a salmon cannery, and the Mare Island Shipyard with its related industries. The proximity of Vallejo to Mare Island frequently linked its growth to military activities. Bay Terrace, a housing development for World War I workers, is a residential remnant of the era.

With the onset of the 1940's and World War II, Vallejo grew as the Mare Island Shipyard expanded its workforce. The Vallejo area population almost tripled from 20,000 in 1940 to about 88,000 in 1945. After World War II, Vallejo's growth slowed only marginally as Mare Island became a major building and repair center for the submarines that served an important part in America's Cold War strategy.

By the late 1950's and early 1960's, Vallejo's aging original Downtown core was designated as a formal redevelopment area, in an effort to eliminate blight. As occurred in many urban centers, demolition and rebuilding campaigns altered the appearance of Vallejo.

Between 1976 and 1980, Vallejo again experienced rapid development, unusual because it was not connected to the growth of Mare Island Shipyard. Large tracts of vacant land, availability of water and sewer capacity, and City policies encouraging growth all provided an impetus for new growth. One of the largest areas started at the time was Glen Cove which even today has two project areas yet to be developed. This growth continued throughout the 1980's with the addition of 9,274 new residential units, along with the development of Marine World/Africa USA (Six Flags) and approximately 1.6 million square feet of commercial, industrial, and office space. The Northgate project, with approximately 2,000 units and 2 million square feet of commercial and business uses, and Sky Valley (Hiddenbrooke) project, with 1,400 units clustered around a championship golf course were approved. Buildout of these areas is ongoing. Mare Island's post-war employment peaked at this time with 15,000 naval and civilian employees in 1989.

In the early 1990's, the growth and economy of the city slowed as it did throughout California and the rest of the nation. The most significant change in Vallejo during this time was the decision made in 1993 to

close Mare Island by 1996. The closure not only meant the loss of employment but the loss of residents as well. This with the slow down in the national economy combined to restrict the economy and growth of Vallejo until the late 1990's.

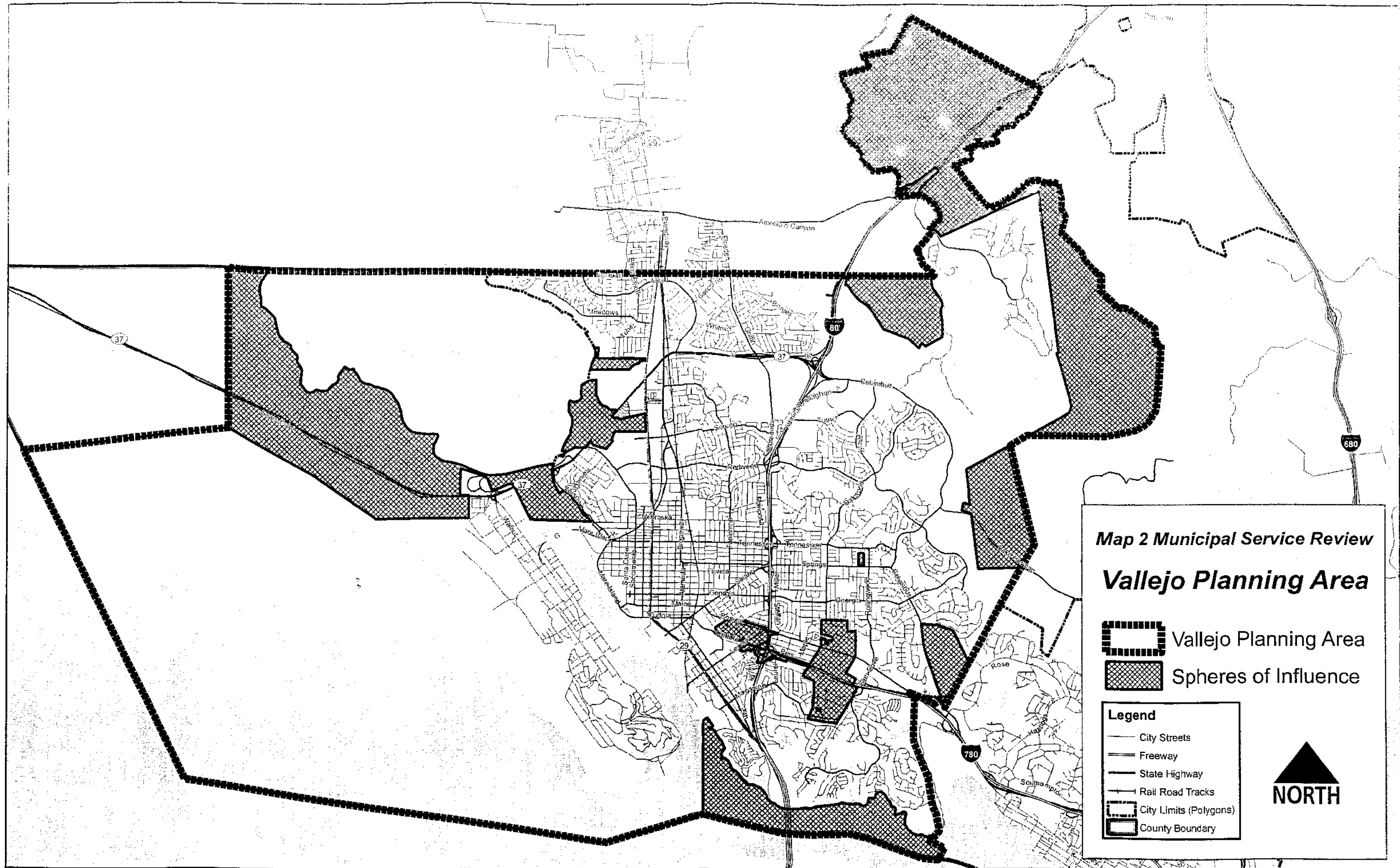
**a. Annexations since 1980**

Following is a list of annexations to Vallejo since 1980. The annexation process includes review by Vallejo's City Council and Solano County LAFCO. Applications for annexations are typically required to be accompanied by a development application as well, in order to evaluate the purpose and implications of the annexation.

YEAR	NAME	ACRES
1981	Dillion Point	308.64
1981	Garthe Ranch	764.0
1982	Eklund Property	5.16
1983	Transportation Center	8.012
1987	Sky Valley	2320.94
1999	McGary Rd & American Canyon Rd.	28.24

**b. Sphere of Influence Amendments**

None





## 2. POPULATION INFORMATION

### a. Past Growth Trends

Vallejo has had significant spurts of growth and decline since its inception. In 1910 there were approximately 11,000 people but by 1920 there were over 21,000 people only to decline by 1930 to only 16,000 people as a result of the end of World War I. In 1940 slightly over 20,000 people lived in the community but by 1945 there were approximately 88,000 people in Vallejo as the result of World War II. Then by 1950 the population had declined to only 22,000 people which then grew to 119,000 in 2004.

This growth rate is testimony to the City's favorable location and desirable living environment. During the most recent 10-year period (1995-2004) growth has slowed significantly due to the closer of Mare Island, the economy, and a lack of land to develop, however, the City still issued building permits to construct an average of 370 residential units per year. Historic growth figures are contained in the table below:

#### Historic Growth Figures 1940-2000

<u>Year</u>	<u>Population</u>	<u>Housing Units</u>	<u>Population per Household</u>
1940	20,072	not available	not available
1950	22,098	8,922	2.48
1960	60,877	19,450	3.13
1970	71,710	23,087	3.11
1980	80,303	30,319	2.65
1990	107,175	39,593	2.71
2000	114,715	41,911	2.73

Source: U.S. Census Bureau

### b. Projection of Housing, Population, Jobs at Buildout of Proposed General Plan

Following are the City's projections for future development for buildout of all vacant land under the General Plan. (This includes annexation of developed and non-developed areas designated as "Probable Annexations" which are estimated to at buildout have approximately 2,300 units.)

	<b>Housing</b>	<b>Population</b>	<b>Jobs</b>	<b>Jobs: Housing Ratio</b>
Existing	43,880	119,593	33,610	0.77
Projected Additions	6,950	24,325	11,400	1.64
Projected Buildout Totals	50,830	143,650	45,010	0.89

Source: City of Vallejo Housing Element 2003, CA Dept. of Finance

**c. Employment Projections**

Total jobs in Vallejo are expected to increase 34 percent during the next twenty years from 33,610 to 45,010, adding 11,400 jobs.

### 3. URBAN GROWTH STRATEGY

#### Purpose

This section explains the City's expansion plans, documenting growth potential, and identifying planned annexations over the remaining lifetime of the City's General Plan. Projections beyond five years are more conceptual and less reliable than estimates for the first five years. Projections beyond 15 years are even more conceptual and less reliable and have been included only for purposes of illustrating the overall direction of the General Plan. The mandatory comprehensive revision of the Municipal Service Review at least every five years ensures a continuously reasonable level of accuracy for the first five-year period.

The Urban Growth Strategy contained herein is important to ensure that the City develops in an orderly and efficient manner consistent with the General Plan. It reflects the timing relationship of the planned annexation areas with the Urban Service Delivery Plan in order to assure that development in newly annexed areas can be provided with public facilities and services in an efficient and timely manner.

#### a. Population and Housing for Horizon of General Plan

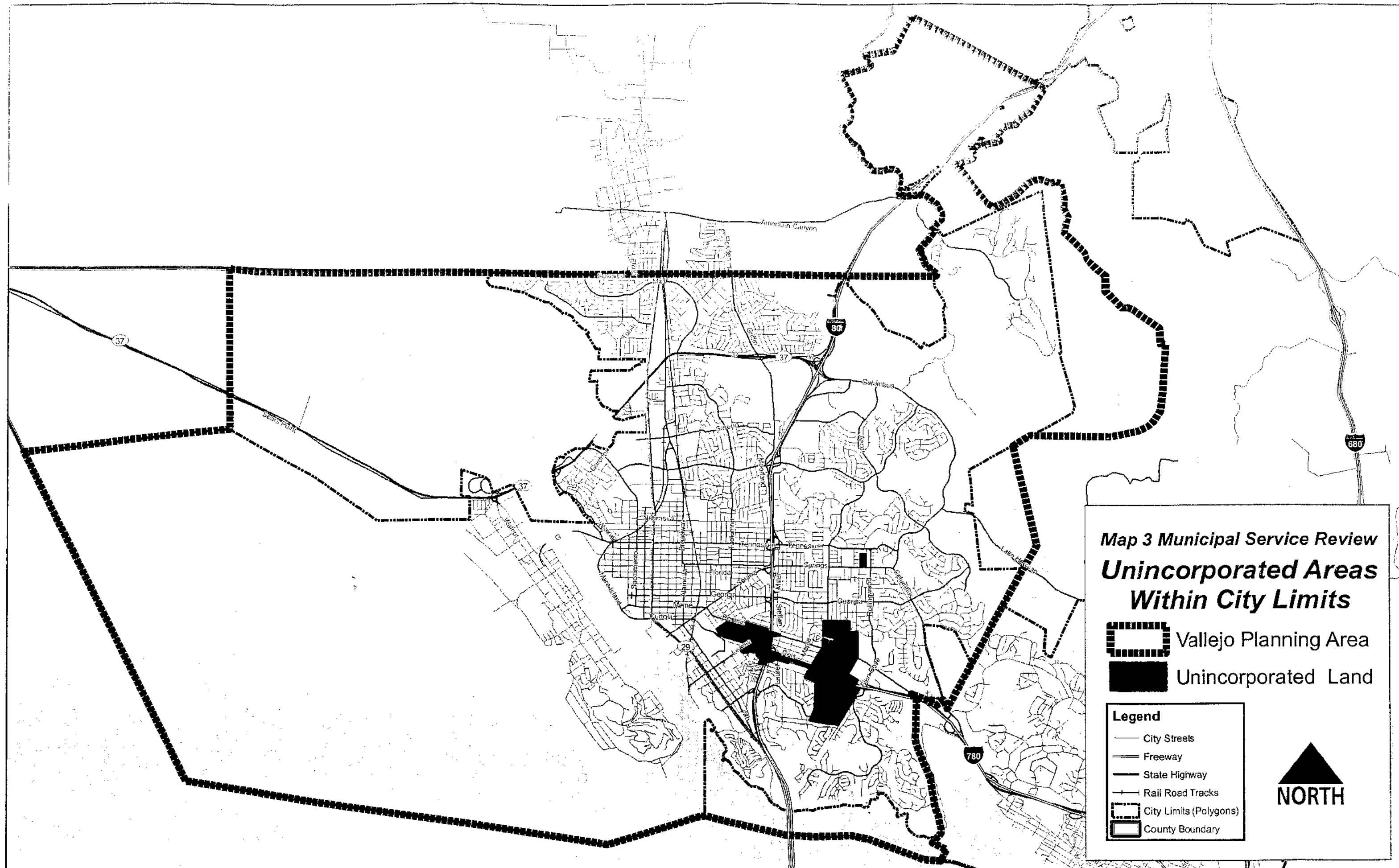
According to the California State Department of Finance, Vallejo had a population of 119,593 at the end of 2003. The City has prepared a projection for new residential development through buildout of the General Plan, estimated around the year 2020. The City's total population is projected to reach approximately 143,650 at buildout. Projections for housing units and population are as follows:

##### Population, and Housing Projections 2004-2020

	2004	2005	2010	2015	2020
<b>Housing Units</b> (ABAG #'s)	43,880	44,796 42,710	47,545 45,270	49,200 48,950	50,830 52,310
<b>Population</b> (ABAG #'s)	119,593	123,490 125,500	133,126 134,100	139,390 145,200	143,650 155,000

(The above projections are a combination and analysis of development potential and projections made as part of the revised Water Supply Assessment completed June 2005 by Brown and Caldwell which in part was based on buildout estimates prepared by City staff and Meiring Contracting and Consultation. The above numbers include the annexation of the developed County islands within the City along with the future development of the underdeveloped properties within those islands.)

Over the next 15 years, the City anticipates housing development of about 347 units per year. As the city approaches buildout, the rate is expected to slow as development focuses on smaller infill sites. The 347 unit average for the coming 15 years is slightly less than the average for the most recent 10-year annual average of 370 units. However, both these number are significantly less than the average of 834 units for the 10 years previous, 1985 to 1994. This likely occurred because of the closure of Mare Island, and the lack of easily developable land in major growth areas like Northgate and Glen Cove.



## Existing General Plan Policies Regarding Annexation

The City of Vallejo has not considered annexation as one of its objectives relative to the growth of the community. For many years the City has had sufficient land within its boundaries to provide for the development of the community. Of the six annexations since 1980 only one was outside the urban limits of the City and it was done to add a new concept of housing with golf course and open space to the City. With the completion of the Tri-City and County Cooperative Plan for Agriculture and Open Space very little property outside the Vallejo's City limit remain for annexation, thus the General Plan is relatively silent on the issue except for the one policy listed below:

### Vallejo General Plan Land Use Policy 1.2:

*"Use the Tri-City and County Cooperative Plan for Agriculture and Open Space to evaluate project's proposed for (annexation) within the Cooperative Planning Area."*

**Source: Vallejo General Plan, July 1999**

Consistent with this policy, the identified planned growth areas represent the largest groupings of individual properties that could be logically considered single annexation areas. Although actual annexations do not have to occur in the concurrent manner shown in this Municipal Service Review, they shall be considered the City's preference and are encouraged to the extent possible and feasible.

### **b. Planned Growth Areas**

A significant majority of anticipated development will occur on land that is already in the City limits. New growth in the City is primarily planned to be the result of infill in the heart of the City. Much of it is planned to occur on Mare Island, in the downtown and waterfront area, along Sonoma Boulevard, and in the central core of the City. Limited areas however, are targeted for annexation.

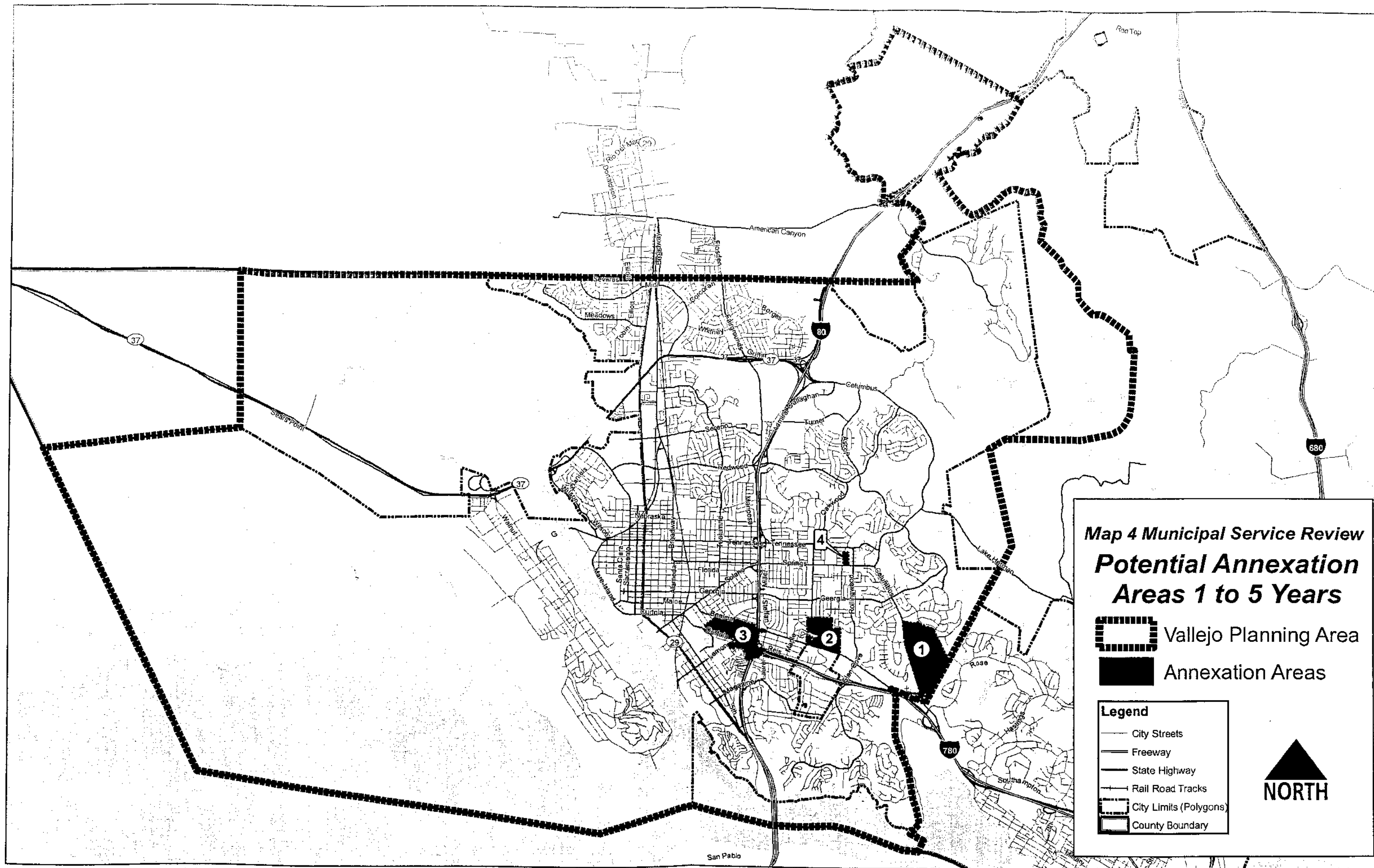
One area along Columbus Parkway is targeted to complete an area of subdivisions that was started in the early 1970's. Certain areas are proposed for annexation in order to eliminate unincorporated islands surrounded by the city. Other areas could be annexed which currently are more urban in both their land uses and their parcel size.

### **c. Probable Annexations**


Seven areas, totaling less than 600 acres, have been identified as probable annexations to the City of Vallejo during the remaining life of the City's General Plan. Four of these areas, totaling approximately 380 acres, have been identified with the potential to be annexed within the next five years. Approximately 190 acres of which could be considered as island annexations and much of which are already developed to some extent. The largest of the City's potential annexation area within the next five years is the Bordoni Ranch.


### Potential Annexation Areas: One to Five Years

Generally, the growth areas listed in this category are those that meet the following criteria: 1) the property can efficiently be served by City services and utilities upon annexation or shortly thereafter, 2) the property is adjacent to existing city limits on two or more sides, 3) significant development of the property (50 percent or more) is expected within ten years of annexation, 4) annexation of the










**Map 4 Municipal Service Review  
Potential Annexation  
Areas 1 to 5 Years**

 Vallejo Planning Area

 Annexation Areas

**Legend**

-  City Streets
-  Freeway
-  State Highway
-  Rail Road Tracks
-  City Limits (Polygons)
-  County Boundary

 **NORTH**

property is consistent with the City's General Plan , and 5) the annexation represents the a logical extension of city limits.

Also included in this category are two of the three unincorporated islands (lands surrounded on all sides by the City) and a portion of the third. The three have been included because they are the most likely to be successfully accomplished with the least amount of ownership opposition. The City will encourage the annexation of the three unincorporated islands by keeping them in this category until annexed.

The City does not expect, nor does it advocate, that all of the properties listed within this category be annexed within the first five-year period. Rather, any one area or combination of areas listed may be eligible for annexation during the first five years, much depending on the property owner's plans for the property. The City has flexibility in pursuing the highest quality development possible by being able to decide whether or not to support annexation requests on a case-by-case basis.

The probable annexations are listed below by location, size (in acres) and General Plan land use designation:

**1. Bordoni Ranch 177.33 acres**

This potential annexation has one owner and is located on the eastern periphery of the City between Columbus Parkway to the west and Benicia City limits to the east. There are at least three subdivisions currently within the City that have streets that either dead end into the property or run parallel to the property line as the City has considered this a natural extension of the boundaries for over twenty years. This parcel is a gently rolling to a steep site which has on it a single-family house, a small vineyard and various agricultural structures.

An application has been submitted to the City to develop this property with approximately 450 single family homes. An EIR has been prepared and was completed in July 2005 at which time an application will be filed with LAFCO. The site is currently designated for a combination of single-family, multi-family, and neighborhood commercial. An application has been submitted to change the entire parcel to Low Density Residential.

**2. Orchard Street to Benicia Road, approximately 90 acres**

This area is a portion of a larger area known as Homeacres and is generally located between Orchard Street and Benicia Road and on both sides of Banning Way. The City already annexed a small portion of the area in the early 1980's to create an 8 lot subdivision on Apollo Court. There are approximately 130 lots in the area ranging in size from 2500 square feet to almost 2.4 acres. The majority of the property is developed with single family residential, but there are some commercial and industrial businesses along Benicia Road. Much of the area does not have City standard curb, gutter, and sidewalks. There has been some interest in the recent past to annex this area into the City to allow residential development to the density normally found in the City.

**3. Benicia Road, east of Interstate 80, approximately 100 acres**

This site is an island located between Beach Street on the west and Interstate 80 on the east and Franklin Junior High on the North with Curtola Parkway on the south. It is primarily a single family residential area with possibly as many as 350 residential units. The housing units are predominately older, most having been built in the 1930's and 1940's. The lots in this area are generally the same size as standard city residential lots, approximately 5,000 square feet with a few larger subdividable properties. There are a number of commercial uses also in the area primarily on both sides of the Benicia Road frontage. This area is designated on the Vallejo General Plan primarily as "Low Density Residential" with "Retail Commercial" along Benicia Road. The infrastructure in this area is generally closer to City standards with a substantial portion of it having curb, gutter, and sidewalks.

#### **4. Trailer City approximately 5 acres**

This area is also a County island located on the north side of Springs Road, east of Parkwood Drive. It is a single parcel of approximately 5.29 acres. The site has a combination of uses with retail trailer sales and parts business on Springs Road and a mobile home park to the rear. The property has a split designation on the General Plan with the frontage along Springs Road designated as Retail Commercial and the rear portion designated as Residential-Low Density.

#### **Potential Annexation Areas: Beyond Five Years**

There are only three areas considered for annexation under this category and both are considered infill as well as somewhat difficult to implement. Generally, two of the areas as a whole are well established both with their own unique characteristics and populations that could make annexation a very time consuming process.

Under certain circumstances, these annexations can occur sooner than five years if the property owners actively support and work together with the City to make that occur.

#### **1. Benicia Road west of Interstate 80 (Homeacres) approximately 150 acres**

This area is the largest County island in Vallejo and is generally bounded by Benicia Road to the north, Glen Cove to the east, Interstate 80 to the west. It is primarily a single family residential area containing approximately 400 units, however, there is a portion of the area on the southern side of Benicia Road that also has a combination of commercial and industrial land uses. The age of the housing units in this area range greatly, the early units having been constructed in the 1930's and 40's, but there are a number of large new homes that have constructed in the last 15 years as well. The lots range in size from 5,000 square feet to several acres. Many of the larger parcels have the potential for land division and infill development and some of those owners have contacted the County and City about possible annexation.

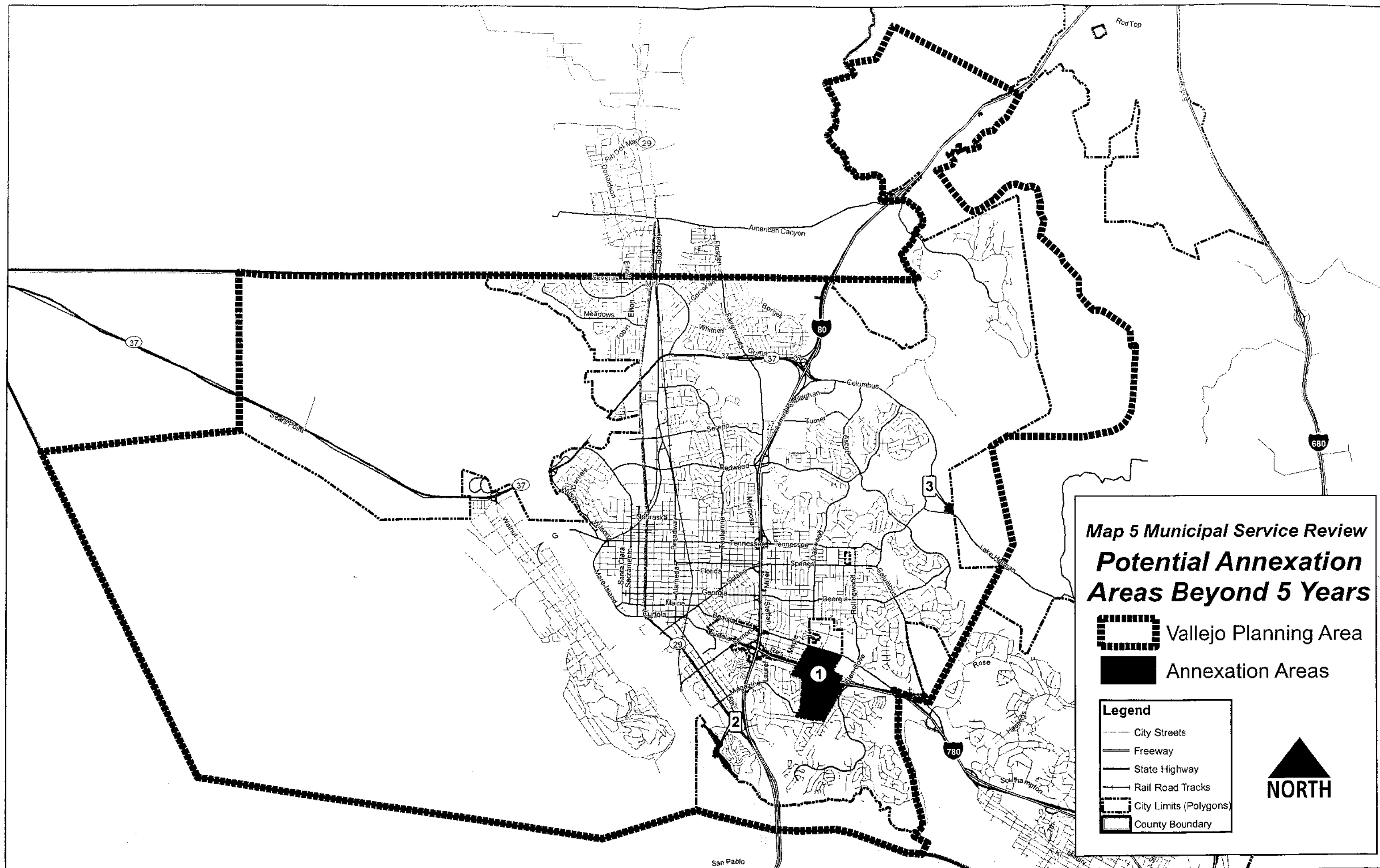
The challenge is that while some of the property owners want to annex so that they can develop their property a number of residents prefer to remain in the county because of the rural character and standards that affords. In the mid 1980's the City held meetings in the neighborhood to discuss a joint redevelopment project with Solano County. Many residents voiced concern that they did not want any redevelopment if it led to an attempt to annex the area. Officials from the City of Vallejo and Solano County assured the concerned property owners that there was no interest to annex the area unless requested by the residents. If annexed in the future the General Plan currently designates the area as "Low Density Residential".

Additional issues related to annexation of this area include inadequate infrastructure (curb, gutter, sidewalk, storm drainage etc.) in a portion of the area. Also there are significant zoning and property maintenance ordinance compliance problems.

#### **2. Sandy Beach approximately 5 acres**

This area is located at the southwestern tip of Vallejo at the convergence of the Napa River and the Carquinez Strait. It is a small residential neighborhood dating to at least the 1920's containing 40 single family homes developed principally on piers. It would appear that there is no development potential for the remainder of the property. While the property is served with utilities access does not meet City standards and the developed portion is at the base of a very steep and eroding slope, limiting opportunities for improvement. The Vallejo General Plan designates the area as "Community Park".





### **3. Lake Herman Road approximately 5.5 acres**

This site is located on Lake Herman Road east of Blue Rock Springs Golf Course East, north of Lake Herman Road, and below the Syar Quarry. There are seven parcels of land the largest of which is 2 acres. There are a variety of uses on the properties including a cabinet shop and office and a single family residence. The site currently is designated for Conservation in the General Plan.

### **d. Areas of Critical Concern**

Areas of critical concern are identified in the General Plan, such as Agricultural and Open Space, the Waterfront which includes White Slough, and Mare Island. The type of development allowed within these critical areas is to be protected by a land use and/or general plan designation that strictly define the limits of development.

The General Plan requires that in order to preserve agricultural lands that the policies of the Tri-City and County Cooperative Plan for Agriculture and Open space be followed. The General Plan requires that the White Slough Area Plan be used as the protection and development guide for the area consistent with the requirements of Assembly Bill 719. The General Plan also provides that to insure that Mare Island is to remain an economic asset for the community, especially in terms of industrial development that a specific plan is used to evaluate new industrial development on Mare Island.

## **4. AGRICULTURAL PRESERVE STRATEGY**

### **a. Identification of Prime Agricultural Lands within the City's Sphere of Influence**

Agricultural lands are generally classified by the capability of the soils, climate, and management problems. The classification contains two general divisions: (1) land suitable for cultivation and other uses, and (2) land limited in use and generally not suited for cultivation. Vallejo has no Class 1 lands. The land within the Sphere of Influence for Vallejo contains some grazing land and other higher numbered soils types, none of which are considered critical.

### **b. Identification of Prime Agricultural Lands Under Williamson Act Contract within the City's Sphere of Influence**

The City has no Prime Agricultural lands with Williamson Act contracts within its Sphere of Influence. There are two properties with Williamson Act contracts within the Sphere of Influence but these historically been used for grazing.

Bordoni Property, Assessor Parcel No. 0182-010-100 is 177.33 acres, and a protest was filed which would allow for the contract to expire at the time of annexation.

Azevedo Property, Assesor Parcel No. 0182-010-040, is 392.03 acres.

All Williamson Contracts within the City's Sphere of Influence are currently active, according to the Williamson Act Contract Maps prepared by Solano County (1/2000-12/2000).

### **c. Policies Guiding Future Growth from Agricultural Preserves within the City Limits**

The City's preservation policies contained in the General Plan are broad and comprehensive. Having realized that the community's sense of identity and quality of life are closely associated with the natural setting surrounding Vallejo, the City adopted an Agricultural Production Goal in its General Plan. The City's goal and related policies are aimed at protecting valuable agricultural lands around Vallejo.

**Agricultural Production Goal: To preserve prime agricultural specialty croplands wherever feasible and protect valuable grazing lands.**

#### Policy:

*To preserve prime agriculture especially croplands and grazing lands through the policies of the Tri-City and County Cooperative Plan for Agriculture and Open Space. Continuation of agricultural uses should be encouraged in Sky Valley and along the easternmost side of Sulphur Springs Mountain through the policies of the Hiddenbrooke Specific Plan.*

**Source: Vallejo General Plan, July 1999**

## **5. INFILL STRATEGY**

### **PURPOSE**

Infill refers generally to the development of vacant lands that have already been annexed to Vallejo city limits as of the adoption of this Municipal Service Review.

The purpose of this chapter is to facilitate Solano County LAFCO's determination as to whether a proposed annexation will significantly affect the City's ability to meet its infill goals and whether it will result in the premature conversion of open space. The information contained herein outlines the City's policies and practices promoting infill and the effective measures the City is taking to ensure development of vacant lands within the city limits. Also discussed are the particular circumstances of the City that may impact the infill of incorporated vacant lands. This, in conjunction with other appropriate considerations, will allow LAFCO to assess the City's progress on its infill goals when determining if particular annexation proposals are premature.

### **a. Inventory of Vacant Lands within City Limits**

As of January 2005, there were approximately 1,411 acres of vacant land within existing city limits as listed in the following table and shown on Map 6. Citywide, the vacant lands are designated for single family residential, commercial and industrial development, while multi-family residential has the least amount of vacant land designated.

## 1. ACRES OF VACANT LAND WITHIN CITY LIMITS\*

JANUARY 2005

Residential	Acres	Number of Units
Low Density	218	436
Low Density (MUPD)	188	1,534
Low Density (PDR)	66	198
Medium Density	34	280
High Density	26	532
High Density (MUPD)	71	1149
High Density (PDR)	<u>33</u>	<u>521</u>
Residential Subtotal:	636	4,650
<b>Commercial</b>		
Neighborhood	2	
Community	46	
Service	14	
Highway	34	
Office	8	
Mixed Use	<u>291</u>	
Commercial Subtotal	395	
<b>Industrial</b>		
Business & Industrial Park	341	
Limited	1	
General	<u>38</u>	
Industrial Subtotal	380	

**TOTAL ACRES** 1,411

\*Does not include Public Facilities, areas identified with significant environmental constraints (e.g., wetlands) or land planned for permanent open space.

## 2. APPROVED RESIDENTIAL PROJECTS (JANUARY 2005)

The table below reflects the total number of unbuilt units remaining on approved tentative maps.

Area	Units Remaining
Infill	290
Other	<u>176</u>
<b>TOTAL</b>	436

## 3. AGRICULTURAL PRESERVE CONTRACTS IN THE CITY LIMITS

There is no land with an agricultural preserve contract in Vallejo's city limits.

### b. Factors Which May Impede Development of Vacant Annexed Land

There are a number of factors that may impede development of vacant lands already within city limits that need to be considered in evaluating the City's progress towards infill development, particularly for those factors beyond the direct control of the City. Possible impediments include:

**Delays in State or Federal funding and/or approvals.** This primarily affects development of Mare Island, along Highway 680 and 39 and Sonoma that are at least partially dependent on State and or Federal funding sources and/or approvals.

**Site-related constraints.** Examples of site-related constraints include slope, soil instability, presence of toxic chemicals, proximity to vicinity streams or wetlands, poor location and/or access, inadequate parcel size, etc. Even when these constraints can be mitigated through engineering and site work, the associated cost can be prohibitive, sometimes making development infeasible, at least in the short term.

**General Plan or zoning designation.** The property's land use designation may be inconsistent with the desires or plans of the property owner and/or developer, or may be such that development consistent with the land use designation is not financially feasible.

**Owner reticence and/or lack of funds.** The property owner may simply desire to hold onto the property for investment purposes or other and personal reasons. A shortage of financial and other resources to properly develop the land can be a contributing factor as well.

**Regional Competition for Development.** Many nearby communities compete with Vallejo for a share of the development coming into the region. Stiff competition from other nearby communities with adequate land for the same kind of allowable uses results in less overall development in the City, especially in unstable or slow economic times.

**Unfavorable market conditions and/or a weak economy.** The recession of the early 1990s slowed residential development to well below the historical average. Although the economy is currently entering a period of expansion, a future recession could impede the demand to develop vacant land.

**Inadequate public improvements.** Some properties may not yet have access to public utilities and services such as water, sewer, storm drainage, etc. and cannot develop until the necessary improvements are made.

**Fragmented ownership.** Some of the properties are located in areas that are under many different ownerships. This makes implementing a coordinated development plan very difficult, particularly in large areas.

**Phased development.** Some of the vacant lands are part of a development that is being built in planned phases. This occurs more often when the total project is very large or when only one property owner/developer is involved in the project.

### **c. Promoting Infill Development**

#### **Existing Policies**

The City's General Plan strongly emphasizes efficient use of land and infill development through existing policies. The following are objectives, policies and programs in the General Plan that encourage infill development and compact growth:

**Commercial Development Goal 1: To have an adequate amount of area for each type of commercial development.**

Policy:

*Publish an annual report on commercial, residential and industrial development including population and employment projections for use by and to encourage prospective commercial developers.*

**Commercial Development Goal 2: To have the Downtown Commercial Area as a strong focal point for the City and surrounding area.**

Policy:

Concentrate in the Downtown specialized cultural, governmental and recreational facilities that will attract people from the entire planning area. Provide a high quality and a relatively high-density multi-family residential environment in and adjacent to the Downtown.

**Industrial Development Goal 1: To maintain Mare Island as an economic asset — particularly in terms of industrial development – for the community.**

Policy:

Use a specific plan in evaluating new industrial development on Mare Island.

**Housing Goal A: Facilitate Production of Housing to Accommodate Vallejo's Fair Share of the Regional Housing Demand.**

Objective A.1.i.2 Commercial District Mixed Use Residential Development Program:

The City will encourage and facilitate the development of residential units within the City's commercial zones, particularly units affordable to low- and very low-income households. Current zoning regulations allow residential development above the first floor within City's Neighborhood Shopping and Service District, Pedestrian Shopping and Service District zones. In order to encourage and facilitate these types of mixed-use projects, the City will:

- Conduct a survey of commercial zoning districts and prepare an inventory of vacant sites that would be appropriate for mixed-use residential developments.
- Make the inventory available to interested developers, including affordable housing developers, to facilitate and encourage them to propose development on these sites. Assist interested developers with obtaining property owner/representative information.
- Provide developers interested in proposing mixed-use residential projects in commercial districts with technical assistance to design projects in compliance with applicable regulations.
- Provide expedited permit processing for mixed-use residential development applications in commercial zones.
- Give priority for use of available local, state, and federal housing subsidies, and subsidies for ground floor retail, to mixed-use projects in commercial zones that include permanently affordable low- very low-income units.

Objective A.1.ii: Monitor, remove or mitigate governmental constraints to the production of housing with the City of Vallejo:

The City will review several local regulations that the Needs Assessment identified as potentially posing undue governmental constraints on the production of housing. These include:

- Regulations that require a Conditional Use Permit for multi-family housing developments with nine or more units. The City will monitor the approval process for multi-family projects and if there is evidence that the size limitation and Conditional Use Permit requirement does become a constraint, the City will take action to mitigate it or remove it.
- Regulations that allow density bonuses only for projects in the PD zone. The existing density bonus provisions do not conform to State law. The City will review the existing regulations, consider the provisions of the State's model density bonus ordinance, and revise the local density bonus provisions to, at a minimum, fully comply with State law.
- The City's zoning codes that prevent the development of housing on the ground floor in commercial districts may unnecessarily impede the development of housing on vacant commercial properties. The City will review these regulations and consider either rezoning some vacant commercial land to allow residential development, or amending the commercial zoning regulations to provide opportunities to construct residential units on the ground floor in certain commercial areas, or under certain conditions.
- The City's parking standards for residential development are based on the number of bedrooms and do not make a distinction between types of units – attached or detached – or potential occupants such as the elderly or disabled which may generate lower demand for parking spaces. The City will review the parking standards and consider whether the standards should be revised to allow for parking reductions for specified types of residential projects.

Objective C.2.iii: Convert vacant in-fill land and surplus, vacant non-residential properties to housing and mixed-use where feasible, economically desirable, and compatible.

- Underutilized Commercial Land Conversion Program: The City will undertake a study of underutilized land in commercial corridors for possible rezoning to expand opportunities for multi-family residential development within the City.

**Past Practices**

The City has undertaken the following actions in the past to promote infill development:

**Redevelopment Plans and Action Programs**

The City takes an active role in promoting development on vacant lands within city limits, particularly commercial and industrial properties within redevelopment areas. Primarily through the Economic Development Division of the Department of Development Services, the City sends out Request for Qualifications (RFQs), Request for Proposals (RFPs), and information packets regarding available properties in the City. The City may also attend trade shows, put together tours, and call prospective businesses/builders about locating in Vallejo. The City may provide incentives in the form of favorable financing, Industrial Development Bonds (IDBs), loans from the Revolving Loan Fund, etc. In some cases, the Redevelopment Agency may also pay for the off-site improvements.

Residential parcels do not require the same type of marketing as commercial and industrial properties. This is because much of the vacant lands are under ownership that, for one reason or

another, does not yet desire to develop the property. However, the long-term demand for housing will undoubtedly result in ultimate development when the timing, financing, economy, etc. are right. The City can offer financial assistance in the form of Redevelopment and Block Grant funds to develop some of these properties.

The efforts of the Redevelopment Agency extend beyond marketing and managing the disposition of property. Infill opportunities are severely reduced when an area suffers from blighting influences such as decaying public and private improvements, the lack of greenery, harsh appearance, the absence of color, and the lack of community identity. These factors create a poor business environment and discourage private investment. The Redevelopment Agency implements actions that facilitate private and public projects and programs designed to reduce blighting influence, create new jobs, enhance the tax base, and improve the professional image of a project area. This may include infrastructure contributions, assessment payments, financing assistance, land acquisition, site remediation, preparation of economic, planning, design or environmental studies and contracting for related services, permitting assistance and other facilitation techniques as needed. **The City has five redevelopment project areas, as shown on Map 7.**

### **Infrastructure and Other Capital Improvements**

The City ensures that the installation, maintenance, and upgrade of infrastructure and other capital improvements to extend municipal and other urban services to new unserved areas is done in a timely manner. The City annually reviews its CIP to determine what new project need to be added, removed, or have become funded. This process includes the input from all departments that provide services to the community as well as the ultimate adoption of the 1 and 5 year CIP by the City Council. The City's ability to make sure that the necessary facilities and services are provided effectively mitigates some of the infrastructure-related impediments.

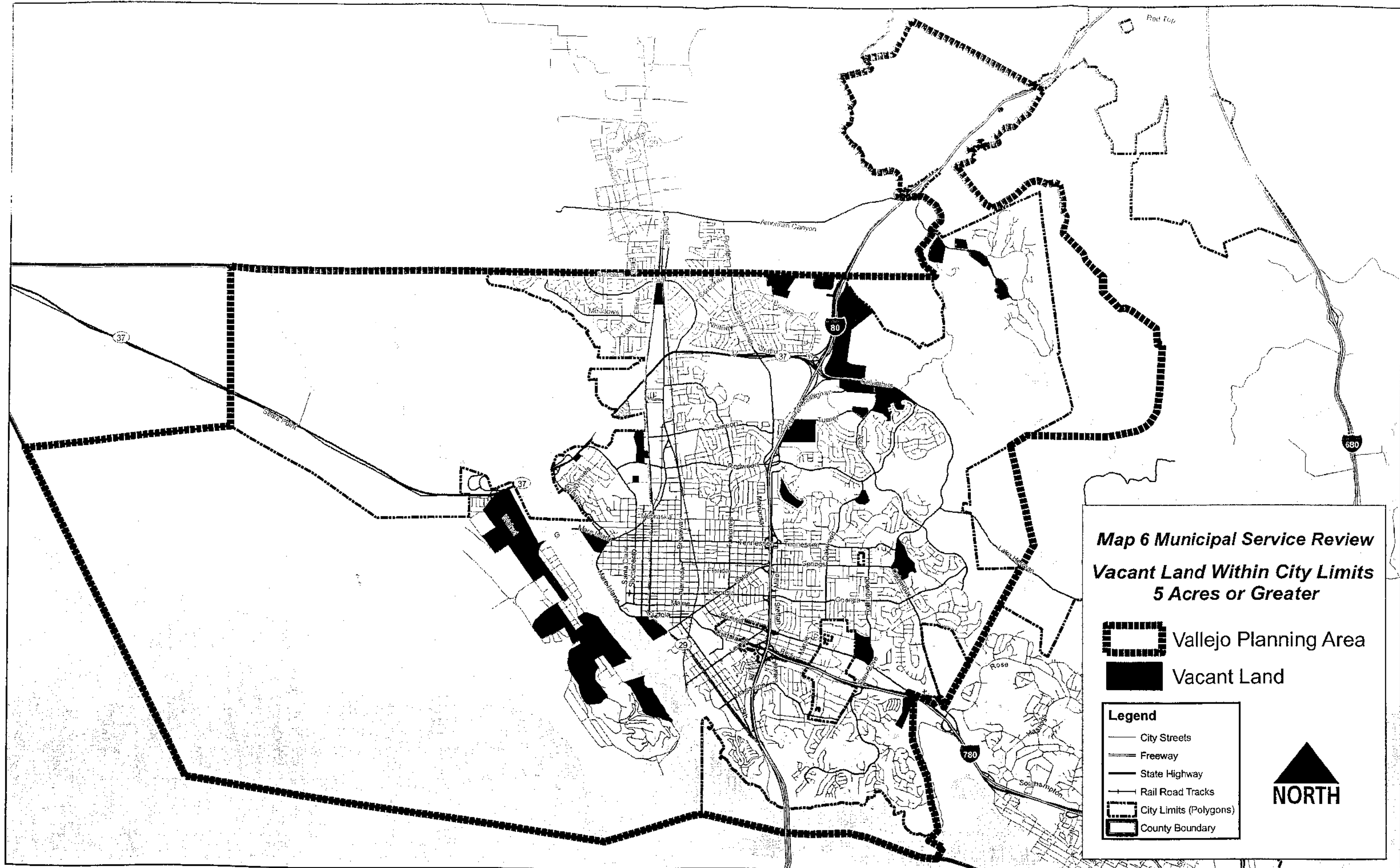
### **Changes in Regulations and Land Use Policies**

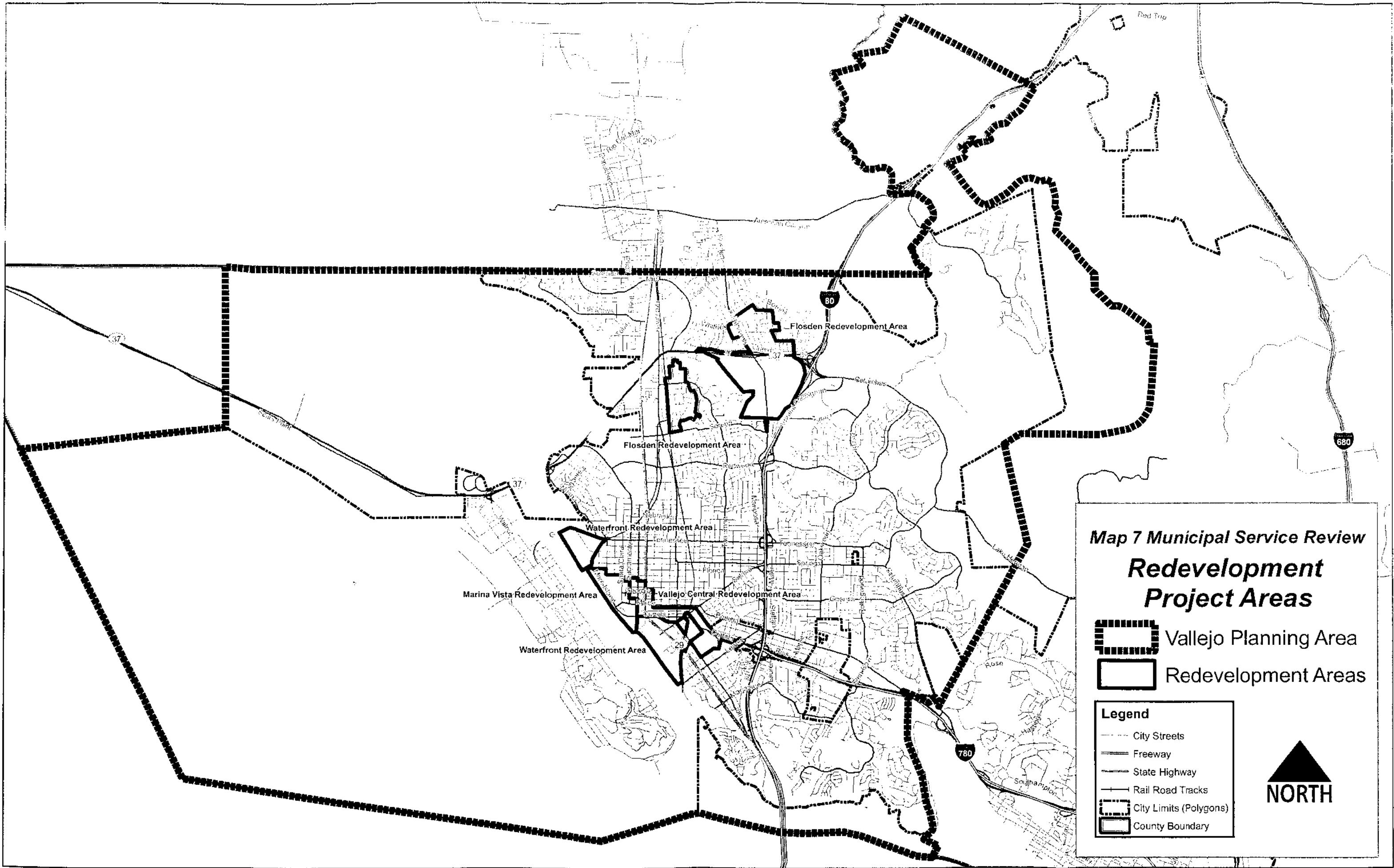
When certain conditions exist, the City may consider amending its General Plan or a property's zoning to facilitate infill development. In addition, the Development Service Department is currently in the process of streamlining its application and permitting procedures in order to make the development process easier and quicker, thereby indirectly encouraging the development of parcels that are otherwise ready for development. Housing Programs

The City has a number of housing programs contained in the General Plan Housing Element that indirectly promote infill development by attempting to meet the housing needs of many different types of people. All of these housing programs concentrates on areas already within the City rather than those currently outside the City and make possible some projects that might otherwise not occur.

Through reinvestment and financial assistance, the Redevelopment Agency promotes infill development in housing areas. By reducing blight by rehabilitating or rebuilding dilapidated structures and infrastructure and by providing the opportunity for private investment to lower income residents (i.e., first-time homebuyers program), neighborhoods are revitalized and land which may have remain unused becomes a sound investment. Examples of such efforts include the ongoing plans for the Waterfront Planning Area and the Downtown Specific Area Plan.







## **Vacant Residential Land Survey**

In 1999, 2001 and again in 2005, the city has updated its survey of vacant residential land. The survey identifies existing residential projects with vacant parcels as well as vacant single and multifamily properties on which no residential development has occurred. The study identifies the maximum number of units that could be built, factoring in all existing development rights (e.g., General Plan, development agreements, zoning, tentative and final maps, etc.). This survey is available to the public, and is used by city staff to provide information to potential developers.

## **Measuring Progress Towards the Infill Goal**

The City is currently focusing its attention on the infill development of the community. Much of the effort of the staff in the last several years has been in the review of development plans for Mare Island, Downtown, and the Waterfront. The majority of the development anticipated in the next 15 years will be in those three areas.

At the time of an annexation request, the city will evaluate its progress towards meeting the infill goal. The annexation request will not be approved unless the City Council determines that significant progress is being made, unless there are intervening factors that impede the development of vacant infill lands. The City Council may opt to implement one or more of the following options to eliminate obstacles to infill development. (Note: The items listed below are suggested options only and are not exclusive.)

### **Future Options**

The City may undertake the following options in the future:

**Option 1:** Appropriate a greater proportion of available resources, including Community Development Block Grant (CDBG) funds, to assist in the construction of residential units on infill lots, especially for low and moderate-income households. Additionally, more CDBG funds can also be used to install the necessary infrastructure.

**Option 2:** Emphasize the use of Redevelopment Set-Aside funds to assist in the construction of residential units on infill lots for low and moderate-income households.

**Option 3:** Continue to re-evaluate existing zoning of vacant and under utilized land for increased development opportunities in selected area, e.g., along Sonoma Boulevard, through the creation of Specific Plans or other Planning efforts.

## **d. Numerical Goals for Residential Infill Construction**

The infill goal of this Municipal Service Review is to infill at least 80 percent of the vacant residential land identified in this Municipal Service Review by the year 2020. Based on projections for development on infill sites, this would require approximately 273 infill units to be built per year.

# **SECTION B: INFRASTRUCTURE NEEDS AND DEFICIENCIES**

## **INTRODUCTION**

The Urban Service Delivery Plan (USDP) is a plan for the extension of urban services into areas planned for annexation during the time frame of the Municipal Service Review. Its purpose is to assist both LAFCO and the City in assessing the availability of public services to proposed annexations.

The USDP identifies the services to be extended, their existing capacities, and the public agency responsible for the service. It also projects the availability of services, critical thresholds in the extension of services, and the financing methods that may be used to provide needed facilities. Capital improvement needs are emphasized as well as methods and techniques for their implementation and the steps that will be taken to avoid undue operational costs. Obviously, the USDP is more conceptual at the more extended part of the time frame. Some alternative approaches to resolving service issues have been included.

All of the services required by new development are provided by the City, with the exception of sewer, garbage, parks and educational facilities. The following sections describe plans for provision of services by the City and other agencies. Most of the information below is an abstract, updated in 2002, of more specific information contained in the General Plan Public Facilities Element and the various master plans for each of the different municipal utilities and services. For more specific information, please refer to these documents.

## **1. WATER SUPPLY AND DISTRIBUTION**

The City of Vallejo currently has two separate water systems: the City of Vallejo water system and Vallejo Lakes system, collectively called the City of Vallejo Water Systems. The City of Vallejo is a public water supplier that purchases, treats, distributes and sells water in the City of Vallejo and unincorporated areas of Solano County. The City also provides potable water to the Vallejo Lakes water system and to Travis Air Force Base.

### **a. Existing Capacities**

The Vallejo Water system serves approximately 36,500 connections in the City of Vallejo and adjacent western parts of Solano County, as of FY 2002/2003. The terrain in the service area is moderately varied with residential development in canyon areas. The Vallejo Water Systems utilize two water treatment plants—Fleming Hill WTP and the Green Valley WTP. The City of Vallejo Water Systems currently uses surface water as their sole source of supply. The City brings four different types of sources into two treatment plants in order to serve customers in two different and an active military base. The City has six sources of water: State Water Project provides 5,600 ac-ft./yr; Vallejo Permit Water provides 17,200 ac-ft./yr. (until 2005); 22,800 ac-ft./yr. (2010 and beyond); Solano Project Water provides 14,600 ac-ft./yr.; Lakes Frey and Madigan provides 400 ac-ft./yr; and Lake Curry will provide 3,750 ac-ft./yr (2010 and beyond). The total water supply from all sources being 37,800 ac-ft./yr (until 2005) and 47,150 ac-ft./yr. (2010 and beyond). The Fleming Hill WTP treats water that is supplied from the Sacramento River Delta and delivered through the North Bay Aqueduct (NBA), Lake Berryessa ( Solano Project), and Lake Curry (under anticipated conditions). A recent expansion program increased the design flow rate from 27 to 42 million gallons per day (mgd). The Fleming Hill WTP is the only plant which can supply water to customers within the City limits and included unincorporated areas within the City boundaries. The Green Valley WTP was completed in 1998 with a capacity of 1.0-mgd and serves the Vallejo Lake System.

The City has various water service master plans that address the phasing of capital improvements needed to extend water service to new areas. The City also has an Urban Water Management Plan required by state law that addresses water conservation and resource management programs. The City is further required to practice water conservation by virtue of its contracts for State Project and Solano Project water.

Together, the City's two treatment plants can provide treatment capacity in excess of that needed to serve the City of Vallejo and unincorporated contract area at full buildout.

The City's goal for total treated water storage capacity is approximately two maximum days of demand. The water system has sixteen storage reservoirs, providing approximately 80 million gallons of treated water capacity, distributed throughout the service area to optimize system reliability during emergencies. The City can expand existing reservoirs, add new reservoirs, or upgrade hydraulic connections as needed so that treated water storage capacity does not represent a constraint to development under the General Plan.

## b. Critical Thresholds and Availability of Services

The following table shows how the City's existing water supply sources are expected to last with projected development:

Water Supply Sources (in acre-feet per year)					
	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>
<b>Projected Water Supplies</b>					
■ Total Potable Supplies	37,800	37,800	43,400	43,400	43,400
<b>Projected Water Usage</b>					
■ Residential	12,316	13,220	14,124	15,141	16,045
■ Commercial	4,068	4,746	5,424	6,101	6,779
■ Other	5,536	5,064	4,742	2,878	4,316
<i>Total Projected Usage for City buildout</i>	<i>21,920</i>	<i>23,030</i>	<i>24,290</i>	<i>24,120</i>	<i>27,140</i>
■ Water Usage Vallejo Lakes System	320	330	340	350	360
■ Water Usage for Other Wholesale Customers Travis, Benicia, American Canyon	5,050	5,250	5,710	6,180	6,640
Total Demand	27,290	28,610	30,340	30,650	34,140
<b>Available Capacity</b>	<b>10,510</b>	<b>9,190</b>	<b>13,606</b>	<b>12,750</b>	<b>9,260</b>

As shown the City's existing available water sources will be sufficient. As stated previously, the two treatment plants have more than ample treatment capacity, even at buildout, and additional treated water storage facilities can be added as needed.

The availability of water is not considered a significant constraint to annexations expected during the lifetime of this Municipal Service Review. Availability of water to all new annexations will be determined on a case-by-case basis and will be evidenced by a "will serve" letter from the City. Certainly, the construction of pipes, pipeline extensions, and additional reservoirs, as required, will be a part of every annexation.

**c. Opportunities for Shared Facilities**

The Solano County Water Agency contracts with the Solano Project and State Water Project to provide water to the City. The City is cooperating with the Travis Air Force Base, Green Vallejo, and the Cities of Benicia and American Canyon to provide their water needs. The City has other agreements with Solano Irrigation District, Solano County Water Agency, and the City of Fairfield for various levels of water service and emergency sources.

## **2. WASTEWATER TREATMENT**

The Vallejo Sanitation and Flood Control District (VSFCD) provides and operates the wastewater treatment plant, wastewater pump stations and force mains, and the trunk main collection facilities in Vallejo, some adjacent unincorporated areas, and Mare Island.

### **a. Existing Capacity**

The sewage connection system is comprised of about 300 miles of pipe and 21 pump stations, the largest of which is the Sears Point Pump Station with a capacity of 23 mgd.

VSFCD's wastewater treatment plant located off Ryder Street has a current rating of 15.5 million gallons per day. Actual average dry weather flows currently are about 12.5 mgd.

### **b. Critical Thresholds and Availability of Services**

VSFCD has enough capacity in its treatment plant and collection system for the ultimate build-out condition of its service area according to the General Plan. The District experiences the greatest stresses on its system during wet weather, when I/I (Inflow and Infiltration) can create peak flows in excess of 60 mgd. In response to a settlement agreement, VSFCD has embarked on the Sanitary Sewer Overflow Elimination Program (SSOEP), a \$80 million CIP designed to reduce the probability of sewer overflows to 20 percent in any given year. The SSOEP consists of improvements to the treatment plant, pipe enlargement projects, pipe rehabilitation, and two large storage facilities. The SSOEP is scheduled to be completed by August 2006.

### **c. Opportunities for Shared Facilities**

VSFCD is going to accept leachate from the American Canyon landfill. The pipeline is currently under construction and should be functional by 2006. Future opportunities for shared facilities exist with American Canyon and Napa for wastewater reclamation.

### **3. STORM DRAINAGE AND FLOOD CONTROL CAPACITY**

The VSFCDD is responsible for the provision of storm drain facilities and is collecting connection fees and monthly rates for this purpose.

#### **a. Existing Capacities**

VSFCDD has completed a Storm Drain Master Plan which addresses all known drainage problems impacting more than one property. The \$25 million CIP resulting from this Master Plan will be implemented within the next 15 years.

VSFCDD, as local partner with the US Army Corps of Engineers, is implementing the White Slough Flood Control Project, which will provide a 100-year level of protection to the areas surrounding White Slough. One critical component of this project, i.e. the raising of Highway 37 and the installation of automatic tidegates on its culvert, has already been completed.

#### **b. Critical Thresholds and Availability of Services**

VSFCDD's storm drains discharge into the Bay and Mare Island Strait. As such, there is no capacity limitation of the receiving water. The storm drain system is generally designed to convey the runoff of a 15-year storm with the runoff of a 25-year storm contained within the street cross-section. For larger drainage areas, the design criterion is a 100-year storm. Due to periodic reassessments of the magnitude of these storms and the age of VSFCDD's system, these design criteria may not be met for all facilities.

#### **c. Opportunities for Shared Facilities**

Because storm drainage is a highly localized situation, varying from neighborhood to neighborhood, opportunities for sharing storm water facilities are limited between municipalities. Runoff from the VSFCDD service area does not impact the watersheds of any other municipality except the Hiddenbrooke development, which drains towards Benicia and Solano County.



#### **4. SOLID WASTE DISPOSAL CAPACITY**

The City's Public Works Department is responsible for coordinating solid waste management services, including waste disposal and recycling. Local franchise hauler (Vallejo Garbage Service) is responsible for all waste and recycling services except for residential curbside recycling, which is handled by Waste Management.

##### **a. Existing Capacities**

Solid wastes are taken to the Devlin Road Transfer Station in Napa County, owned and operated by the Napa-Solano Waste Management Authority. Mixed Construction and Demolition debris is also taken to the Transfer Station. Green waste is taken to the Hay Road Landfill in Solano County. Waste from the transfer station is currently hauled to Keller Canyon Landfill in Contra Costa County, owned and operated by Allied Waste. Total waste from the transfer station is approximately 700 tons a day. Vallejo's waste is 300 tons per day, including self-haul.

##### **b. Critical Thresholds and Availability of Services**

The Waste Management Authority is responsible for ensuring disposal capacity for the City of Vallejo. Currently capacity at Keller Canyon or other Allied Waste facilities is guaranteed to the Authority. The contract is valid until July 2007. Capacity for the City's buildout is guaranteed by the Waste Management Authority, particularly in light of the waste diversion requirements specified in the Source Reduction and Recycling Element.

##### **c. Opportunities for Shared Facilities**

The Devlin Road Transfer Facility is a shared facility with some cities in Napa County as well as the County itself. The Vallejo Garbage facility in Vallejo processes all of the commercial recyclables and Vacaville residential and a portion of Vacaville commercial fibers at its facility in Vallejo.

## 5. CIRCULATION AND TRANSPORTATION

The City of Vallejo is served by two interstate freeways (Interstate 80 and Interstate 780), two state highways (Highway 29, Sonoma Boulevard and Highway 37, Marine World Parkway), a set of arterial streets, and many collector and local streets. Caltrans is responsible for and maintains Interstates 80 and 780 and Highway 29 and 37. The City's Public Works Department is responsible for and maintains all other streets in the City except for private roads and portions of the City that are maintained by Solano County.

### a. Critical Thresholds/Availability of Services

The City's main objectives for roadway performance is to provide and maintain safe, efficient, and convenient roadways that are designed with consideration for the environment as well as to encourage alternate means of transportation.

As Vallejo continues to grow and prosper the need for improved roadways, parking facilities, and alternate means of transportation increases. To meet these needs many roadway/transportation improvement projects are planned. Some projects will strive to relieve congestion by providing much needed widening to roadways. Other projects will focus on traffic safety at a specific intersection that warrants a traffic signal installation or traffic signal modifications. Alternate means of transportation will also be encouraged by the installation of bike lanes, hiking/bike trails, safety improvements to sidewalks and curb ramps, and the promotion and improvement of the City's Ferry and transit system. The roadway and transportation improvements that are anticipated to be necessary to service all of the City's annexation areas are listed in the following section.

### Roadway/Transportation Improvements

Improvements (listed in 5-Year CIP and improvements removed from 5-Year CIP that are currently budgeted) anticipated to be necessary for service of existing and buildout of potential annexation areas:

- Widen and align G Street and Railroad Avenue on Mare Island. (ST 02)
- Replace railroad traffic safety devices along Georgia Street and Tennessee Street at the Southern Pacific railroad tracks. (ST 01)
- Install frontage improvements including curb, gutter, sidewalk, retaining walls, and curb ramps along Admiral Callaghan Lane from Redwood Street to Fleming Avenue. (ST 03)
- Widen Admiral Callaghan Lane from two lanes to four lanes between Turner Parkway and Rotary Way. (ST 04)
- Widen Broadway from two lanes to four lanes between State Highway 37 and Mini Drive. (ST 12)
- Extend Capitol Street from Santa Clara Street to Mare Island Way. (ST 13)
- Improvements to Mare Island Causeway. (ST 14)
- Install signalization at the I-80 overpass ramps at American Canyon Road/Hiddenbrooke. (ST 05)
- Re-align and widen the I-80 South off ramp onto eastbound Columbus Parkway. (ST 16)
- Widen Columbus Parkway from two lanes to four lanes between Ascot Parkway and Blue Rock Springs. (ST 17)
- Widen Columbus Parkway from two lanes to four lanes between Springs Road and Benicia city limits. (ST 18)
- Widen Columbus Parkway from two lanes to four lanes between Ascot Parkway and Springs Road. (ST 20)
- Install traffic signal at the I-80 on/off ramps at Tennessee Street West (Yardbirds). (ST 27)

- Modify existing interchange on Route 37 at Mare Island North Entrance and related roads. (ST 31)
- Widening of Azuar Drive. (ST 34)
- Improve Sacramento Street from Highway 37 to Redwood Street. (ST 36)
- Traffic signal installation at the intersection of Admiral Callaghan Lane and Rotary Way. (ST 54)
- Traffic signal installation at the intersection of Benicia Road and Columbus Parkway (new curb, gutter, and sidewalk will also be installed within the intersection area. (ST 56)
- Traffic signal installation at the intersection of Glen Cove Parkway and Quite Harbor Way. (AT 58)
- Installation of pavement undulation (speed bumps) at various locations within the City of Vallejo. (ST 65)
- Improvements along Wilson Avenue (Phase 2). (PW9936)
- Install traffic signal at the intersection of Tennessee Street and Columbus Parkway. (ST 62)
- Install traffic signal and realign roadway at Springs Road and Columbus Parkway. (ST 61)
- Widen and improve Columbus Parkway. Project includes installation of a traffic signal at BRS park entrance at Columbus Parkway and St. Johns Mine Road at Columbus Parkway. Project also includes traffic signal modification to the intersection of Redwood Parkway and Columbus Parkway. (PW9874)
- Installation of left turn phases at the intersection of Georgia Street and Alameda Street. (ST 91)
- Install Traffic Signal at the intersection of Maritime Academy Drive and Sonoma Boulevard. (PW9878)
- Modify traffic signals at the intersections of Tennessee Street and Broadway and at Tennessee Street and Tuolumne Street to provide protected left-turn phases for northbound and southbound legs of the intersection. (PW9797)
- Vallejo waterfront bike/pedestrian Bay Trail (ST 78)
- Blue Rock Springs concrete medians and frontage improvements along Admiral Callaghan Lane from intersection to I-80 on/off ramps, (including I-80 on/off ramps). (PW9876) pedestrian and bike trail.
- Modify existing traffic signal at the intersection of Admiral Callaghan Lane and Redwood Parkway. Improve lane configuration and widen Admiral Callaghan Lane and the I-80 off ramp (Redwood Parkway). Install concrete medians from I-80 off ramp (Redwood Parkway) to I-80 on/off ramps (Admiral Callaghan Lane). (PW9876)
- Development of Vallejo Station which includes the construction of a multi-level parking garage and a Bus Transfer Center (Santa Clara Street and Mare Island Way).

## **Financing Methods**

Funding for transportation improvements come from a variety of sources, including: State and Federal revenue sources, redevelopment funds, TIMF funds, and developer fees.

### **b. Opportunities for Shared Facilities**

Solano Transportation Authority governs and coordinates local transit services and analyses opportunities to expand and connect to regional transit modes. The California Department of Transportation governs the freeways that connect the municipalities and the associated off-ramps. Communication and assistance between municipalities and Cal-Trans is necessary and frequent.

## **6. PUBLIC SAFETY**

### **a. Law Enforcement**

Police protection services are provided by the City's Police Department located at 111 Amador Street with substations located in downtown, and north and south Vallejo. The Department currently employs 140 sworn staff members.

#### **Critical Thresholds and Availability of Services**

The Police Department is generally able to respond to emergency calls within six minutes. Response times for lower priority service requests vary considerably depending upon the time of day, day of week, and call volume.

In order to maintain adequate police protection for the City's growing population, additional police officers and police vehicles will have to be added to the force and will need to keep pace with new development.

#### **Ability to Provide Services to New Growth**

The near term and long term annexation areas represent primarily infill sites. These areas would be served by existing police facilities.

### **b. Fire Suppression and Emergency Service**

#### **Existing Services and Facilities**

The Fire Department currently has 8 stations: Station 21 at 1220 Marin; Station 22 at 700 Fifth Street; Station 23 at 900 Redwood Street; Station 24 at 1005 Oakwood Avenue; Station 25 at 595 Mini Drive; Station 26 at 1335 Fulton Avenue; Station 27 at 1585 Ascot Court; and Station 28 at 970 Nimitz Avenue. Administrative offices are located at 970 Nimitz Avenue.

The Fire Department provides four different types of services including fire suppression, emergency medical service, emergency response (including non-medical rescue, hazardous material spills and public assistance calls), and non-emergency services including public education, fire prevention programs and permit inspection services.

#### **Critical Thresholds and Availability of Services**

The Vallejo Fire Department has a staff of 122 persons providing 24 hours per day. A total of 102 emergency response personnel work on three operation shifts, with a minimum daily shift staff of 28 emergency response personnel. This goal is met in most areas of the City. The Fire Department is currently able to dispatch three engines, on truck, one medic unit and one Battalion Chief to reported incidents. All engines are Class A pumpers capable of pumping 1,500 gallons per minute. Other emergency vehicles prepared to combat fire include a wildland fire apparatus, a 3,000 gallon water tender and a medium-rescue squad unit.

The Fire Department has established an emergency response standard of arriving at critical fire and medical calls within 7 minutes, 90 percent of the time.

## **Ability to Provide Services to New Growth**

The near term and long term annexation areas represent primarily infill sites. These areas would be served by existing fire facilities. The 8 fire stations provide adequate response time to emergencies the current City limits.

### **c. Opportunities for Shared Facilities**

The Fire Department enhances services to the community by responding to requests for aid from throughout the county and state via an agreement called mutual aid. In return, resources are provided to Vallejo when needed. The Fire Department also manages automatic response agreements with our neighboring agencies. Adjacent fire jurisdictions respond simultaneously to areas of Vallejo that are in close proximity to their fire station. Each jurisdiction is automatically dispatched upon receiving the initial 911 call. The police department has similar agreements with neighboring, regional, state and federal agencies.

### **d. Funding Mechanisms for Improvements**

Public Safety staff is funded primarily by the City's General Fund. Facilities are funded by a variety of sources including the General Facilities development impact fee, general fund and project mitigation.

## **7. PARKS AND RECREATION**

Parks and recreational facilities in Vallejo are provided by the Greater Vallejo Recreation District, GVRD. The District is independent of the City of Vallejo having been established by the election of the people within Vallejo Township on July 14, 1944. A separate study is being prepared to evaluate Park and Recreational needs for portions of the County including the area covered by GVRD.

## **SECTION C: FINANCING CONSTRAINTS AND OPPORTUNITIES: GENERAL FINANCING METHODS FOR FACILITIES AND SERVICES**

### **AVAILABILITY OF FACILITIES AND SERVICES PROVIDED BY THE CITY**

Since 2000, City personnel costs have escalated as retirement, health and workers' compensation costs have increased. Meanwhile the state budget has cut key General Fund revenues. The result is an increasing General Fund budget shortfall over the next several years. The City's fiscal situation will be monitored closely on a year-to-year basis. New development and annexations will continue to be analyzed for impacts on City facilities and services.

In general, new development pays its own way with regard to services and facilities and has a positive impact on the City's budget. However, if new development is located where it will be inefficient for the City to provide services, then provision of services would be more expensive than anticipated. A key component in the City's evaluation of an annexation proposal will be to ensure that facilities provided by the City can be efficiently provided. Therefore, it is important that future annexations be timed and located so that facilities can be extended in a cost-effective manner and with the least impact on the ability to serve development within the existing city limits.

The City of Vallejo uses a variety of funding sources to finance the construction of public facilities. Generally, it is a combination of fees, taxes, bonds, developer contributions, special districts, redevelopment project areas, and State/Federal programs.

The City's long-standing policy on capital improvements is that growth pays its own way. Generally, as long as capacity is available, municipal utilities and services can be extended to annexed areas provided the property owner/developer is able to afford it.

Following are descriptions of the funding sources to finance the construction of public facilities:

#### **Redevelopment Funds**

The Vallejo Redevelopment Agency has four redevelopment project areas: Marina Vista (125 acres, 168 secured taxable parcels), Flodden Acres (646 acres, 485 secured taxable parcels), Vallejo Central (167 acres, 386 secured taxable parcels), and Waterfront (279 acres, 103 secured taxable parcels). The redevelopment plans for these areas call for construction of various public facilities paid for by redevelopment funds. Examples of projects financed this way include: land for street extension and other infrastructure projects.

#### **Assessment Districts**

Assessment districts may be established by the City Council to finance needed public improvements. This establishment requires the approval of two-thirds of all property owners in the proposed district. With this approval, an assessment district issues bonds to pay for the improvements and assesses the property owners for the annual debt service of the bonds. Examples of projects financed this way include: storm drainage facilities, street improvements (curb, gutter, sidewalk, pavement), and water and sewer mains.

## **Benefit Districts**

Properties within a benefit district contribute funds as development occurs. When sufficient funds accumulate, improvements are built (typically, after a majority of the properties develop, the remaining area is converted to an assessment district to fund the balance of the total costs so that the improvements can be completed before complete buildout of the district).

## **Mello-Roos Districts**

With two-thirds voter approval, the City or other special district (e.g., a school district) may levy a special tax to pay for any public capital facility. Its use is broader than assessment districts in the types of capital facilities that may be funded. It can also be used for certain types of operation and maintenance costs.

## **Excise Tax**

The City collects an excise tax at the time of issuance of building permits for residential structures, and commercial facilities. Revenue derived from this tax is added to the City's general fund to support general community services provided now and in the future.

## **Park Dedication and Impact Fees**

New residential development provides for new park facilities through two authorizations in the Vallejo Municipal Code Sec: 3.18. One authorization allows a fee to be charged on the number of bedrooms in each new housing unit and collected at the time a building permit is issued. These revenues are used for the acquisition, improvement and expansion of public parks, playground, or recreation facilities. There is also an ordinance adopted by the City that requires, as a condition of tentative subdivision map approval, sub dividers must dedicate land, pay a fee in lieu, or provide private park development and maintenance. Dedication, fees or private parkland development are intended to provide at least 4.25 acres of park land per 1,000 new residents. The second authorization is for the use of AB 1600 provisions.

## **Developer Contributions**

Development and subdivision agreements between property owners and the City guarantee a certain amount or intensity of development for a specified period of time in exchange for certain obligations or performances clauses that the developer must satisfy.

## **Sewer and Water Connection Charges**

Fees are collected prior to connection to the VSFCD's sewer system and the City's water system. The revenues are used for the acquisition and construction of sewer and water facilities.

## **Traffic Impact Mitigation Fee**

This fee is collected at the time of issuance of building permits for residential and commercial structures, pursuant to AB 1600. City wide improvements are funded with this fee.



## School Facilities Funding Sources

Under California law, school districts commonly fund construction and rehabilitation of schools through one or a combination of the following sources:

- the school district's share of property taxes;
- state matching fund;
- special taxes (parcel taxes), including Mello-Roos community facilities district, known as Community Facilities Districts (CFD's).
- general obligation bonds, known as Measure A Local Bonds; and
- impact developer fees levied on new residential and commercial/industrial development.

Three methods are used to locally fund new school facilities: Mello-Roos funding, impact developer fees and bonds. With Mello-Roos funding, each homeowner in a Mello-Roos district pays an annual assessment to fund new school facilities. In the Vallejo Unified School District, three Mello-Roos districts have been established, CFD Nos. 1, 2 & 3. All development outside of a Mello-Roos district will pay an impact developer fee for new school construction. Upon its enactment in 1986, Assembly Bill 2926, authorized school districts to levy a fee on residential and commercial/industrial development on District's school facilities.

Prior to January 28, 2004 the maximum fee allowed by AB 2926 was \$2.14 per square foot for residential construction and \$0.34 per square foot for commercial/industrial construction. The Vallejo City Unified School District has assessed the full amount of AB 2926 fee since enacted in 1986. It must be recognized that the maximum AB 2926 fee provides only partial mitigation for the impact new residential and commercial/industrial development has on the District's facilities.

Every two years, the State Allocation Board may adjust the maximum amount of the AB 2926 fee to account for inflation. The State Allocation Board adjusted the developer fee maximum on January 28, 2004 to \$0.36 per square foot for commercial/industrial and \$2.24 per square foot for residential.

## SECTION D: COST-AVOIDANCE OPPORTUNITIES

No overlapping or duplicative services have been identified. Water, public safety, and circulation are the responsibility of the City. Sewer and storm drain, parks and recreation, transportation and solid waste disposal have been identified as services that are most efficiently provided by outside contractors. These contractors are examples of the cost benefit of shared facilities.

Local transit is another example of shared facilities. Solano Transportation Authority works with local municipalities, such as the Cities of Vallejo, Fairfield, Vacaville, and Suisun in providing local and regional transit service. STA oversees the local bus and ferry systems and analyzes opportunities for improved connections and coordination between local cities and to regional services.

The City uses a well-defined budget procedure and competitive bidding process to ensure to avoid unnecessary costs are avoided in obtaining outside services and constructing capital improvements. The Capital Improvement budget is prepared each fiscal year and includes a comprehensive 5-year projection as well.

## **SECTION E: OPPORTUNITIES FOR RATE RESTRUCTURING**

The budget process includes an annual review of rates and fees related to each department. This ensures that rates remain reasonable while providing adequate revenue to support and maintain the services for which they are charged. The competitive bidding process for outside services, such as the solid waste disposal contract, ensure good service at reasonable rates from outside providers where fiscally advantageous, shared facilities or services are established.

## **SECTION F: GOVERNMENT STRUCTURE OPTIONS**

There are limited city services offered outside the current city limits and within the Sphere of Influence. Limited shared water service and police and fire mutual aid agreements are the exceptions. Services to these properties are provided either privately (septic tanks, wells, etc.) or by the county (sheriff, etc). Development and the associated municipal services within the City occur on a pay-as-you-go basis and are typically paid for by developers or development fees. New development is limited by the County to urban lands, defined as land which is in the city limits. Annexation may only be approved if land is contiguous to city limits. Annexation must occur prior to connection to municipal services. Therefore future municipal services will only occur within city limits, and the Sphere of Influence is consistent with future service projections.

Non-city service providers are Vallejo Garbage Service, Vallejo Recycling Service, Blue & Gold Ferry Service, Vallejo Transit Service, Vallejo Golf Club, Greater Vallejo Recreation District and the Vallejo Sanitation & Flood Control District.

## **SECTION G: LOCAL ACCOUNTABILITY AND GOVERNANCE**

The City of Vallejo prides itself on being an accessible government body and having open communication with its residents. The City provides annual reports on the budget and financial conditions of the City. The Police Department also provides an annual report on public safety matters.

Vallejo is a charter city and has a City Council-Manager form of government with a separately elected mayor and council. The City Council appoints the City Manager and City Attorney. The City Council also appoints members to 18 commissions that report to the council, including Planning, Economic Development, Human Relations, Library, and Youth commissions to name a few. Public matters are discussed and voted on under the public hearing forum governed by the Brown Act. The Mayor keeps an office at City Hall for public accessibility.

A number of outreach programs are established to keep communication open between the public and government.

**Channel 26:** The City owns its own cable TV channel. Public meetings are televised live and typically are rerun three to four times. The City also produces two magazine-style shows and City View, featuring the Mayor.

**Website:** The City maintains a website which offers a community calendar, press releases, description of city departments and services, meeting minutes and agendas, and similar publications of interest, the city code and budget as well as GIS capabilities.

**Economic Development Updates:** The Community Development Department has two on-going programs to keep residents up-to-date regarding economic activity in Vallejo: a bi-monthly packet with updates on projects such as Mare Island, Waterfront, Downtown and other major projects; and a quarterly newsletter sent to a specific audience of real estate agents, members of the media and others with an interest in economic development.

## **SECTION H: EVALUATION OF MANAGEMENT EFFICIENCY**

The City follows the Government Financing Officers Association recommendations for best practices for budgeting. Vallejo's expenses do not exceed resources; priorities and issues are reviewed on an annual basis; a 5-year financial plan is prepared annually; and each fund has its own history and forecast. Operating budgets are controlled at the department level with line-item comparisons available for internal budget monitoring. Project budgets are adopted for capital project funds, requiring additional Council approval. Debt service budgets are also reviewed and authorized by the Council.

Factual evidence of management efficiency is provided by the City budget. Despite drastic state funding cuts, the FY 2004-05 budget demonstrates Vallejo's ability to remain relatively soluble compared to a number of other municipalities in these times. Sound fiscal planning and significant funds in reserve speak to sound and efficient management practices.

The combination of resident satisfaction and sound financing demonstrates solid management efforts. It is achieved through regular evaluation and monitoring of city services, needs, and fiscal ability and open communication with the public.

Vallejo is a charter city, and was incorporated in 1868. It has a City Council-Manager form of government with a separately-elected Mayor and six Council members elected at large to staggered four-year terms. The City Council appoints the City Manager and the City Attorney. Department heads are appointed by the City Manager. The City is organized into seven departments: Public Works, Police, Fire, Development Services, Community Development, Finance, and Human Resources. In addition, City Administration comprises the executive, legislative and legal offices. There are fifteen citizen commissions whose members are appointed by the Council to fixed terms: Planning, Civil Service, Library, Aging, Sister City, Code Enforcement Appeals, Beautification, Mobile Home Rent Review, Cultural, Housing/Redevelopment, Community Development, Human Relations, Economic Development, Architectural Heritage, Youth Services.

As to Recreational Services, the Greater Vallejo Recreation District is a separate governmental agency serving the City. The Mayor appoints 3 of the 5 District Board members and the 2 County Supervisors representing the Districts encompassing the City, appoint the remaining 2. The City works very closely with the District and has a Master Lease with them to provide maintenance, services and management of park and recreational facilities within the City.

## **DEPARTMENTS**

### **City Manager's Office**

The mission of the City Manager's Office is to coordinate development and implementation of policy; transmit values; protect the integrity of the organization; maintain accountability to the public so that the organization can be effective in meeting the needs of the community and the City Council; develop employee resources; and promote professional and effective communications with citizens and the media. The City Clerk and the Public Information Officer are part of the City Managers office.

### **Human Resources Department**

The mission of the Human Resources Department is to provide the City with well-trained and motivated employees, develop and maintain a high quality of work life, ensure adherence to fair, equitable and ethical personnel standards, and effectively manage risks to the City. The department's responsibilities encompass all labor negotiations, recruitment and selection, compensation and classification, employee benefit administration, training, workers' compensation, safety, insurance, liability claims and risk management activities.

### **Finance Department**

The mission of the Finance Department is to protect and enhance the City's financial security, provide sound fiscal information in support of City decision-making, and to provide high quality customer service. The department's management team is experienced and diverse. The department is organized into four divisions: Accounting, Commercial Services, Information Technology and Business Licensing.

### **Development Services Department**

The Development Services Department is committed to making Vallejo a distinctive community for all our residents by providing quality programs, services and facilities that meet their social, recreational, cultural, educational and assisted housing needs. The department is led by a management team with knowledge and experience in a variety of areas. The department is organized into three divisions: Planning (current and long-range), Building, and Code Enforcement.

### **Community Development**

The mission of the Community Development Department is to protect, enhance, and expand the community's physical, environmental, economic, and historic assets, and to improve and expand its supply of affordable housing. The Department is responsible for economic development, redevelopment, affordable housing, and housing rehabilitation. The department is organized into two divisions: Economic Development and Housing and Community Development.

### **Police Department**

The mission of the Police Department is "protecting the public from crime and disorder through quality service". The Police Department wholeheartedly subscribes to the City values of effective service, quality, trust, and the worth of the individual, innovation, future orientation, professional conduct, individual dignity, integrity, honesty and public trust. The department is organized into four divisions: Administration, Operations, Communications, and Investigations.

## **Fire Department**

The mission of the Fire Department is to efficiently and effectively maintain the highest levels of fire and life safety services for our community, and to minimize loss of life and property damage. The department is organized into four service divisions: Administration, Suppression, Prevention and Training. These divisions are designed to provide an effective and high quality delivery of emergency and support activities directed to meet the department's mission.

## **Public Works Department**

The mission of the Public Works Department is to "provide prompt, courteous service to the citizens of Vallejo and to design, build, maintain and operate facilities in the City of Vallejo for the maximum level of service." The department consists of eight functional areas: Administration, Engineering, Maintenance, Water, Traffic, Recycling, Transportation and Landscaping