
City of Benicia Municipal Service Review



Solano LAFCO

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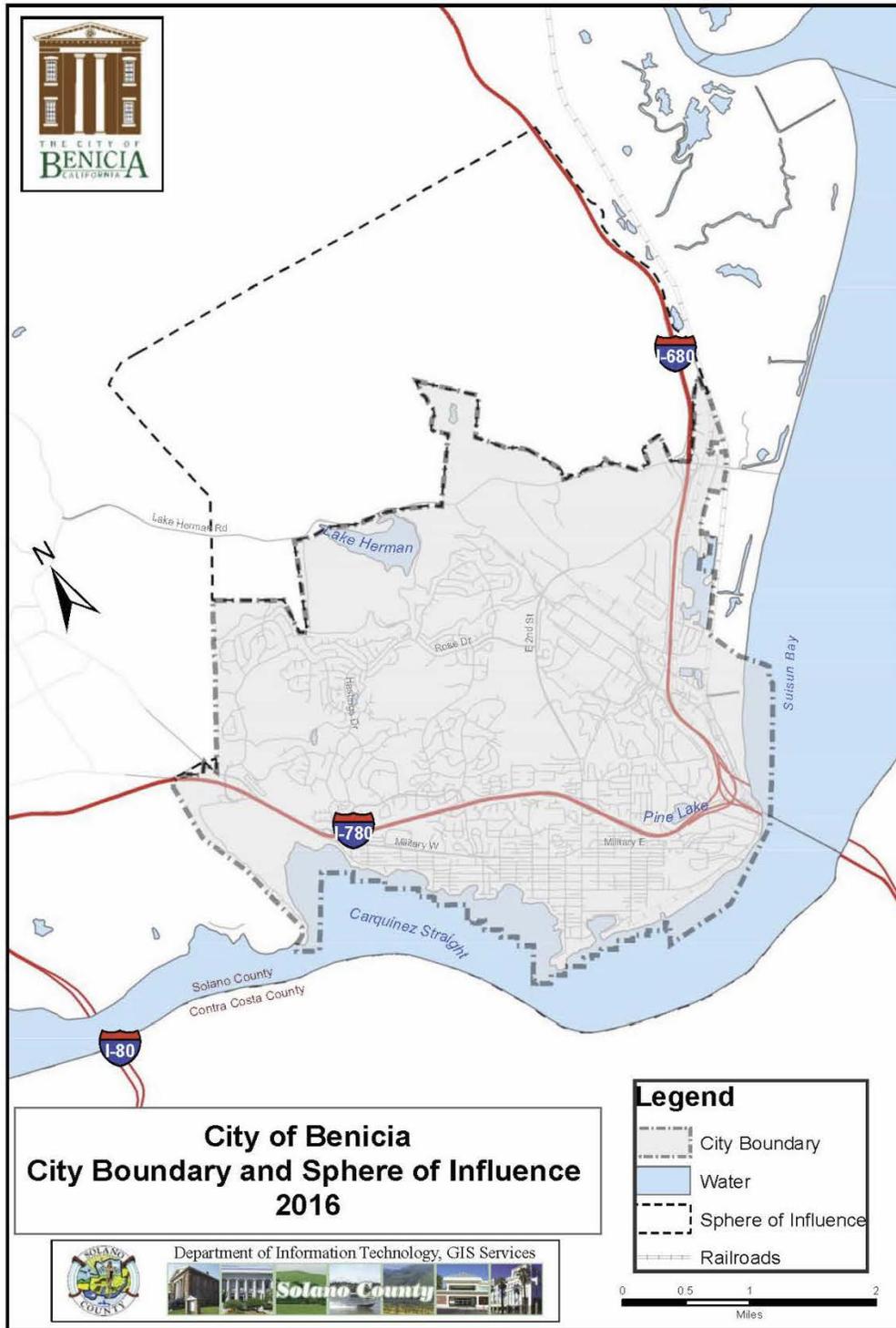
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Exhibit 1: City of Benicia, City Boundary and Sphere of Influence 2016



Acronyms and Abbreviations

ABAG	Association of Bay Area Governments
BART	Bay Area Rapid Transit
BUSD	Benicia Unified School District
CAD	Computer aided dispatch
CEQA	California Environmental Quality Act
CIP	Capital improvement program
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
DUC	Disadvantaged unincorporated community
DWR	California Department of Water Resources
ELAP	Environmental Laboratory Accreditation Program
EPA	United States Environmental Protection Agency
ERP	Enterprise Resource Planning System
JPA	Joint powers agreement
LAFCO	Local Agency Formation Commission
SOI	Sphere of influence
Mgd	million gallons per day
MHI	Median household income
MOU	Memorandum of understanding
MS4	Municipal Separate Storm Sewer System
MSR	Municipal service review
NBA	North Bay Aquaduct
NPDES	National Pollution Discharge Elimination System
PCI	Pavement condition index
SCWA	Solano County Water Agency
SID	Solano Irrigation District
SOI	Sphere of influence
SOLTrans	Solano Transit
STA	Solano Transportation Authority
SWMP	Storm Water Management Plan
SWP	State Water Project
SWRCB	State Water Resources Control Board
WTP	Water Treatment Plant
WWTP	Wastewater Treatment Plant

1.0: Introduction

1.1 – Role and Responsibility of LAFCO

The fundamental role of a Local Agency Formation Commission (LAFCO) is to implement the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000, et seq.), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. The CKH requires all LAFCOs, including Solano LAFCO, to conduct a Municipal Service Review (MSR) prior to updating the spheres of influence (SOI) of the various cities and special districts in Solano County (Government Code Section 56430). CKH requires an MSR and SOI update every 5 years.

1.2 – Purpose of this Municipal Service Review

This MSR will provide Solano LAFCO with an informational document and make determinations for each of the seven elements prescribed by CKH. This MSR evaluates the structure and operation of the City and discusses possible areas for improvement, coordination, or changes to the SOI as appropriate. The purpose of the MSR is to collect data in order to provide a comprehensive analysis of service provision by the City of Benicia (City). The boundaries of the City and proposed SOI are shown in Exhibit 1. Key sources for this study included agency-specific information gathered by reviewing strategic plans, general plans, websites, financial reports, agency audits, research, personal communication, and the Municipal Service Review Guidelines published by the Governor's Office of Planning and Research.

The report contains one section for each of the following seven elements as prescribed by CKH:

Growth and Population Projections for the Affected Area. This section reviews projected growth within the existing service boundaries of the City and analyzes the City's plans to accommodate future growth.

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. A disadvantaged unincorporated community is defined as inhabited territory with a median household income of 80 percent or less of the statewide median income.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies. This section discusses the services provided including the quality and the ability of the City to provide those services, including a discussion of capital improvement projects currently underway and projects planned for the future where applicable.

Financial Ability of Agencies to Provide Services. This section reviews the City's fiscal data and rate structure to determine viability and ability to meet service demands. It also addresses funding for capital improvement projects.

Status of and Opportunities for Shared Facilities. This section examines efficiencies in service delivery that could include sharing facilities with other agencies to reduce costs by avoiding duplication.

Accountability for Community Service Needs, including Government Structure and Operational Efficiencies. This section examines the City's current government structure, and considers the overall managerial practices. It also examines how well each agency makes its processes transparent to the public and invites and encourages public participation.

Matters Related to Effective or Efficient Service Delivery Required by Commission Policy. This section includes a discussion of any Solano LAFCO policies that may affect the ability of each agency to provide efficient services.

1.3 – Uses of the Municipal Service Review

The MSR is used to examine the operations of a local agency, identify those agencies that may be unable to perform their mandated services, or identify ways to provide more effective and efficient services. Government Code Section 56375 allows LAFCO to take action on recommendations found in the MSR, such as initiating studies for changes of organization, updating the SOI, or initiating a change of organization.

Studies in anticipation of a change of organization are useful to identify potential issues that may arise during the process. Issues can range from legal barriers to fiscal constraints to concerns of residents and landowners. A study would allow more focused analysis and the opportunity to resolve issues or options before beginning the process.

The MSR also provides the necessary information to help LAFCO make decisions on a proposed SOI update. In evaluating the SOI, the MSR provides the information necessary to determine if the agency has the capability to serve a larger area. The MSR discusses the financial condition of the agency, source of revenues, and projected expenses. It also includes a discussion of the projected infrastructure needs that would allow for expansion of those services. The MSR, however, does not address the California Environmental Quality Act (CEQA), but it is one requirement for the SOI update. That requires a separate analysis.

Alternatively, the MSR can recommend changes of organization such as consolidation, dissolution, merger, establishment of a subsidiary district, or the creation of a new agency that typically involves a consolidation of agencies. Those changes of organization may also require an environmental review, a property tax sharing agreement, and an election.

1.4 – Sphere of Influence

The SOI is defined as "a plan for the probable physical boundaries and service areas of a local agency" (Government Code Section 56076). The SOI represents one of the most important tools LAFCO uses to "carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies" (Government Code Section 56425).

CKH requires LAFCO to adopt an SOI for each city and special district in the County. The SOI serves much the same function for LAFCO as general plans serve for cities and counties: it guides the Commission in its consideration of annexations and other forms of reorganizations. The sphere represents the logical extent of the agency's boundary in the next 5 to 20 years. However, since LAFCO is required to update and review the sphere every 5 years, the sphere in all practicality has a 5-year planning horizon. When adopting the SOI, the Commission must make the following determinations:

Present and planned land uses in the area. This consists of a review of current and planned land uses, including agricultural and open-space, based on planning documents.

Present and probable need for public facilities and services. This includes a review of the services available in the area and the need for additional services.

Present Capacity of Public Facilities. This section includes an analysis of the capacity of public facilities and the adequacy of public services that the agency provides or is authorized to provide.

Social or economic communities of interest. This section discusses the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency. These are areas that may be affected by current services provided by the Agency or areas that may receive services in the future.

Present and probable need for services to disadvantaged communities. The Commission must also consider services to disadvantaged communities which are defined as inhabited areas within the SOI whose median household income is less than or equal to 80 percent of the statewide median income.

An SOI may be amended or updated. An amendment is a relatively limited change to the SOI to accommodate a specific project. Amendments can add or remove territory, address a change in provision of services by an agency, or revise a plan for services when it becomes impractical. Solano LAFCO's policy defines a SOI amendment as requests that are less than 40 acres in aggregate for the agency in the last 12 months.

An update is a comprehensive review of the SOI that includes the map and relevant portions of one or more MSRs. The review allows for the identification of areas that are likely to receive services and to exclude those territories that are not or will not be served in the SOI.

1.5 – California Environmental Quality Act (CEQA)

Public Resources Code Section 21000, et seq., also known as the California Environmental Quality Act (CEQA), requires public agencies to evaluate the potential environmental effects of their actions. This MSR is exempt from CEQA under Class 6 categorical exemption. CEQA Guidelines Section 15306 states that "Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource."

2.0: Executive Summary

The City of Benicia is located in southern Solano County approximately 35 miles northeast of San Francisco and 57 miles southwest of Sacramento. The City is built on a peninsula of land that reaches south from the main body of Solano County and creates a prominent bend in the Carquinez Strait; Benicia lies on the north shore of the Carquinez Strait. From this peninsula, highway and railroad bridges span the Strait to connect Benicia with the Contra Costa County cities of Martinez and Concord.

The City boundary and SOI area is made up primarily of rolling hills, rising to an elevation of 1,160 feet. On the southern boundary of the City, the land slopes down to the Carquinez Strait. The eastern city limits are bordered by the marshlands of Suisun Bay. The City of Vallejo is located generally west of Benicia. To the north, the City's SOI extends to the Tri-City and County Open Space Area.

Benicia was founded by Robert Semple in 1846 who named the City after General Vallejo's wife, Francisca Benicia Carillo de Vallejo. In 1850 Benicia was incorporated, named the county seat for Solano County, became the state capital, and was established as a port of entry by the United States Congress. Benicia remained the state capital for only one year, and the county seat was moved to Fairfield nine years later in 1859.

Section 4 of this report provides population data for the City. Benicia grew as an industrial center during the 1860s and experienced stable growth due to industrialization through the First World War. By the 1920s; however, the decline of local industries reduced the employment base and led to a population loss. During World War II, Benicia's arsenal prominence and productivity increased and there was a surge in the City's population. By the late 1960s, residential expansion was underway with the development of Southampton Subdivision. In 1970, Benicia's population reached 8,783 and by 2010, Southampton Subdivision was largely built out and the City's population stood at 26,997. The Association of Bay Area Governments (ABAG) projects that between the year 2010 and 2040, Benicia's population will increase by 16.3 percent or approximately 4,403 new residents to 31,400.

Section 5 examines the possible locations of disadvantaged unincorporated communities. In reviewing the Census income data for Benicia's city boundary as well as the SOI area, there are no disadvantaged unincorporated communities within or contiguous to the City's boundary and SOI.

Section 6 of the report covers an extensive discussion on the City's public facilities. The City is responsible for myriad municipal services, including animal control, fire protection, law enforcement, parks and recreation, public works, solid waste, stormwater, wastewater, and water.

Section 7 discusses the City's financial ability to provide services. In addition to the five-year statement of revenues and expenditures, the section discusses Measure C, a 1-cent-on-the-dollar sales tax increase that went into effect on April 1, 2015. In addition to allocating sufficient revenue to sustain current service levels, the City Council dedicated more than half

the estimated revenue to be collected in the first two years (\$4 million) to address infrastructure improvements. The section goes on to address enterprise funds as well as planned improvement projects that have been prioritized by the City.

Section 8 discusses the status of and opportunities for shared facilities. An identification and examination of opportunities for shared facilities and resources may determine if public service costs can be reduced. The report identifies that the City works with other agencies to provide solid waste, transportation, animal services, fire suppression, law enforcement, and open space, however; the report notes that because of Benicia's somewhat isolated location, it is not always feasible or cost-effective to share services with other agencies. The City also uses a competitive bidding process when obtaining outside services and capital improvement construction. The City's budget and planned improvements are reviewed and adopted annually by the City Council through a project priority system as part of the public budget process.

Section 9 reviews Benicia's governmental structure and accountability. It notes that the City has a Council-Manager form of government with a separately elected Mayor and Council. The Council is responsible for governing as well as establishing the overall priorities and direction of the City's municipal government. There are ample opportunities for public involvement and input; citizens are encouraged to attend regularly scheduled meetings and serve on boards, commissions, and committees. The City communicates to its citizens via its website, Twitter feed, Facebook page, Nextdoor, and in-person outreach. The City holds public meetings in compliance with the Brown Act.

Finally, Section 10 discusses LAFCO policies that may affect the City's service delivery and its future plan for providing service include the LAFCO's Sphere of Influence Policy, the Commission's adopted Standards, and the Out of Area Service Policy.

3.0: City Profile & History

The City of Benicia is a general law city and has a Council-Manager form of government with a separately elected Mayor and a four member city council, elected to four-year terms. The Council appoints the City Manager and Attorney and also confirms the Mayor's appointments to all city boards, committees, and commissions. The City Clerk and Treasurer are elected.

The City is staffed with eleven departments: City Manager, City Attorney, Economic Development, Administrative Services, Finance, Parks and Community Services, Library, Fire, Police, Community Development, and Public Works.

Until the 1820s, the north shore of the Carquinez Strait was home to tribal Native Americans, including the Patwin, Karki, and Huichiun groups, who found the area suitable for settlement because of the presence of fresh water, areas of high ground, and abundant supply of shellfish, salmon, and meal.

The first Europeans to visit the area arrived in 1772. By 1823, the lands along the north shore of the Carquinez Strait, including Benicia, were part of the San Francisco de Solano Mission. Following Mexico's independence from Spain in 1821, Mexico took jurisdiction over the former Spanish territory in California. In 1844, Benicia was part of the 84,000-acre Rancho Suscol land grant owned by Mariano Guadalupe Vallejo, a Mexican military commander. During this period, Native American populations in the area diminished significantly and the land was put to use for cattle ranching and farming.

Following the Bear Flag Revolt of 1846, Robert Baylor Semple obtained interest in a portion of Rancho Suscol and established a new town, Benicia, on the north shore of the Carquinez Strait. Jasper O'Farrell was hired to survey and prepare the first plat of Benicia, which was completed in July 1847. A five-mile stretch of shoreline was selected and a grid system of streets established. The City was oriented in a northeast-southwest line originating at First Street, with a succession of blocks on each side. Streets were assigned names in alphabetical order in the east-west direction and numerical order in the north-south direction. Settlement of Benicia in the following years was influenced not only by the O'Farrell plat, but also by the shoreline and extensive marshes that were interspersed through the eastern part of the community. A ferry service was developed and by November 1847, Benicia was settled with approximately 15 homes.

Following discovery of gold at Sutter's mill in 1848, Benicia became a waypoint for thousands of miners making their way to and from the Sierras. The City's population grew and the downtown area along lower First Street developed with hotels, saloons, and gambling houses. In 1850, Benicia was one of the two first cities to be incorporated in the State of California, became the Solano County seat, and was designated by Congress as an official port of entry. The same year, the Pacific Mail Steamship Company, the first major industrial works constructed in California, set up operations in Benicia.

In 1849, approximately 345 acres were deeded to the Federal Government for the purpose of establishing a military post, the Benicia Arsenal. It was designated as one of five major U.S. arsenals in 1852 and remained in operation through the 1960s.

Educational institutions were established in Benicia as well: the Young Ladies Seminar and Blake's School for Boys were founded in 1852; St. Catherine's Academy was founded in 1854; and the College of St. Augustine opened in 1867. None of these institutions remain in operation today though some buildings remain and have been converted to other uses.

In 1852, Benicia constructed a government building that was designated the new state capital in 1853. Additional development of the downtown in support of the legislature followed; however, because of the lack of facilities the capital was moved to Sacramento in 1854.

The City grew as an industrial center during the 1860s, with the opening of several businesses such as the Benicia Flouring Mill, Benicia Cement Works, and four tanneries. By the end of the 1880s, Benicia was the tanning capital of the west and home to the Matthew Turner Shipyard and Benicia Agricultural Works.

Because of its location along the Carquinez Strait, Benicia became a transportation center at the beginning of the Gold Rush era, providing ferry service to transport passengers and goods between San Francisco and interior areas such as Sacramento and the Sierras. The completion of the Central Pacific Railroad, which traversed the waterfront and Benicia Arsenal and terminated at the Carquinez Strait, greatly increased commercial transport and expanded industrial opportunities for the City.

Benicia experienced stable growth that was due to industrialization through the First World War. By the 1920s however, the decline of local industries reduced the employment base and led to population loss; Benicia's total population diminished by approximately 30 percent in the period from 1920 to 1936.

The establishment of new train routes and advent of the automobile changed the City's role as a transportation center as automobile ferries were established to serve those commuting to employment on the other side of the Carquinez Strait.

World War II saw an increase in the Benicia Arsenal's prominence and productivity, as well as a surge in the City's population. By 1944, Benicia's population swelled to 8,300. The Arsenal was re-activated during the Korean War. While military operations scaled back during peacetime, Benicia experienced population growth during the baby boom period following World War II, resulting in the expansion of residential areas and the construction of educational and civic facilities.

The 1960s brought further changes. Construction of the Martinez Bridge—along with I-680 and I-780, which traversed the City in both the east-west and north-south directions—changed travel patterns and led to suburbanization of the hills above Benicia. Commercial centers shifted north to Military Highway, where they were accessible by vehicle and provided convenient off-street parking. The Benicia Arsenal was closed in 1961 and the City

of Benicia subsequently annexed the land, which would later become the Benicia Industrial Park. In 1966, Humble Oil Company began construction on an oil refinery on 400 acres in the northern portion of the Arsenal, today known as the Valero Refinery. Submerged lands were transferred to the California Land Commission with an agreement for Benicia to operate a deep-water port, now AMPORTS, which was leased to Benicia Industries in 1966. Residential expansion was underway as well and in 1964, plans were announced for development of the Southampton Subdivision.

Since the 1960s, Benicia's growth has continued largely in accord with the land use framework set forth for the Benicia Industrial Park and Southampton Subdivision. By 2010, Southampton Subdivision was largely built out and the City's population stood at 26,997. The downtown has retained much of its historic character, though industrial sites have been replaced by parks, natural areas, and new housing. Historic preservation efforts for downtown Benicia began in the early 1970s, culminating in the adoption of the Downtown Historic Conservation Plan (1990) and the Arsenal Historic Conservation Plan (1993). Following a period of substantial population growth, the City of Benicia established a 20-year growth boundary in 2003 to limit development north of Lake Herman Road. Today, the Benicia Industrial Park is the economic engine of the community, while the historic downtown and waterfront parks represent the local identity and host community gatherings.

The City has a 20-year urban growth boundary, established by voter initiative (Measure K) in 2003 which will sunset at the end of 2023.

4.0: Growth and Population Projections

4.1 – Population

4.1.1 – Growth Trends

The City’s population grew significantly from a population of 8,783 in 1970 to a population of 24,437 in 1990. The population boom increased the City’s population by approximately 782 new residents per year. Since the 1990s, the City’s percent change in population has slowed down significantly. Between 1990 and 2000, the City’s population grew by 2,428 new residents or an average of 243 persons per year. Between 2000 and 2010, the City’s population grew by just 132 new residents; an average of 13 persons per year.

Table 4-1: Population Growth in Benicia and Solano County Since 1970

YEAR	BENICIA ¹		SOLANO COUNTY ²	
	Population	Percent Change	Population	Percent Change
1970	8,783	—	169,941	—
1980	15,376	75%	235,203	38%
1990	24,437	59%	340,421	45%
2000	26,865	10%	394,542	16%
2010	26,997	0.5%	413,344	4.8%

Sources:
¹ <http://www.bayareacensus.ca.gov/cities/Benicia.htm> accessed 12-21-2015.
² <http://www.bayareacensus.ca.gov/counties/SolanoCounty.htm> accessed 11-2-2015.

4.1.2 – Population Projections

ABAG prepares population projections for the nine Bay Area counties and their jurisdictions. ABAG projects that between the year 2010 and 2040, Benicia’s population will increase by 16.3 percent from 26,997 to 31,400 or approximately 4,403 new residents. This equates to adding, on average, approximately 147 new residents per year for the next 30-year time frame. In comparison, Solano County as a whole is expected to grow by nearly 24 percent in the same time frame.

Table 4-2: Solano Cities and County—Population Projections 2010–2040

Community	2010	2015	2020	2025	2030	2040	Percent Change between 2010 & 2040
Benicia	26,997	27,600	28,300	29,000	29,700	31,400	16.3%
Dixon	18,351	18,700	19,000	19,400	19,800	20,700	12.8%
Fairfield	105,321	111,500	117,900	124,400	131,400	146,500	39.1%
Rio Vista	7,360	7,500	7,900	8,300	8,400	8,800	19.6%

Growth and Population Projections

Community	2010	2015	2020	2025	2030	2040	Percent Change between 2010 & 2040
Suisun City	28,111	28,900	29,800	30,700	31,600	33,700	19.9%
Vacaville	92,428	95,300	98,200	101,700	105,500	109,700	23.3%
Vallejo	115,942	118,100	121,000	124,200	126,200	128,600	13.7%
Unincorporated	18,834	19,700	20,600	21,500	22,600	23,700	31.1%
Solano County	413,344	427,300	442,700	459,200	475,200	511,600	23.8%

Source: ABAG Population Projections 2013.

Findings & Determinations

- 4.1 Benicia had a population of 26,997 in 2010 with only a 0.5% increase from 2000.
- 4.2 ABAG projects that by 2040, Benicia’s population will increase by 4,403 residents to 31,400. That averages to about 0.5% annually, which is consistent with recent growth.

5.0: Disadvantaged Unincorporated Communities

The Commission is required to provide written determinations with respect to the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI. The California Government Code Section 56033.5 defines a disadvantaged unincorporated community as an inhabited territory (12 or more registered voters) with an annual median household income that is less than 80 percent of the statewide annual median household income (MHI).

According to the Census, the MHI for the State in 2013 dollars was \$61,094. The Census also provides MHI data at the County and census tract levels. There are several census tract areas within the city limits as well as the areas adjacent to the City of Benicia. As indicated in Table 5-1, there are no census tract areas with income less than 80 percent of the State’s MHI within or surrounding the city. Therefore, there are no disadvantaged unincorporated communities within or contiguous to the boundaries or SOI of Benicia.

Table 5-1: Median Household Income by Census Tract

Census Tract	MHI	Percentage of State MHI
2505.02	\$72,692	119%
2506.04	\$95,761	157%
2506.05	\$99,722	163%
2520.00	\$63,729	104%
2521.02	\$72,981	119%
2521.03	\$63,315	104%
2521.04	\$145,625	238%
2521.05	\$97,536	160%
2521.06	\$82,500	135%
2521.07	\$88,617	145%
2521.08	\$79,375	130%

Source: <http://www.census.gov/censusexplorer/censusexplorer.html> accessed 4-26-2016.

Findings & Determinations

- 5.1 There are no disadvantaged unincorporated communities within or contiguous to Benicia’s SOI.

6.0: Present and Planned Capacity of Public Facilities

6.1 – Animal Control

The City's Police Department is responsible for animal control within the City of Benicia. The Police Department staffs one full-time animal control officer. Animal shelter facilities are located at the City's Corporation Yard on East Second Street. In 2014, 1,027 calls were received for animal control services. Additional after-hour services are provided through an agreement with the Solano County Sheriff's Office. In addition, a Memorandum of Understanding (MOU) with Solano County has been established for the animal shelter services.

Finding/Determination

6.1.1 The Benicia Police Department is responsible for animal control. The City has an after hour services agreement with the Solano County Sheriff's office for animal control and the City has a MOU with Solano County for animal shelter services. Animal Control services are adequate

6.2 – Fire

Services provided by the City Fire Department include fire suppression, fire prevention, basic and advanced life support medical services, technical rescue services, disaster preparedness, code enforcement, and weed abatement services.

Fire suppression and emergency medical services are provided by the City Fire Department from two fire stations. Fire Station #11 is located near the Downtown at 150 Military West and Station #12 is located in Southampton at 601 Hastings.

Standard response times are dependent on the nature of the emergency services and the established agreements or requirements. Response standards to emergency medical calls are set through a Joint Powers Agreement (JPA) with the Solano County Emergency Services Cooperative. The standard is to arrive on-scene of a medical emergency within 7 minutes of the time of the dispatch at least 90 percent of the time. Response standards to fire suppression calls are established through the National Fire Protection Association and are based upon a number of factors. Historical data on these responses show an average response time of 5 to 7 minutes. The response time standards for both EMS and Fire Suppression calls comply with the standards.

The average Fire Department daily staffing level is eight firefighters per day plus a Chief Officer. This staffing level is established in a MOU between the City and the Benicia Firefighter's Association, Local 1186. The Department's staffing allows engine companies three staff members, including a captain, engineer, and paramedic firefighter; and it allows rescue companies two staff members, including an engineer and paramedic firefighter or firefighter.

The department is an "all-risk" fire department and provides a variety of emergency and non-emergency services to the community. The total request for service (call) for fiscal year

2015-2016 was 2,465. The breakdown of those calls for the same fiscal year was 61.22 percent medical, 5.80 percent rescue, and 32.98 percent other types of calls.

To provide for future buildout of the Benicia Industrial Park, located within the city limits south of Lake Herman Road on the vacant, 527-acre "Northern Gateway" property, an additional fire station may be needed. A proposed fire station and training facility may be built and staffed as the industrial park develops to meet response and service standards. The timing of a new fire station will be based on when, where, and how the Northern Gateway site develops in the future. Future funding for development and staffing of the station are not yet determined but may be established through development agreements, fees, and/or assessments.

Findings & Determinations

- 6.2.1 Services provided by the Benicia Fire Department include fire suppression, fire prevention, basic and advanced life support medical services, technical rescue services, disaster preparedness, code enforcement, and vegetation management services.
- 6.2.2 Fire suppression and emergency medical services are provided by the City Fire Department from two fire stations.
- 6.2.3 The average Fire Department daily staffing level is eight firefighters per day plus a Chief Officer. The Department's staffing allows engine companies three staff members, including a captain, engineer, and paramedic firefighter; and it allows rescue companies two staff members, including an engineer and paramedic firefighter or firefighter.
- 6.2.4 The total request for service (call) for fiscal year 2015-2016 was 2,465. The breakdown of those calls for the same fiscal year was 61.22 percent medical, 5.80 percent rescue, and 32.98 percent other types of calls.
- 6.2.5 To provide for future buildout of the Benicia Industrial Park located on the vacant, 527-acre Northern Gateway property, an additional fire station and additional staffing may be needed to meet response and service standards.

6.3 – Law Enforcement

Police protection services are provided by the Benicia Police Department located adjacent to the City Hall on East L Street. The department currently divides the City into four designated beats or areas of patrol assignment. Determinations of these beats are based on geographical boundaries. Although Benicia's residential areas are largely built out, future development of the Northern Gateway site, which is the last remaining large development site, could have a significant impact on the current beat structure.

Currently, average emergency response times are tracked and available through the department's automated computer aided dispatch (CAD) system. The program was last updated during the budget cycle 2013–2015 to include a new auditing process for police

reports and to streamline state reporting requirements. The information is monitored by the department. Based on crime rate, citizen complaints, and citizen polls, the level of service and response times are adequate and meet the needs of the community. For in-progress or life-threatening emergency calls (Priority 1) the average response time from 2013 to 2014 was 6 minutes and 21 seconds.

The Benicia Police Department currently has 51 full- and part-time staff members. Thirty-two staff members are sworn officers. The current ratio is about 1.18 sworn officers per 1,000 population. This ratio compares with other cities similar in size and staffing: Dixon 1.36, Pinole 1.41, and Hercules at 0.96.

The need for additional officers and equipment is based on the City's planned growth and projected land use. To staff one additional beat 24 hours per day, 7 days per week, the department would need to hire five patrol officers (to cover days off, training, vacations, and sick leave) and one non-sworn person. The non-sworn position would be support personnel to facilitate the projected increase in calls for service and comprehensive reporting. The addition of personnel would not occur all at once but would gradually increase, commensurate with the demand created by new development. A commensurate number of police vehicles will also be needed to keep pace with the anticipated hiring of the additional officers. Other costs such as fuel and police officer training would also increase with demand created by new development. The additional officers, vehicles, and equipment are not currently budgeted but would be included in the appropriate two-year budget cycle when the need dictates.

Currently, the police station is located in a former school building built in 1942 and remodeled in 1962 to house the police. The police station is inadequate both in size and in modern police function. Police operations are located in two separate buildings, including a temporary building used for investigations. The temporary building is out of compliance with the City of Benicia's building codes. At this time, funding is not available to construct a new police station.

Findings & Determinations

- 6.3.1 Average emergency response times are tracked and available through the department's automated computer aided dispatch (CAD) system. The program was last updated during the budget cycle 2013-2015 to include a new auditing process for police reports and to streamline state reporting requirements.
- 6.3.2 For in-progress or life-threatening emergency calls (Priority 1) the average response time from 2013-2014 was 6 minutes and 21 seconds.
- 6.3.3 The Benicia Police Department currently has 51 full- and part-time staff members. Thirty-two staff members are sworn officers. The current ratio is about 1.18 sworn officers per one-thousand population, and is consistent with nearby cities of similar size.
- 6.3.4 The police station is inadequate both in size and in modern police function. Police operations are located in two separate buildings, including a temporary building used for investigations. The temporary building is out of compliance with the City of

Benicia's building codes. At this time, funding is not available to construct a new police station.

6.4 – Parks and Recreation

The City of Benicia Parks & Community Services Department is responsible for providing park and community services programs for the citizens of Benicia. The General Plan contains planning policies concerning the financing and construction of park facilities. The plan includes a quantitative and qualitative inventory of existing park and outdoor recreation facilities, identification of potential open space areas, and an inventory of existing outdoor recreation facilities.

Within the city limits are 48 parks, facilities, and public access areas totaling 1,248 acres. These include state facilities, a regional park, community parks, neighborhood parks, and other outdoor recreation improvements. Table 6-1 lists existing and future parks and recreation facilities within the city limits.

6.4.1 – Types of Parks and Facilities

Regional Parks. A regional park (250–1,000 acres) generally serves one or more communities and accommodates a variety of activities designed to enhance the use and experience of the natural environment. Uses may include open space areas, trails, nature centers, and camping. The General Plan established a standard of 10-acres per 1,000 people for regional parks. Benicia has one regional park (Lake Herman), but there are also two state-owned parks that serve as regional facilities: Benicia State Recreation Area (State Park Road) and the State Capitol Historic Park (115 West G Street).

Community Parks. Community parks are typically large-scale (30–100 acres) and are intended to serve users within walking and driving distance. Their amenities are oriented to both adults and children, often providing specialized facilities such as swimming pools, tennis courts, community centers, and sports fields. Community parks in Benicia are the primary resource for activities sponsored by the Parks and Community Services Department. The General Plan established a standard of 2.5 acres per 1,000 people for community parks. Facilities in this category include the Community Park (540 Rose Drive) and the West 9th Street Park and Launch Ramp (southwest corner of West 9th Street and West 10th Street).

Public Special Use Facilities. Special use facilities are generally single purpose in nature, having a unique or important indoor or outdoor recreational purpose. Examples in Benicia include the Senior Center (187 East L Street), James Lemos Swim Center (181 East J Street), Community Center (370 East L Street), and the City Cemetery (Riverhill Drive).

Neighborhood Parks. Neighborhood parks are small-scale parks (2–15 acres), which ideally serve a neighborhood within a radius of approximately one-half mile. They usually emphasize child-oriented facilities, providing a variety of play spaces and associated amenities. The General Plan established a one-half mile-radius standard for neighborhood parks and a population ratio of 3.5 acres per 1,000 people. Examples of neighborhood parks in Benicia include Southampton Park (southeast corner of Panorama Drive and Chelsea Hills Drive) and Willow Glen Park (600 Block of West K Street).

Waterfront Park. A waterfront park serves the entire community and accommodates activities appropriate to the characteristics of the site such as low impact outdoor recreational activities, community events and festivals, and enjoyment of the surrounding natural environment. The waterfront parks designation does not include permanent sports fields, courts, equipment, or buildings, except for a public restroom and similar amenities. Walkways, benches, drinking fountains, and trash receptacles are permitted. This park designation was established in November 2004 by an advisory vote of the citizens of Benicia. A byproduct of this initiative created the Benicia Urban Waterfront Enhancement and Master Plan, adopted by City Council in October 2014. The initiative established a 16-acre project site located to the west of First Street, south of B Street, with the Marina channel to the east and the Carquinez Strait to the south, encompassing the First Street Green. The First Street Green will preserve the marshlands within its boundaries, thereby protecting the wildlife that relies on this ecologically sensitive habitat.

Open Space Areas. An open space area is typically a large undeveloped area, preserved in its natural state, to serve as a greenbelt divider or environmental resource, to promote public health and safety, and to provide those types of outdoor recreation that do not substantially alter or destroy the natural environment. Low-intensity outdoor recreational uses such as hiking and picnicking are often compatible with open space areas. These facilities are attractive to local and region-wide visitors. Examples of open space areas in Benicia include the Southampton Open Space and the Benicia/Vallejo Buffer Zone.

Pocket Parks. Pocket parks are small green islands, landscaped with park amenities, such as a drinking fountains, benches, and play equipment. These parks are typically remainder parcels of subdivisions. Examples of pocket parks in Benicia include Arneson Park (Southwest corner of West 4th Street and West I Street) and Gull Point (Gull Point Court).

Linear Parks and Trails. A linear park is a strip of land established for purposes of walking, hiking, bicycling, horseback riding, and boating and often includes a natural or man-made linear resource such as a stream drainage, bluff line, ridge, utility and creek rights-of-ways, or service road. A system of off-road bikeways and pedestrian paths at both the neighborhood and community-wide scale often provide safe and pleasant transportation connections, as well as opportunities for outdoor recreation. Segments of the Bay Area Ridge Trail, Bay Trail, and Great Delta Trail have been designated linear parks and trails in Benicia.

6.4.2 – Current and Future Park Needs

The City Parks, Trails & Open Space Master Plan (adopted in July 1997) compared acreages of existing and planned parkland in relation to both the existing and projected population of the City. Using the standard ratios shown in Table 6-1, the City has more than adequate regional parkland but is deficient in community and neighborhood parks. The Parks, Trails & Open Space Master Plan identified a shortfall of 35 acres of neighborhood parks and 18 acres of community parks.

Table 6-1: Existing Park Land per Capita

Park Type	Acres	Acres/1,000 people	Standard (Acres/1,000 people)
Regional Park	577	21.0	10.0
Community Park	50	1.8	2.5
Neighborhood Parks	79	2.9	3.5
Recreational Facilities	10	0.4	—
TOTAL	716	26.1	—
Source: Table 2-14 of the 1999 Benicia General Plan			

Since the adoption of the Parks, Trails & Open Space Master Plan two neighborhood parks have been completed. St. Catherine’s Wood Neighborhood Park is approximately 0.5 acre and is located north of the Solano Square Shopping Center. The park includes a playground, entry plaza, and seating area. Water’s End, formerly referred to as Park D-7 prior to construction, was the second neighborhood park completed. Located in the northeastern portion of the Southampton development, this park is 3.5 acres in size. The park includes a playground, a basketball court, and seating areas.

The table with details of all parks and facilities and a map of the locations is included as Attachment 1.

6.4.3 – Proposed Park Facilities

The following list of park sites was obtained from the 1997 Parks, Trails & Open Space Master Plan, which recommends the development of new park and outdoor recreation facilities to keep pace with the growth of the City, including the proposed parks listed below.

Bottle Hill Park. This 0.5-acre neighborhood park, in the southeastern portion of the downtown area, will provide panoramic views of the Carquinez Strait, and sheltered areas for a tot lot and picnic facilities.

Hastings Drive Neighborhood Park. This proposed 10-acre park is located in the Southampton open space in the central western portion of the Southampton development. The site contains a small drainage channel and is surrounded by existing homes. The Braitto Pathway runs through the proposed park site within a trail easement linking the Rose Drive and Hastings Drive bikeways. The topography in the area would require terracing for additional facilities. The park will include a multi-purpose playing field, tennis court, basketball courts, playground, grass play area, picnic area, path, and benches.

Perth Way Neighborhood Park. This is a proposed 8-acre neighborhood park located in the open space in the eastern portion of the Southampton development. The site is relatively flat but high in elevation, providing views toward Suisun Bay. Planned facilities include a multi-purpose playing field, tennis court, basketball court, playground, grass play area, picnic area, path, and benches.

Table 6-2: Existing and Future Parks and Recreation Facilities within City Limits

Category	Name	Acreage
Regional Parks	Lake Herman	577.0
Waterfront Parks	Waterfront Park (First Street Green*)	16.0
Community Parks and Facilities	Benicia Community Park	50.0
	Benicia Middle School	8.0
	City Cemetery	24.0
	City Gym	0.5
	City Park	4.5
	Clock Tower	0.5
	Community Center	3.5
	First Street Peninsula Pier	2.0
	Fitzgerald Field	4.0
	Jack London Park	7.7
	James Lemos Swim Center	1.0
	Little League Field	4.0
	West 9 th Street Park	6.0
Neighborhood Parks	Bottle Hill Park (future)	0.5
	Bridgeview Park	4.5
	Channing Circle Park	2.5
	Civic Center Park (East K Street)	3.5
	Duncan Graham Park	2.0
	Ethelree Saraiva Park	0.5
	Francesca Terrace Park	5.0
	Gateway Park	0.5
	Hastings Drive Neighborhood Park (future)	10.0
	Matthew Turner Park	2.5
	Overlook Park	3.5
	Perth Way Neighborhood Park (future)	8.0
	St. Catherine's Wood Neighborhood Park	0.5
	Skillman Park	3.0
	Solano Park	2.0
Southampton Park	6.0	
Willow Glen Park	4.5	

Table 6-2: Existing and Future Parks and Recreation Facilities within City Limits

Category	Name	Acreage
	Waters End Park	3.5
Small Scale Public Access Areas	Arneson Park	0.5
	Bardoni Public Access	0.5
	Benicia Views II	0.5
	Gull Point	0.5
	John’s Place Public Access & Median	0.5
	Kevin McCall Public Access	0.5
	Turnbull Park	0.5
	West 8 th Street Public Access	0.5
	West 11 th Street Public Access	0.5
	West 13 th Street Public Access	0.5
	West C Street Public Access	0.5
	West E Street	0.5
	West F Street.	0.5
SUBTOTAL		777.7
State Parks and Facilities	Benicia State Capitol Historic Park	1.5
	Benicia State Recreation Area	469.0
TOTAL		1,248.2
Note: * First Street Green (3.0 acres) is included in the total acreage of the of the Waterfront Park created by Measure C.		

Determinations

- 6.4.1 Within the city limits are 48 parks, facilities, and public access areas totaling 1,248 acres. These include state facilities, a regional park, community parks, neighborhood parks, and other outdoor recreation improvements.
- 6.4.2 The City has more than adequate regional parkland but is deficient in community and neighborhood parks. The Parks, Trails & Open Space Master Plan identified a shortfall of 35 acres of neighborhood parks and 18 acres of community parks and since the Parks, Trails & Open Space Master Plan, two neighborhood parks have been added with facilities appropriate to the size of the parks.
- 6.4.3 The City’s 1997 Parks, Trails & Open Space Master Plan recommends the development of new park and outdoor recreation facilities keep pace with the growth of the City.

6.5 – Public Works

The City’s Public Works Department is responsible for the operation, maintenance, design, construction, and repair of the City’s public infrastructure. The Public Works Department is subdivided into five areas: administration, engineering, water treatment operations, wastewater treatment operations, and maintenance.

6.5.1 – Transportation and Circulation

The City of Benicia contains two interstate freeways (Interstate 780 and Interstate 680), ten major arterial streets, and many collector and local streets. Caltrans is responsible for the maintenance of Interstates 780 and 680. A major segment of the transcontinental railroad system is along the easterly border of the City and is owned and operated by the Union Pacific Railroad.

The City’s objectives for roadway performance are stated in General Plan Policy 2.20.1 of the Circulation Element:

- **Policy 2.20.1: Maintain at least Level of Service “D” on all city roads, street segments, and intersections.**

Level of Service D is intended to have functioning intersections, but short queues develop and cars may have to wait through one cycle during short peaks.

Improvements to the local street network are included in the City’s Traffic Impact Fee Program where future development pays its fair share of costs to address the future capacity needs of development. The need to improve roadway and parking facilities is carefully balanced with the need to control traffic congestion in Benicia and the goal of maintaining a walkable community. Continued enhancement of the City’s small-town atmosphere of pedestrian-friendly streets and neighborhoods depends on favorable traffic conditions that can only be maintained through a balanced transportation system.

The Pavement Condition Index (PCI) is a measure of the condition of the city’s roadways. On a scale of 0 to 100 with 100 being the best. The value is calculated from a visual survey of pavement distress. Various distress combinations result in points deducted from the starting value of 100. The current PCI is 58. The goal of the Public Works Department to increase the average PCI to 63 in five years.

Roadway improvements to adequately serve the City’s needs over the next 20-years are listed in the following section. Other transportation projects, such as freeway mainline improvements, park & ride lots, and major transit improvements, are included in the long-range plans of the Solano Transportation Authority. These projects are dependent on cooperation with outside agencies and shared funding sources.

Table 6-3: Future Roadway Improvements

Streets	Interchanges
Widen/extend Industrial Way from I-680 to Lake	Improve Lake Herman/I-680 interchange with

Table 6-3: Future Roadway Improvements

Streets	Interchanges
Herman Rd	new signals, bridge widening and possible ramp modifications
Extend Bayshore Road from Park Rd to Industrial Way	Improve Bayshore/Industrial/I-680 split interchange with new frontage road connection.
Widen East 2nd St from Industrial Way to Lake Herman Rd	Install I-780 auxiliary lanes between E 2nd & E 5th.
Widen Columbus Pkwy from Benicia Rd to I-780	Install I-780 auxiliary lanes between Military West & Columbus Pkwy
Widen State Park Rd overcrossing at I-780	Improve/widen I-780 ramps at Southampton Road
Widen East 2nd St. from I-780 to Military East	Improve/widen I-780 ramps at East 2nd St.
Widen East 5th St. from I-780 to Military East	Install traffic signals at remaining freeway ramps with stop controls.
Widen Park Rd between Bayshore and Industrial Way	Construct improvements identified by the Solano Transportation Authority as required.
Widen Park Rd between Adams and new connector road	
Construct connector road between E 2nd St and Park Rd	
New traffic signal and intersection improvements citywide	
Enhance First St. corridor	
Convert Bayshore Road from private to public ownership	
Note: Some of these improvements are located within Caltrans jurisdiction and require coordination to be fully implemented.	

In addition to those projects above, the City of Benicia has proposed the Industrial Park Transportation and Employment Center Plan. The Benicia Industrial Park is a significant employment center in Solano County. Home to over 600 firms employing more than 5,000 workers, which comprises over a third of the total jobs in Benicia, the Industrial Park serves as the economic engine for the city, contributing approximately two-thirds of the city's sales tax revenue. The Park is strategically located, served by I-680, a private deep water port, and Union Pacific Railroad mainline and spurs. In addition, SolTrans local buses and FAST intercity express buses both service the Park, and a bus transit hub is currently under construction.

The Benicia Industrial Park has been recognized as a Priority Development Area (PDA) by the

Association of Bay Area Governments (ABAG). PDAs are places that local jurisdictions have identified within their communities where new development will support the day-to-day needs of residents and workers in a pedestrian-friendly environment served by transit. While the addition of residential uses is not anticipated as part of the Industrial Park's PDA designation, as an employment-based PDA, the Industrial Park has the added goal of advancing employment growth by attracting new business and providing for the renovation of established areas.

6.5.2 – Transit Services

As of December 2010, the City of Benicia ceased independent operation of a public transit system. Through a joint powers agreement between the City of Benicia, the City of Vallejo, and the Solano Transportation Authority, Solano County Transit (SolTrans) was created to build a unified public transit system in southern Solano County. SolTrans provides a fixed route between Benicia and Vallejo as well as express bus service to Walnut Creek and El Cerrito North del Norte regional BART stations. General transit within Benicia is provided through a SolTrans branded dial-a-ride service.

In addition, SolTrans provides paratransit bus service, and administers local and intercity Taxi Scrip Programs with direct service between cities in Solano County for ambulatory ADA paratransit qualified individuals.

Regional transit services are coordinated through the Solano Transportation Authority, which includes the Capital Corridor train service, regional bus service, and other local agency services.

Findings & Determinations

- 6.5.1 The City's Public Works Department is responsible for the operation, maintenance, design, construction, and repair of the City's public infrastructure.
- 6.5.2 Improvements to the local street network are included in the City's Traffic Impact Fee Program where future development pays its fair share of costs to address the future capacity needs of development. Measure C revenues will assist with some long term maintenance and replacement costs.
- 6.5.3 Other transportation projects, such as freeway mainline improvements, park & ride lots, and major transit improvements are included in the long-range plans of the Solano Transportation Authority.
- 6.5.4 Through a joint powers agreement between the cities of Benicia and Vallejo, and the Solano Transportation Authority, Solano County Transit (SolTrans) was created to build a unified public transit system in southern Solano County.

6.6 – Solid Waste

The Public Works Department and the City Manager's Office each share a role in managing solid waste within the City. The City Manager's Office is responsible for managing curbside

garbage collection through a contract with a local franchised hauler, Republic Services. The Public Works Department is responsible for street sweeping services.

Solid waste is taken to Keller Canyon Landfill in Pittsburg, California. The landfill accepted 46,244 tons of waste from Benicia in 2014. The facility has a permitted fill area of 244 acres with a remaining capacity of 58.6 million cubic yards as of March 2012. It is projected that the landfill will reach capacity in 2078. The remaining permitted disposal capacity at the landfill is adequate to handle the projected waste generation through buildout of the General Plan, particularly in light of the State's waste diversion requirements. The City's Franchise Agreement guarantees continued waste disposal capacity for the existing and future community.

Determinations

- 6.6.1 The City has a contract with Republic Services, a local franchised hauler, for curbside garbage collection.
- 6.6.2 Solid waste is taken to Keller Canyon Landfill in Pittsburg, California. It is projected that the landfill will reach capacity in 2078.
- 6.6.3 The remaining permitted disposal capacity at the landfill is adequate to handle the projected waste generation through buildout of the General Plan.

6.7 – Stormwater

The Benicia Public Works Department is responsible for the design, construction, operation, and maintenance of storm drain facilities within the city limits. The facilities include drainage inlets, manhole structures, culverts, open ditches, pump stations, and portions of Sulphur Springs Creek, a large drainage channel. Concurrent with development, these facilities are installed, upgraded, or replaced as needed.

The City of Benicia is along the north shore of the Carquinez Strait, where the combined flows of the Sacramento and San Joaquin rivers have cut a deep gorge through the Coast Range. The Strait is a crucial link in northern California's inland waterway, connecting San Pablo Bay and San Francisco Bay to the west with the Sacramento and San Joaquin River deltas to the east. Through the Strait, ocean-going ships can reach the Port of Benicia or continue on to the Central Valley ports of Sacramento and Stockton. All the City's stormwater is conveyed both by natural and man-made channels, and by drainage culverts to the Carquinez Strait.

The boundaries of the drainage watershed located within the City of Benicia are the Carquinez Strait (southerly), the Lake Herman/Sky Valley/Paddy Creek areas (northerly), the City of Vallejo (westerly), and Suisun Bay (easterly). The watershed includes the following sub-basins:

- Goodyear Slough/Industrial Park (northeasterly section)
- Benicia Urban Areas
- Sulphur Springs Creek/Lake Herman

All the sub-basins are served by natural or constructed drainage systems, such as creeks, ditches, and storm drain culverts. The terrain within the sub basins is quite diverse. There are steep hills north of Military and Interstate 780. Flat and rolling terrain extends to the south and east including most of the industrial park. The climate in Benicia is similar to that experienced countywide—typically dry in the summer with mostly seasonal rainfall between October and April. The ten-year average annual precipitation over the basin is 19.01 inches. General area-wide storms of two or three days in duration are typical.

The Goodyear Slough/Industrial Park sub-basin is a flat area directly connected with the westerly boundary of Suisun Bay.

The Benicia Urban Area sub-basin consists of numerous small drainage areas that drain portions of the Southampton area, the Arsenal area, and the areas south of the I-780 freeway, including Downtown. The most intensively developed areas within the Benicia city limits include the downtown area with a central commercial district and the area along Southampton Road, with medium- to high-density residential land uses and a commercial shopping center. The total land area is approximately 13 square miles.

The Sulphur Springs Creek/Lake Herman sub-basin consists of the area upstream of Lake Herman between the cities of Vallejo and Benicia, the Paddy Creek area, and the major portions of the Benicia Industrial Park. The area upstream of Lake Herman consists of the Sky Valley area with portions in the City of Vallejo, Solano County, and a portion within the City of Benicia's SOI. Lake Herman is the major body of water in the drainage basin and is located on Sulphur Springs Creek about two miles north of downtown Benicia. Sulphur Springs Creek is the main channel traversing the basin with the area north of Lake Herman called Sky Valley. The watershed includes Sulphur Springs Mountain range to the west as well as lesser ridges to the north, east, and south. Sulphur Springs Mountain has a peak elevation of 1,000 feet. The Lake Herman sub-basin covers an area approximately 10 square miles.

The primary land use in the Sulphur Springs Creek/Lake Herman sub-basin north of Lake Herman is agricultural; there are several beef cattle ranches, a small dairy, and an abandoned walnut orchard. Syar Industries, an aggregate mining firm, has facilities near the western end of the watershed. The majority of its operations lie outside the watershed; however, in December of 2014, the Solano County Planning Commission approved a use permit and reclamation plan to expand the quarry pit to 211 acres from 113 acres and double the extraction rate to 4 million tons annually. The City provided comments on the project during the Environmental Impact Report process. The mitigation measures identified for the project reduced the impacts to a less-than-significant level.

The primary land use south of Lake Herman is industrial located within the Benicia Industrial Park. The final phases of the Southampton residential development also drain into Sulphur Springs Creek south of Lake Herman with storm flows regulated by two detention basins.

In addition to several ranch homes, there are several residences within the watershed located on Lake Herman Road west of the lake. The Hiddenbrooke residential subdivision, located in the City of Vallejo, was constructed in Upper Sky Valley with a golf course that has been

operating since 1991. This entire area drains into a retention basin and ultimately into Lake Herman.

6.7.1 – Benicia’s Stormwater Management Program

The City of Benicia is required by the United States Environmental Protection Agency (EPA) under the provisions of the National Pollution Discharge Elimination System (NPDES) Phase II regulations and the State Water Resources Control Board (SWRCB) Phase II General Permit requirements to develop and implement a Stormwater Management Plan (SWMP). The SWMP is intended to reduce pollutants that may be present in stormwater runoff from streets and property within the city limits.

The City intends to control and manage its stormwater in compliance with the provisions of the State General Stormwater Permit by applying for coverage under the Phase II General Permit as regulated by the SWRCB San Francisco Bay Region 2.

The City of Benicia has adopted a Stormwater Management and Discharge Control Ordinance, Chapter 15.64 of the Benicia Municipal Code, to address stormwater control within the City. Several key components of the Program include the following:

- Public Education and Outreach
- Public Participation/Involvement
- Illicit Discharge Detection and Elimination
- Construction Site Storm water Runoff Control
- Post-Construction Storm water Management
- Pollution Prevention for Municipal Operations

The City provides a detailed annual report on the progress and effectiveness of the Program and identifies necessary changes to the Program based on performance. In addition, the State General Permit requires development of a guidance document and implementation of tasks annually. The City has implemented a number of the elements, including recycling programs, educational documents, storm drain mapping, street sweeping, drainage inlet cleaning, storm drain stenciling, and annual outfall monitoring.

Determinations

- 6.7.1 The Benicia Public Works Department is responsible for the design, construction, operation, and maintenance of storm drain facilities within the city limits.
- 6.7.2 All the City’s stormwater is conveyed both by natural and man-made channels, and by drainage culverts to the Carquinez Strait.
- 6.7.3 All the sub-basins are served by natural or constructed drainage systems, such as creeks, ditches, and storm drain culverts.
- 6.7.4 The City of Benicia has adopted a Stormwater Management and Discharge Control Ordinance to address stormwater control within the City.

- 6.7.5 The State General Permit requires development of a guidance document and implementation of tasks annually. The City has implemented a number of the elements including recycling programs, educational documents, storm drain mapping, street sweeping, drainage inlet cleaning, storm drain stenciling, and annual outfall monitoring.
- 6.7.6 Measure C revenues will assist with some long term maintenance and replacement costs.

6.8 – Wastewater

The City of Benicia owns and operates the facilities providing wastewater collection, treatment, and discharge for its service area, which is coterminous with the city limits. The City's wastewater system currently serves approximately 8,900 residential (single- and multi-unit dwellings) and 609 commercial/industrial connections. The system includes the treatment plant, approximately 150 miles of pipeline, 23 pumping stations, and a 1,300-foot-long deep-water outfall to the Carquinez Strait.

The Wastewater Treatment Plant (WWTP) is located on seven and a half acres of land in the southeast section of the City at 614 East Fifth Street. Discharges from the plant are regulated by the California Regional Water Quality Control Board, San Francisco Bay Region, through a NPDES permit.

The plant was originally built in 1958, and provided primary level (removal of grit and solids) treatment only. It was upgraded to include secondary (biological removal of most of the remaining pollutants) treatment in 1978. In 1998, the plant was again upgraded to address reliable capacity, odors, and noise. The most recent project (2003 Infiltration and Inflow Improvements Project) included installing a three-mile-long, main trunk relief sewer pipeline to convey intercepted wet weather flows from the far western side of the City to the plant. In addition, modifications were made to the WWTP to accommodate peak wet weather flows, including new screening structures, upgraded disinfection/dechlorination facilities, and larger effluent pumps. The main objective of this project was to minimize sanitary sewer overflow within the lower portions of the City. Repair and replacement of old sewer pipelines will continue to be scheduled on an annual basis to reduce infiltration and inflow from the system over time.

The plant treats an average dry weather flow capacity of 4.5 million gallons per day (mgd) and has a sustained wet weather secondary treatment capacity of 11 mgd. Currently, the plant discharges an average dry weather flow of approximately 2.0 mgd (2015 data). Plant capacity is a function of both flow (volume of water) and loading (pollutant concentration). Capacity of the plant is adequate to handle wastewater generated by both existing and projected uses within the city limits, as defined by the 1999 General Plan for the 2020 planning horizon, including Pine Lake area.

Wastewater is transported to the plant via two main interceptors. A 36-inch interceptor enters the plant from the west. The land use in this area is primarily residential with both single- and multiple-family dwellings, and some light commercial. The area is near buildout

with only small infill parcels remaining. A 24-inch interceptor enters the plant from the east serving primarily commercial and industrial uses, including the Benicia Industrial Park, and Pine Lake area. The City's sanitary sewer pipelines have adequate capacity to convey wastewater collected from existing customers discharging to the system and for limited degrees of rainfall-dependent infiltration and inflow.

Future large-scale development, including Northern Gateway property, will require additional analysis of the collection system to determine capacity constraints and identify needed improvements to accommodate the increase in wastewater to be conveyed.

Findings & Determinations

- 6.8.1 The City of Benicia owns and operates the facilities providing wastewater collection, treatment, and discharge within the city limits.
- 6.8.2 The plant treats an average dry weather flow capacity of 4.5 million gallons per day (mgd) and has a sustained wet weather secondary treatment capacity of 11 mgd. Currently, the plant discharges an average dry weather flow of approximately 2.0 mgd (2015 data).
- 6.8.3 Capacity of the plant is adequate to handle wastewater generated by both existing and projected uses within the city limits.
- 6.8.4 Future development of the Northern Gateway property will require additional analysis of the collection system to determine capacity constraints and identify needed improvements to accommodate the increase in wastewater to be conveyed.

6.9 – Water

The City of Benicia owns and operates the facilities providing potable water to users within its service area, which is coterminous with the city limits. The treatment facility is located off Lake Herman Road. Water is pumped to the treatment plant through the Transmission Main that runs along I-680 from Cordelia to the treatment plant. At the Water Treatment Plant (WTP), the raw water is distributed through the Diversion Structure for treatment or by gravity flow to Lake Herman. The treatment plant operates under regulatory oversight of the State Water Resources Control Board—Division of Drinking Water and has a rated hydraulic capacity of 12 million gallons per day. The raw water transmission system consists of two pumps stations and approximately 18 miles of pipeline. The treated water distribution system consists of three pump stations, five reservoirs, nine pressure-reducing stations, and approximately 160 miles of pipelines. The City maintains emergency storage at Lake Herman with a capacity of 1,390 acre-feet at full pool. Lake Herman has an average yield of 500 to 1,000 acre-feet annually with no yield during dry years. The lake also provides storage for excess water delivered through the North Bay Aqueduct (NBA).

6.9.1 – Historical Water Use

The City contracts to receive Delta water via the NBA through agreements with the Solano County Water Agency (SCWA) for State Water Project (SWP) water and with the California Department of Water Resources (DWR) for Settlement Water. The City also receives Lake

Berryessa water from the SWP through agreements with the City of Vallejo and the Solano Irrigation District (SID). Approximately half the City’s raw water demand is sold to and used by the Valero Benicia Refinery for industrial cooling and boiler use. The remaining raw water is treated at the City’s WTP for its municipal demand. Water stored in Lake Herman is captured through stormwater runoff or impounded from excess raw water diversion from the WTP.

Table 6-4: Contracted Water Supply

Source	Contract Amount (AFY)
State Water Project	16,075
Settlement Water	10,500
Vallejo Agreement	1,100
Solano Irrigation District Agreement	2,000
Lake Herman	500*
Total	30,175
Note: * Based upon historical observation)	

State Water Project (SWP): The City receives SWP water through an agreement with SCWA. SCWA is a State Water Contractor and maintains an agreement with the DWR for the SWP water (called Table A water), and in turn contracts with cities in Solano County to provide this supply. The water supply for the SWP comes from Lake Oroville in Butte County and water rights for flows in the Sacramento and San Joaquin River systems. The SWP contract runs to year 2035 and is renewable. The City’s current SWP contract amount is 17,200 acre-feet per year (AFY), with 16,075 AFY guaranteed after the cities of Rio Vista or Dixon connect to the NBA.

Water Rights Settlement: The City of Benicia, along with the cities of Fairfield and Vacaville, asserted a priority right with the State of California for water from the Sacramento-San Joaquin Delta pursuant to the Watershed-of-Origin Statute.

DWR diverts water under an appropriative right that allows diversion of water that is not needed to meet in-Delta needs or outflow needs. The City is able to pump Settlement Water whenever the water restriction Term 91 is lifted, normally during the winter months. In California, courts have held that appropriative water rights may be limited under the Public Trust Doctrine.

Vallejo Agreement: The City currently has an active water purchase agreement with the City of Vallejo. The agreement was executed in 1962 and has been amended twice. The second amendment extended the expiration date of the agreement to February 28, 2025. The City anticipates this agreement will be renewed at its expiration.

In the agreement, the City will purchase 1,100 AFY of Vallejo's Solano Project "call" water from Lake Berryessa. The agreement also provides that the City can receive up to 3 million gallons per day (mgd) of the water as treated water, in lieu of raw water, by means of an interconnection between the Benicia and Vallejo treated water systems, which does not currently exist. Currently, the City can only receive raw water from Vallejo by means of the Cordelia Pump Station and Cordelia Transmission Main. In order to receive treated water, a new interconnection would be required. The agreement provides that shortages (reductions) experienced by Vallejo may be passed on to Benicia.

Solano Irrigation District (SID): SID is the holder of a contractual right to receive entitlements from the Solano Project as a Participating Agency of the SCWA under the terms of a Participating Agency Contract providing for the delivery of and allotment of 141,000 AFY from the Solano Project to SID. In March 2009, the City entered into a purchase agreement with the SID to provide 2,000 AFY of "carry-over." Water will be provided through water deliveries from Lake Berryessa and the Putah South Canal of the Solano Project. There is no specified date of termination of the agreement as long as SID maintains the adequate water rights from SCWA, and payments to SID are met. The agreement is subject to a reduction in supply based on drought conditions.

The SID water was purchased as an alternative raw water supply and to improve drinking water quality when the water drawn from the Delta through the North Bay Aquaduct (NBA) is high in total organic carbon. This water source can be counted towards the total water available, but was not intended to increase availability for future growth. Any new water use of any significance would have to be analyzed in this context.

Lake Herman: Lake Herman is located in the hills between the cities of Benicia and Vallejo and has an approximate storage capacity of 1,400 acre-feet. The dam that created Lake Herman was constructed in 1905 and raised in 1943 to its current height of 116 feet above sea level. Lake Herman is part of the Sulphur Spring Creek watershed. The average yield of its watershed is 500 AFY to 1,000 AFY, with no yield in dry years. The lake serves as terminal storage for excess supply delivered to the City through the NBA.

Pumped raw water from the NBA or Putah South Canal is delivered to the City's treatment facility at a diversion structure. Since the pump stations operate at a fixed speed, surplus flow not needed at the plant is diverted by gravity to Lake Herman through a 24-inch-diameter pipeline. The City has the ability to pump water from Lake Herman back to the treatment facility through the Lake Herman Pump Station. This is typically done during emergencies when supply from the NBA or Putah South Canal is not available. The pump station has a total pumping capacity of 9.6 mgd.

Water Reuse Project (Proposed): The City of Benicia is has proposed a Water Reuse Project which would allow the City to produce about 2,000 acre feet per year (AFY), or 650 million gallons, of recycled water at the Benicia Wastewater Treatment Plant. By sending all or most of that water to one of the City's largest water users, the Refinery, the City is able to accomplish a number of objectives:

Increases annual potable water supply available to residents and businesses by 2,000 acre feet, which represents 20 to 25 percent of the City's overall water needs. During periods when SWP supply is not limited, this water can be banked in Lake Berryessa for use during times of shortages, thus reducing the need to purchase imported water at premium rates.

The highly-treated recycled water produced would meet State of California rules for unrestricted non-potable use for industrial, irrigation, dust control, and residential use. Recycled water will be available to citizens, construction contractors and for irrigation of parks and other locations near the pipeline

A year-round, high-demand water reuse customer allows cost-effective production of recycled water, because of lower pipeline construction costs and economies of scale. It has an additional benefit of reducing discharge to the San Francisco Bay and the activities associated with complying with current and future discharge regulations. Flexibility can be built into the recycled water project to serve smaller, seasonal, irrigation or industrial customers now and in the future.

Because a lower level of treatment meets Valero's needs, this recycled water project is less expensive than one studied in 2008. In 2008, the need for higher recycled water quality was driven by using recycled water in Valero's boiler feed water system, which required highly treated recycled water using reverse osmosis. The current study targets recycled water use in the Refinery's cooling tower system only, and water quality that can be achieved with less-expensive treatment.

The tertiary treated water produced at the treatment plant will assist the City in complying with potential nutrient regulations for continued discharge to the San Francisco Bay. The project implements the goals and policies of the City's General Plan and Strategic Plan in relation to achieving sustainability, ensuring an adequate water supply and promoting water conservation.

6.9.2 – Projected Usage

The City of Benicia's 2012 Water Systems Master Plan developed a baseline forecast for treated water demands assuming that no additional conservation from 2009–11 levels would occur in the future. Baseline water demand forecasts presented in the 2010 Urban Water Management Plan were used for the water demand. Forecast consumption for the various land use categories were summarized to provide the baseline treated production projection shown in Table 6-5.

Table 6-5: Baseline Treated Water Demand Forecast by Category

Water Consumption (AFY)						
Water Use Category	2010	2015	2020	2025	2030	2035
Single-Family Residential	2,701	2,743	2,786	2,830	2,876	2,909
Multi-Family Residential	467	474	482	489	497	503
Commercial/Institutional	381	387	393	399	406	410
Industrial	89	90	92	93	95	96
Irrigation	536	544	553	562	571	577
Other	9	9	9	9	10	10
Total	4,183	4,247	4,315	4,382	4,455	4,505

The total amount of raw water supply the City is projected to need, based on treated water demands and raw water projections at the baseline level, and is shown in Table 6-6. Raw water projections include raw water for the Valero refinery and operations raw water used for treatment processes at the water and surplus raw water supply that bypasses the treatment plant and is stored in Lake Herman for future emergency use. The projected total raw water demands are expected to increase from approximately 10,863 AFY in 2010 to 11,940 AFY in 2035, an increase of over 1,077 AFY.

Table 6-6: Baseline Raw Water Demands

Raw Water Demands (AFY)						
Type	2010	2015	2020	2025	2030	2035
Treated Water	4,183	4,247	4,315	4,382	4,455	4,505
Valero Raw Water	4,792	5,296	5,800	5,800	5,800	5,800
Operations and Emergency Raw Water	441	441	441	441	441	441
Unaccounted For Water	1,447	1,109	1,173	1,180	1,188	1,194
Total Raw Water Demand	10,863	11,093	11,729	11,803	11,884	11,940

High, baseline, and low raw water demand projections were developed to examine the City's supply needs for water (Table 6-7). These projections include both production demands and Valero's raw water demands. The high demand assumes industrial treated water use is twice that in baseline conditions, no significant savings from conservation programs occur, and the projected Valero raw water demand is 10 percent over baseline values shown in Table 6-5. The baseline case is based on historical data regarding Valero's raw water demand and assuming current levels of conservation and 100 percent planned buildout as phased; with Valero's raw water demand curve remaining relatively flat at levels extrapolated from

historical use data. The low demand assumes that additional conservation activities cause a decrease from the baseline demands by 10 percent and that buildout for treated water supply is 80 percent of baseline construction; which is equivalent to a total of 18 percent reduction in treated water demand, and a 10-percent reduction in non-potable demands.

Table 6-7: Total Raw Water Demand Forecasts

Annual Demand (AFY)						
Scenarios	2010	2015	2020	2025	2030	2035
Baseline Scenario						
Treated Water Demand	4,183	4,247	4,315	4,382	4,455	4,505
Valero Raw Water Demand	4,792	5,296	5,800	5,800	5,800	5,800
Operations & Emergency Demand	441	441	441	441	441	441
Unaccounted For Water	1,447	1,109	1,173	1,180	1,188	1,194
Total Demand	10,863	11,093	11,729	11,803	11,884	11,940
High Demand Scenario						
Treated Water Demand	4,272	4,337	4,407	4,475	4,550	4,601
Valero Raw Water Demand	5,271	5,826	6,380	6,380	6,380	6,380
Operations & Emergency Demand	441	441	441	441	441	441
Unaccounted For Water	1,447	1,109	1,173	1,180	1,188	1,194
Total Demand	11,431	11,713	12,401	12,476	12,559	12,616
Low Demand Scenario						
Treated Water Demand	3,012	3,058	3,107	3,155	3,208	3,244
Valero Raw Water Demand	4,313	4,766	5,220	5,220	5,220	5,220
Operations & Emergency Demand	441	441	441	441	441	441
Unaccounted For Water	1,302	998	1,056	1,062	1,069	1,075
Total Demand	9,024	9,219	9,779	9,834	9,894	9,935

Findings & Determinations

- 6.9.1 Benicia owns and operates the facilities providing potable water to users within the city limits.
- 6.9.2 The City contracts to receive Delta water via the NBA through agreements with the Solano County Water Agency for State Water Project (SWP) water and with the California Department of Water Resources for Settlement Water. The City also

receives Lake Berryessa water from the SWP through agreements with the City of Vallejo and the Solano Irrigation District.

- 6.9.3 The City maintains emergency storage at Lake Herman with a capacity of 1,390 acre-feet at full pool. Lake Herman has an average yield of 500 to 1,000 acre-feet annually with no yield during dry years.
- 6.9.4 Approximately half the City's raw water demand is sold to and used by the Valero Benicia Refinery.
- 6.9.5 The City's total water supply (contracted and by right) is 30,175 AFY.
- 6.9.6 The projected total raw water demands are expected to increase from approximately 10,863 AFY in 2010 to 11,940 AFY in 2035. Even with the additional demand the city has adequate supply from a diversity of sources to meet those demands.

7.0: Financial Ability to Provide Services

The City of Benicia offers a full range of services to its residents and businesses. This includes police, fire, street and facilities maintenance, library, parks and community services, as well as general administration. Although primarily funded out of the General Fund, some additional department support comes from Special Revenues, such as Gas Tax and Traffic Mitigation, which support street resurfacing and traffic calming measures. In addition, Benicia has always been active in seeking grants and state entitlement funds. These funds help the departments maintain the City’s quality of life.

The City’s remaining vacant land is close to existing services, including the 527-acre Northern Gateway property west of I-680.

7.1 – General Fund

The General Fund is the primary operating fund of the City. The fund accounts for all revenues, expenditures, transfers, and other activity not accounted for in other city funds.

The City continues to experience flattening or declining revenues coupled with rising employee retirement benefit and workers’ compensation costs. In the past, these challenges were met through employee contract negotiations, cost-containment measures, inter-fund loans, and drawdowns of reserve balances. Despite these measures, without additional action, budgeted General Fund reserves will fall below the key levels set in the City’s Reserve Policy in future budgets. Per the General Fund’s 10-year forecast, the City reserve levels will remain at or close to the 20 percent reserve policy for the next five years. Beyond the next five years, as expenditures continue to outpace revenues, the City will need to address this structural deficit by reducing expenditures and/or seeing increased revenues. City management will work with the Council to discuss long-term budget stabilization measures to restore fund reserves, eliminate operating deficits, and deliver services efficiently and effectively to the citizens of Benicia in a sustainable manner.

The City adopts a two year budget to allow for better fiscal planning. The current budget is the 2015-17 budget. Table 7-1 and Table 7-2 outline the City’s revenues and expenditures, broken down by major categories, over the past five fiscal years starting in FY2010–11 and continuing through to the most recent budgeted year, FY2015–16. Note that FY 2015-16 actuals are draft amounts, as these are unaudited as of November 10, 2016.

Table 7-1: Statement of Revenues for the Past Five Years and Current Year

Revenue Source	FY10-11 to FY15–16 Revenues						
	FY15–16 Budget	FY15-16 Actuals*	FY14–15	FY13–14	FY12–13	FY11–12	FY10–11
Taxes							
Property	15,678,000	15,580,028	15,152,388	14,291,376	11,835,074	12,659,984	12,162,807
Sales	7,932,600	8,992,100	5,892,568	6,371,951	7,085,187	6,217,952	6,150,614

Table 7-1: Statement of Revenues for the Past Five Years and Current Year

Revenue Source	FY10-11 to FY15-16 Revenues						
	FY15-16 Budget	FY15-16 Actuals*	FY14-15	FY13-14	FY12-13	FY11-12	FY10-11
Utility users	6,308,850	4,594,385	4,318,066	4,739,792	4,825,055	5,087,381	5,027,163
Franchise tax	2,233,600	2,079,543	2,200,664	1,859,241	1,637,825	1,598,207	1,570,184
Other	905,000	1,106,213	1,070,045	965,749	931,059	839,480	844,334
Licenses and permits	370,500	480,554	539,451	391,987	331,830	277,267	315,208
Fines and forfeitures	79,500	102,280	82,198	92,633	125,016	184,084	99,898
Use of money and property	34,745	801,087	490,006	437,227	311,010	437,602	570,763
Revenue from other agencies	30,000	258,354	382,439	382,457	2,050,280	2,229,811	2,240,416
Current service charges	2,132,000	2,197,690	1,761,507	1,712,085	1,423,705	1,308,688	1,222,815
Community donations	—	44,736	37,721	38,197	—	—	—
Other	103,435	140,528	86,189	179,912	507,168	161,397	471,900

Note:
* For FY 2015-16 actual revenues are draft amounts, as the audit has not been finalized as of Nov. 10, 2016.

Table 7-2 outlines the City’s annual expenditures, by department, from the 2010–2011 fiscal year through the current year.

Table 7-2: Statement of Expenditures for the Past Five Years and Current Year

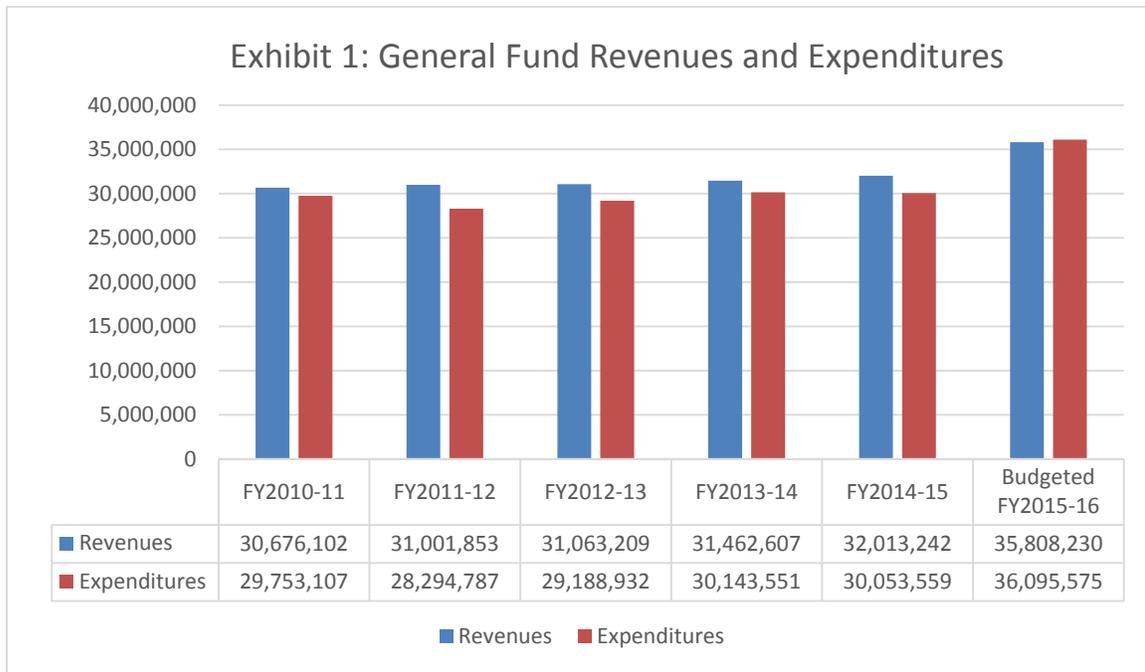
EXPENDITURES	FY15-16 Budget	FY15-16 Actuals**	FY14-15	FY13-14	FY12-13	FY11-12	FY10-11
Current							
Administration	4,620,620	\$4,212,645	\$3,930,343	\$3,074,350	2,943,896	2,957,695	3,101,146
Public safety—police	8,952,310	8,545,510	8,257,338	8,231,407	8,078,683	7,874,874	8,252,596
Public safety—fire	7,344,790	7,482,751	6,870,350	6,449,095	6,490,519	6,193,078	6,555,355
Parks and community services	5,282,390	5,005,501	4,985,127	4,839,940	4,619,097	4,561,963	4,807,911
Community Development	1,394,355	1,342,025	1,079,054	931,502	1,010,550	—*	—*
Public Works	2,298,975	2,133,662	1,786,668	1,177,976	1,160,546	2,009,147*	2,469,041*
Library	1,361,905	1,264,161	1,238,938	1,196,032	1,204,180	1,165,025	1,211,576
Economic	679,035	744,461	572,719	537,493	599,745	443,384	458,470

Table 7-2: Statement of Expenditures for the Past Five Years and Current Year

EXPENDITURES	FY15-16 Budget	FY15-16 Actuals**	FY14-15	FY13-14	FY12-13	FY11-12	FY10-11
Development							
General	1,010,205	528,614	722,030	2,899,981	2,821,213	2,863,369	2,606,994
Capital outlay	2,760,000	415,396	214,588	406,691	248,754	207,940	198,058
Debt Service							
Principal	390,990	341,761	326,668	312,139	—	—	—
Interest and fiscal charges	—	49,229	69,736	86,945	11,749	18,312	91,960
Note:							
* For FY 2010-11 & FY 2011-12, Public Works and Community Development were combined as one department							
** For FY 2015-16 Actuals, amounts are drafts, as the audit has not been finalized as of Nov. 10, 2016.							

It should be emphasized that despite the anticipated long-term structural deficit, balancing measures utilized thus far have achieved notable results. The most recent proposed General Fund budget for FY2016-17 will allow the City to continue providing existing services and is the first budget since the 2008 recession that departments were not recommending reductions in order to maintain the City’s General Fund reserve policy of 20 percent over the course of the two-year budget cycle. Exhibit 2 compares the revenues and expenditures from FY2010-11 to the most recent budgeted year, FY2015-16. As shown, following the period of the recession, the City’s general fund remained relatively stagnant but in FY2015-16 the expenditures and revenues increased.

Exhibit 2: General Fund Revenues and Expenditures



The effect of the recession was more than a temporary period of economic contraction as it reshaped Benicia’s fiscal landscape. Projects that are funded through the General Fund have faced serious cutbacks or funding deferral over the past decade. In response to the City’s financial situation and its citizens’ desire to maintain their quality of life, in 2014 the City Council placed Measure C on the ballot. Measure C is a 1-cent-on-the-dollar sales tax increase that goes directly to the City of Benicia and cannot be appropriated by county or state government. Measure C went into effect on April 1, 2015 and was projected to generate \$3.7 million annually. For the 2015/2016 fiscal year, the projected impacts are slightly higher at \$4.4 million. The City Council adopted an allocation plan for Measure C to provide assurance that the revenue would be used as intended. In addition to allocating sufficient revenue to sustain current service levels, the City Council dedicated more than half the estimated revenue to be collected in the first two years (\$4 million) to address badly needed infrastructure improvements such as playground equipment replacement, road maintenance (including pothole repair) sidewalk repair, equipment for fire and police operations, and pool repairs.

An updated General Fund 10-year forecast presented February 2015, showed the positive impact Measure C revenues had on reversing the budget deficit. In addition, the Measure C Sales Tax added capital funding for the General Fund. Furthermore, with the addition of Measure C revenues, the City will be able to initiate a limited number of key projects during the next two budget cycles.

7.2 – Enterprise Funds

By definition, an enterprise activity charges direct fees for services. Customers that consume goods or services such as drinking or irrigation water, waste disposal, or electricity, pay a fee. Rates are set by a governing board and there is a nexus between the costs of providing services and the rates customers pay.

7.2.1 – Wastewater Funds

The Wastewater Funds account for the operating revenues, expenses, debt service, and capital improvement costs related to providing the safe and reliable removal of wastewater generated within the City. Wastewater rates also pay for some non-point source pollution prevention and other federal and state environmental programs related to water discharge treatment systems.

Consistent with Benicia Municipal Code 13.52.040, the current monthly sewer rates for each equivalent dwelling unit are shown in Table 7-3.

Table 7-3: Sewer Rates from January 17, 2013–June 30, 2017

Year	Rate
January 17, 2013–June 30, 2013	\$45.88
July 1, 2013–June 30, 2014	\$50.01
July 1, 2014–June 30, 2015	\$53.26

Year	Rate
July 1, 2015–June 30, 2016	\$55.39
July 1, 2016–June 30, 2017	\$56.49

7.2.2 – Water Funds

The Water Funds account for the operating revenues, expenses, debt service, and capital improvement costs related to the utility. Operating activity includes costs for water supply contracts, storage, and the negotiation and management of untreated water supply to Valero Refining Company, costs related to Federal and State water quality, and environmental mandates.

For fiscal year ending June 30, 2015, the City’s water utility fund collected \$9.0 million in user fees to sustain the system. The system has \$34.9 million in capital assets, net of accumulated depreciation, financed with \$11.0 million of long-term debt. The fund made \$1.7 million in debt service payments for the year. The net position decreased by \$.3 million due to increased operating costs and the added costs of purchasing additional water as a result of the drought experienced throughout the state.

Consistent with Benicia Municipal Code 13.12.010, the current water rates are shown in Table 7-4 through Table 7-7.

Table 7-4: Water Service Rates to Residential Users

Service Charge (per unit, per month)	01/17/13– 06/30/13	July 1, 2013– 06/30/14	07/01/14– 06/30/15	07/01/15– 06/30/16	07/01/16– 06/30/17
Single-family dwelling	\$14.77	\$16.68	\$18.60	\$19.86	\$20.56
Multifamily dwelling	\$11.09	\$12.52	\$13.96	\$14.91	\$15.43

Table 7-5: Additional Volume Charges to Residential Users

Volume Charge (per unit, per month)	01/17/13– 06/30/13	July 1, 2013– 06/30/14	07/01/14– 06/30/15	07/01/15– 06/30/16	07/01/16– 06/30/17
0–8 hundred cubic feet	\$1.46	\$1.65	\$1.84	\$1.97	\$2.04
8–30 hundred cubic feet	\$2.30	\$2.60	\$2.90	\$3.10	\$3.21
Over 30 hundred cubic feet	\$2.46	\$2.78	\$3.10	\$3.31	\$3.43

Table 7-6: Water Service Rates to Commercial and Industrial Users

Monthly Service Charge (per meter)	01/17/13– 06/30/13	July 1, 2013– 06/30/14	07/01/14– 06/30/15	07/01/15– 06/30/16	07/01/16– 06/30/17
5/8- or ¾-inch	\$19.08	\$21.54	\$24.02	\$25.65	\$26.55
1-inch	\$33.90	\$38.27	\$42.67	\$45.57	\$47.16

Monthly Service Charge (per meter)	01/17/13– 06/30/13	July 1, 2013– 06/30/14	07/01/14– 06/30/15	07/01/15– 06/30/16	07/01/16– 06/30/17
1½-inch	\$76.24	\$86.07	\$95.97	\$102.50	\$106.09
2-inch	\$135.50	\$152.98	\$170.57	\$182.17	\$188.55
3-inch	\$304.85	\$344.18	\$383.76	\$409.86	\$424.21
4-inch	\$541.93	\$611.84	\$682.20	\$728.59	\$754.09
6-inch	\$1,219.32	\$1,376.61	\$1,534.92	\$1,639.29	\$1,696.67

Table 7-7: Additional Volume Charges to Commercial and Industrial Users

Volume Charge (per unit, per month)	01/17/13– 06/30/13	July 1, 2013– 06/30/14	07/01/14– 06/30/15	07/01/15– 06/30/16	07/01/16– 06/30/17
0–30 hundred cubic feet	\$1.99	\$2.25	\$2.51	\$2.68	\$2.77
Over 30 hundred cubic feet	\$2.33	\$2.63	\$2.93	\$3.13	\$3.24

7.3 – Capital Improvements

The last Capital Improvement Program (CIP) was created in 2009 and covered projects from 2009–2014. Currently, the City does not have a CIP.

The most recently adopted City budget, FY2015–17, prioritizes improvement projects, and categorizes them into four levels. Level 1 is designated for projects that are a high priority and are recommended to be funded with one-time revenues from the General Fund. There are three projects that fall under Level 1: the Enterprise Resource Planning System (ERP), the Arsenal, and St. Augustine repairs. The appropriations for these projects are anticipated to be \$1.35 million.

The items in Level 2 were recommended for funding and reviewed as part of the budget process. These items are included in the adopted FY2015–17 budget. Generally, items in Level 2 are those that staff have already received Council’s direction to proceed and/or they are mandated by an outside authority; the project can be completed with existing staffing and resource levels; and/or because it is a notable project that represents a core department function that will be completed during the next budget cycle.

The City’s 13 departments have outlined 38 projects that fall into the Level 2 category. The appropriations for these projects are anticipated to be \$14.42 million during the FY2015–17. A quarter of these funds go into the Water Meter Replacement Program, which is one of the 38 projects. This project is sponsored by the Public Works Department and will be funded by the Water Fund. Examples of other projects included in this level are the Fire and Community Development departments’ update of the Uniform Codes every three years and the Library’s update of its cataloging system. While not routine, day-to-day endeavors, these projects are representative of the department’s core functions.

Level 3 projects are those that were not proposed to be in the most recent annual budget. They were included in the project list because staff acknowledges that they are high-priority projects; however, staff also recognizes that the City lacks sufficient resources to complete these projects at this time. Five projects on this list are considered top priorities in this level, should funding become available during the biennial funding.

Finally, Level 4 are items that the City currently does not have the financial resources, staff or time available to undertake. They remain on the list as projects for consideration in future budget cycles.

7.3.1 – Assessment Districts

Assessment districts may be established by the City Council to finance needed public improvements. Establishment of assessment districts 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.

7.3.2 – 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). Examples of improvements funded with this method in Benicia are street paving and widening.

7.3.3 – Capital License Tax

The City collects a construction license tax at the time of issuance of building permits for residential structures and commercial facilities. Revenues from this tax are used solely for public facilities and buildings. Examples of public projects funded through the Capital License Tax program are Citywide ADA improvements to City—owned facilities.

7.3.4 – Development Agreement

A development agreement between the City and a developer specifies the standards and conditions that will apply for the life of a development project. A development agreement may allow, for example, a developer to increase density on his or her property in exchange for the provision of additional parkland or funding for park development. Development agreements will continue to provide a portion of park acquisition and development funding. Examples of parkland acquired through development agreements are the Benicia Community Park, Waters End Park, and Skillman Park. Other public facilities provided through a development agreement include trails, water-sewer extensions, paving, and street widening.

7.3.5 – General Obligation Bonds

General Obligation Bonds are issued by the City to finance the acquisition and construction of public capital facilities and real property. General Obligation Bond measures must be passed by a two-thirds majority of the voters within the municipality. General Obligation Bond funding is derived from increased local property taxes. The City has funded wastewater treatment plant improvements facilities through General Obligation Bonds.

7.3.6 – Park Dedication/Quimby Act

The City's Park Land Dedication Ordinance, which incorporates provisions of the Quimby Act requires, as a condition of approval of a tentative map, the dedication of land or payment of an in lieu fee to be used for the purposes of acquiring and developing parkland. The amount of dedicated parkland required is equivalent to 5 acres for every 1,000 persons in the development. Because of the requirements of the Park Dedication Ordinance, all new developments will continue to contribute a portion of the parkland necessary to serve that development. In Benicia, several parks were developed under the requirements of the City's Park Dedication Ordinance including Bridgeview, Southampton Park, Benicia Community Park, Gateway Park, Skillman Park, Solano Park, and Jack London Park.

7.3.7 – School Impact Fees

The City collects a school impact fee on all new residential and commercial development in the City. This fee is a pass-through to the school district and is authorized per state law (Proposition 1A, 1998). No school impact fee revenues accrue to the city

7.3.8 – State and Federal Grants

The City actively pursues state and federal grants for public infrastructure and facilities such as parks. A recent example is the procurement of State funding for improvements to the City's First Street Pier for parking and pedestrian improvements. The City seeks grants to implement Climate Action Plan strategies and projects that reduce greenhouse gas emissions and prepare the City for climate change. These include but are not limited to the following: electric vehicle infrastructure planning and installation, sea level rise assessments and adaptation planning, active transportation, renewable energy, and energy efficiency projects. The City has received grant funds from the California Energy Commission, the State Coastal Conservancy, and other state and federal agencies. The City also receives monies for transportation improvements from the State Gas Tax, Assembly Bill 2928, and the Transportation Development Act.

7.3.9 – Traffic Mitigation Fee

The City collects traffic impact fees for all new residential, commercial, and industrial uses in accordance with the Citywide Traffic Impact Fee Program. The fee program identifies the intersection and roadway improvements citywide necessary to mitigate the impacts from development buildout in accordance with the General Plan. Each new development is charged its fair share of costs based upon the incremental increase in traffic generated from that development. Only capital improvement projects identified in the fee program can use this revenue source.

7.3.10 – Wastewater Capacity Fund

The Wastewater Capacity Fund is used to increase the capacity needs of the City utilities as defined by demand growth from development. The fee is expected to pay for all or a portion of the costs of providing public services to the new development. The City has had very little new development in the last decade, especially since the 2008 Recession. The majority of the working capital reserves are from earlier developments. The balances in these funds are finite as the City is essentially built out.

7.3.11 – Water Capacity Fund

The Water Capacity fund is used to increase the capacity needs of the city utilities as defined by demand growth from development. The fee is expected to pay for all or a portion of the costs of providing public services to the new development.

Findings & Determinations

- 7.1 Between FY 2010–11 and FY 2014–15, the City’s general fund remained relatively stagnant but in FY 2015–16, the expenditures and revenues increased. Revenues kept pace with expenses.
- 7.2 In 2014, Measure C was approved by the voters. Measure C is a 1-cent-on-the-dollar sales tax increase that goes directly to the City of Benicia. Measure C went into effect on April 1, 2015 and was projected to generate \$3.7 million annually.
- 7.3 The City Council has allocated half the revenue for the first two years of Measure C to needed infrastructure improvements such as playground equipment replacement, road maintenance (including pothole repair) sidewalk repair, equipment for fire and police operations, and pool repairs.
- 7.4 The City’s Park Land Dedication Ordinance, which incorporates provisions of the Quimby Act requires, as a condition of approval of a tentative map, the dedication of land or payment of an in lieu fee to be used for the purposes of acquiring and developing parkland. The amount of dedicated parkland required is equivalent to 5 acres for every 1,000 persons in the development.
- 7.5 The last Capital Improvement Program (CIP) was created in 2009 and covered projects from 2009–2014. At this point in time the City does not have a CIP, but prioritizes improvement projects biennially as part of the comprehensive budget planning process.
- 7.6 The most recently adopted two-year City budget, FY2015–17, prioritizes improvement projects and categorizes them into four levels.
- 7.7 The city collects a number of fees that go directly to maintaining and upgrading infrastructure to keep pace with the needs of development. The City has received grant funds from the California Energy Commission, the State Coastal Conservancy, and other state and federal agencies. The City also receives monies for transportation

improvements from the State Gas Tax, Assembly Bill 2928, and the Transportation Development Act.

- 7.8 General Obligation Bonds are issued by the City to finance the acquisition and construction of public capital facilities and real property. The City has funded wastewater treatment plant improvements facilities through General Obligation Bonds.

8.0: Status and Opportunities for Shared Facilities

8.1 – Shared Facilities

Identification and examination of opportunities for shared facilities and resources may determine if public service costs can be reduced. The benefits of sharing costs for facilities can be numerous, including pooling of funds for economies of scale; reduced service duplications and costs; diversion of administrative functions of some facilities; and providing better overall service. Maximizing the opportunities to share facilities allows for a level of service that may not otherwise be possible under normal funding constraints.

Examples of the City and other agencies benefiting from sharing costs of a municipal service include:

8.1.1 – Animal Services

The Police Department employs one full-time Animal Control Officer who provides animal control services to the community. The City of Benicia has a financial agreement with Solano County in which Solano County provides after-hours animal control services and animal sheltering.

8.1.2 – Fire

The Benicia Fire Department is an “all risk agency” providing services in the areas of fire prevention and suppression, emergency medical services, technical rescue, and hazardous materials incident response. These services are provided by a dedicated staff operating from two fire stations within the community. The Fire Department enhances services to Benicia by responding to requests for aid from other agencies through mutual aid agreements. In return, resources are provided to Benicia when needed. Mutual Aid is requested through dispatch as the need is recognized. The Fire Department also manages automatic response agreements with neighboring agencies. Adjacent fire jurisdictions respond simultaneously to areas of Benicia that are close to their fire station. Each jurisdiction is automatically dispatched upon receiving the initial 911 call.

8.2 – Open Space and Recreation Services

The City of Benicia has a Joint Use Agreement with Benicia Unified School District (BUSD), which allows for city recreation programming at Benicia Middle School, and BUSD use of city recreation facilities.

The City of Benicia worked with the City of Vallejo to establish the Vallejo-Benicia Open Space Buffer, a permanent open space buffer between the two cities that also houses a Bay Area Ridge Trail segment.

The Solano Open Space Committee (previously Tri-City and County Cooperative Planning Group) JPA was entered into and became effective in 1995 by the Cities of Benicia, Fairfield, Vallejo and the County of Solano. The JPA plans for 10,000 acres of open space land between the three cities, with the shared goal to plan for, manage, and maintain the land for open space preservation, conservation and enhancement uses, agricultural production, and

regional parkland and recreation. Solano Land Trust has partnered with the JPA to acquire, manage, and develop trailheads and trails in some of the associated acreage.

The City also has cooperative relationship with State Parks, which has two parks wholly or partially within the City's boundaries, including an ongoing landscape maintenance agreement for a portion of the Benicia Capitol State Historic Park.

The City contracts special event and Farmers' Market management through Benicia Main Street.

8.3 – Police Department

The Police Department provides police services to the City of Benicia and currently sees no viable option to contract out any police-related service. However, the Police Department does have agreements with surrounding law enforcement agencies to provide mutual aid. In addition, the police department participates in a regional SWAT team and narcotic task force, which provide additional resources to the community.

8.4 – Solid Waste

The City contracts with Republic Services to provide street sweeping, collection of residential recyclables, yard waste, garbage, hazardous waste, and commercial refuse in the City of Benicia. Solid waste is deposited to the Potrero Hills Landfill. The Potrero Hills Landfill receives waste from Sierra foothill counties and Alameda, Contra Costa, Marin, Mendocino, Napa, Sacramento, Santa Clara, San Mateo, Solano, and Yolo Counties. The City anticipates that there will be continued shared use of the Potrero Hills Landfill by these cities.

8.5 – Stormwater

City policies require private developers to pay impact fees and install infrastructure necessary to mitigate storm drainage impacts from new developments. Storm drainage discharge occurs in locations managed by different public agencies, e.g., the U.S. Army Corps of Engineers. These trends will continue as new development occurs in the City. The City is part of a Municipal Separate Storm Sewer System (MS4) and has a Phase II small NPDES permit.

8.6 – Transportation Services

Solano County Transit (Soltrans) operates the local transit services for cities of Benicia and Vallejo. Solano Transportation Authority (STA) manages the SolanoExpress Bus service and coordinates with local transit agencies to plan, fund and improve intra-county transit connections. The California Department of Transportation (Caltrans) governs the freeways that connect the municipalities and the associated off-ramps. Communication and assistance between Benicia and Caltrans is necessary and frequent. All projects impacting state facilities are accomplished under a state encroachment permit or project approval process with review and approval by Caltrans. No additional opportunities for shared services have been identified.

8.7 – Water & Wastewater

Water and wastewater services are provided to Benicia residents and businesses by the City of Benicia. The City provides water service within city limits. The City of Benicia is separated from nearby cities and there are no feasible or cost-effective opportunities for sharing water and wastewater treatment facilities. The City operates an Environmental Laboratory Accreditation Program (ELAP)-certified lab.

8.8 – Management Efficiencies

The City uses a budget procedure and competitive bidding process to ensure avoidance of unnecessary costs associated with obtaining outside services and capital improvements construction. The City's budget and capital improvements program are reviewed and adopted annually as part of a public process that involves hearings before the City Council.

One measure of management efficiency is whether the city does long range planning. It completed an urban water management plan in 2015, a stormwater management plan, and sewer system management plan in 2009. The City reviews its strategic plan during every budget cycle. During the FY 2015-2017 the City council agreed to extend the FY 2013-2015 Strategic Plan through FY 2015-17.

The management structure of the City providing services to its lands and residents is efficient and effective, providing ongoing oversight and administration of essential government services. No opportunities for changes in management structures or organization have been identified that would result in additional efficiencies.

Findings & Determinations

- 8.1 The City collaborates with a number of other agencies in the areas of animal services, fire suppression, open space and recreation services, police, solid waste, stormwater, transportation, water, and wastewater. Cooperative agreements are in place to reduce costs and to provide enhanced services for major service responsibilities of the city.
- 8.2 The current management structure provides effective oversight and administration of essential government services. No opportunities for changes in management structures or organization have been identified that would result in additional efficiencies.
- 8.3 While the City does not have a Capital improvement Plan, the City is dedicated to long range planning. The City adopts a two year budget in odd numbered years, including the most recent fiscal plan for FY 2015-2017. In addition the City has adopted an Urban Water Management Plan, a stormwater management plan, and a sewer system management plan. Extensive planning is an important indicator of management efficiency.

9.0: Government Structure and Accountability

9.1 – Government Structure

The City of Benicia is a general law city and has a Council-Manager form of government with a separately elected Mayor and a four member city council. The Mayor is elected to a four-year term, and, separately, the remaining four members of the City Council are elected at large for alternating four-year terms. The Council appoints the City Manager and Attorney and also confirms the Mayor's appointments to all city boards, committees, and commissions. The City Clerk and Treasurer are separately elected.

The Council is responsible for governing as well as establishing the overall priorities and direction for the City's municipal government. The Council's responsibilities include adoption of city ordinances and policies; establishing short- and long-term goals for the City; and adoption of the City's budget, including approval of programs, projects, contracts, agreements, and services. Actions of the Council are regulated in accordance with applicable statutes and city procedures.

The City is staffed with eleven departments: City Manager, City Attorney, Economic Development, Administrative Services, Finance, Parks and Community Services, Library, Fire, Police, Community Development, and Public Works. City Hall, the primary location for City administrative functions, is located at 250 East L Street and is open from 9:00 a.m. to 4:00 p.m., Monday through Friday.

9.2 – Accountability

Council meetings are held on the first and third Tuesday of each month at 7:00 p.m. at City Hall. There are ample opportunities for public involvement and input at regularly scheduled meetings. The agenda and packets are posted on the City's website and available for public review. Public notices are published in accordance with the Brown Act, other applicable statutes and regulations, and city procedures. Council meetings along with many boards, committees, and commission meetings can be viewed via Comcast Channel 27, AT&T U-Verse Channel 99, or via the City's streaming video on its website.

Benicia has adopted City's Open Government Ordinance, Title 4, of the Benicia Municipal Code which states it is the goal of the City to, "make it easier for people to access city government so that they may be more informed about what their city is doing and so that they may be involved in a more meaningful and knowledgeable way. Open meetings, easier access to public records, ethical guidelines and a watchdog commission will help increase the public trust and confidence in the city government and will increase the public awareness and knowledge about their government. A well-educated public and ethical officials are essential to good government."

The City provides information to the citizens via its website, Twitter feed, Facebook page, and Nextdoor—a free social networking service for neighborhoods. In addition to its online presence, the City also provides in-person outreach. For example, recently, the City had a

staffed booth at the local farmers market to answer any questions citizens may have with regard to proposed water-rate changes.

There are myriad boards, commissions, and committees that provide abundant opportunities for citizen participation and involvement in their governmental affairs. The City's website has a list of the boards and commissions, including those listed below, as well as a posting of open seats for those who want to serve. Applications are available online.

Council/Commission/Board	Meetings	Time
Arts and Culture Commission	2nd Thursday	7:00 p.m.
Benicia Zoning Administrator Hearing	Meet as necessary	
City Council	1st, 3rd & 4th Tuesdays (Click for Calendar)	7:00 p.m.
City Council/School Board Liaison	Quarterly	8:30 a.m.
Civil Service Commission	3rd Tuesday of October 2009, January 2010, April 2010, and July 2010	6:30 p.m.
Community Sustainability Commission	3rd Monday	6:00 p.m.
Design Review	see Historic Preservation	
Economic Development Board	4th Wednesday	5:30 p.m.
Finance Committee	4th Thursday	9:00 a.m.
Historic Preservation	see Historic Preservation	
Historic Preservation Review	4th Thursday	6:30 p.m.
Housing Authority Board	4th Wednesday	6:00 p.m.
Human Services Board	2nd Monday	7:15 p.m.
Board of Library Trustees	2nd Tuesday	6:30 p.m.
Open Government Commission	Quarterly	5:00 p.m.
Parks, Recreation & Cemetery	2nd Wednesday	6:30 p.m.
Planning Commission	2nd Thursday	7:00 p.m.
Sky Valley Open Space Committee	Quarterly	7:00 p.m.

Traffic, Pedestrian & Bicycle Safety	Quarterly	7:00 p.m.
Youth Action Coalition	4th Wednesday	3:30 p.m.
Youth Commission	Bi Weekly Wednesday	5:00 p.m.
Youth Master Plan Steering Committee	1st Wednesday	4:00 p.m.

Findings & Determinations

- 9.1 The City of Benicia is a general law city and has a Council-Manager form of government with a separately elected Mayor and four council members.
- 9.2 The Council is responsible for governing as well as establishing the overall priorities and direction for the City’s municipal government.
- 9.3 The City is staffed by eleven departments, including City Manager, City Attorney, Economic Development, Administrative Services, Finance, Parks and Community Services, Library, Fire, Police, Community Development, and Public Works.
- 9.4 Council meetings along with many boards, committees, and commission meetings can be viewed via Comcast Channel 27, AT&T U-Verse Channel 99 or via the City’s streaming video on its website.
- 9.5 Public notices are published in accordance with the Brown Act, other applicable statutes and regulations, and City procedures.
- 9.6 The City provides information to the citizens via its website, Twitter feed, Facebook page, Nextdoor, and in-person outreach. Transparency and outreach enhance accessibility and accountability of city governance.

10.0: LAFCO Policies Affecting Service Delivery

In the future, as the City elects to extend its service boundary area, some of LAFCO's policies should be considered. These policies include the Sphere of Influence (SOI) policy, the Commission's adopted Standards, and the Out of Area Service Agreement Policy. LAFCO staff should be consulted early in the process to ensure policy specific requirements are met.

The Commission's SOI policy requires that the City update or amend its sphere every five years or as necessary. Additionally, the City may designate areas in its SOI as near-term or long-term. Near-term SOI areas are those the City intends to annex in 0 to 5 years, while long-term SOI areas are those the City intends to annex in the next 5 to 20 years.

The Commission has adopted eleven Standards in conjunction with the factors enumerated in GC §56668 to act as a guideline to measure the appropriateness and correctness of a proposal. Some Standards are quantitative in that specific information and minimum submittal requirements are stipulated. Other standards are qualitative and require specific documentation by the applicant. In deciding change of organization proposals, the Commission needs to make determinations on the degree of compliance or non-compliance for each Standard citing fact to support each determination. In addition, the Commission has determined that six of the Standards (numbers 1–6) are mandatory; LAFCO must make determinations of full compliance with the mandatory Standards to approve a proposal. The other five Standards (numbers 7–11) are discretionary; LAFCO may make determinations of less than full compliance with one or more of the discretionary standards and still have the discretion to approve or deny a proposal.

There are instances when a city may desire to extend services outside its jurisdictional boundaries for a specified service(s). GC §56133 describes the conditions that authorize LAFCO to approve out-of-area service extensions. Generally, out-of-area service requests within an agency's SOI are permissible so long as it is an anticipation of a later change of organization. For areas outside of an agency's SOI, the Commission must make a finding that there is an existing or impending threat to the health or safety of the public or the residents of the affected territory.

Findings & Determinations

- 10.1 LAFCO's Sphere of Influence, adopted Standards and Out of Area Service Agreement are policies the City will have to consider if they propose to extend services to future service delivery areas.

11.0: Summary of Findings & Determinations

- 4.1 Benicia had a population of 26,997 in 2010.
- 4.2 ABAG projects that by 2040, Benicia's population will increase by 4,403 residents to 31,400. That averages to about 0.5% annually, which is consistent with recent growth.
- 5.1 There are no disadvantaged unincorporated communities within or contiguous to Benicia's SOI.
- 6.1.1 The Benicia Police Department is responsible for animal control. The City has an after hour services agreement with the Solano County Sheriff's office for animal control and the City has a MOU with Solano County for animal shelter services. Animal Control services are adequate
- 6.2.1 Services provided by the Benicia Fire Department include fire suppression, fire prevention, basic and advanced life support medical services, technical rescue services, disaster preparedness, code enforcement, and vegetation management services.
- 6.2.2 Fire suppression and emergency medical services are provided by the City Fire Department from two fire stations.
- 6.2.3 The average Fire Department daily staffing level is eight firefighters per day plus a Chief Officer. The Department's staffing allows engine companies three staff members, including a captain, engineer, and paramedic firefighter; and it allows rescue companies two staff members, including an engineer and paramedic firefighter or firefighter.
- 6.2.4 The total request for service (call) for fiscal year 2015-2016 was 2,465. The breakdown of those calls for the same fiscal year was 61.22 percent medical, 5.80 percent rescue, and 32.98 percent other types of calls.
- 6.2.5 To provide for future buildout of the Benicia Industrial Park located on the vacant, 527-acre Northern Gateway property, an additional fire station and additional staffing may be needed to meet response and service standards.
- 6.3.1 Average emergency response times are tracked and available through the department's automated computer aided dispatch (CAD) system. The program was last updated during the budget cycle 2013-2015 to include a new auditing process for police reports and to streamline state reporting requirements.
- 6.3.2 For in-progress or life-threatening emergency calls (Priority 1) the average response time from 2013-2014 was 6 minutes and 21 seconds.

- 6.3.3 The Benicia Police Department currently has 51 full- and part-time staff members. Thirty-two staff members are sworn officers. The current ratio is about 1.18 sworn officers per one-thousand population, and is consistent with nearby cities of similar size.
- 6.3.4 The police station is inadequate both in size and in modern police function. Police operations are located in two separate buildings, including a temporary building used for investigations. The temporary building is out of compliance with the City of Benicia's building codes. At this time, funding is not available to construct a new police station.
- 6.4.1 Within the city limits are 48 parks, facilities, and public access areas totaling 1,248 acres. These include state facilities, a regional park, community parks, neighborhood parks, and other outdoor recreation improvements.
- 6.4.2 The City has more than adequate regional parkland but is deficient in community and neighborhood parks. The Parks, Trails & Open Space Master Plan identified a shortfall of 35 acres of neighborhood parks and 18 acres of community parks and since the Parks, Trails & Open Space Master Plan, two neighborhood parks have been added with facilities appropriate to the size of the parks.
- 6.4.3 The City's 1997 Parks, Trails & Open Space Master Plan recommends the development of new park and outdoor recreation facilities keep pace with the growth of the City.
- 6.5.1 The City's Public Works Department is responsible for the operation, maintenance, design, construction, and repair of the City's public infrastructure.
- 6.5.2 Improvements to the local street network are included in the City's Traffic Impact Fee Program where future development pays its fair share of costs to address the future capacity needs of development. Measure C revenues will assist with some long term maintenance and replacement costs.
- 6.5.3 Other transportation projects, such as freeway mainline improvements, park & ride lots, and major transit improvements are included in the long-range plans of the Solano Transportation Authority.
- 6.5.4 Through a joint powers agreement between the cities of Benicia and Vallejo, and the Solano Transportation Authority, Solano County Transit (SolTrans) was created to build a unified public transit system in southern Solano County.
- 6.6.1 The City has a contract with Republic Services, a local franchised hauler, for curbside garbage collection.
- 6.6.2 Solid waste is taken to Keller Canyon Landfill in Pittsburg, California. It is projected that the landfill will reach capacity in 2078.

- 6.6.3 The remaining permitted disposal capacity at the landfill is adequate to handle the projected waste generation through buildout of the General Plan.
- 6.7.1 The Benicia Public Works Department is responsible for the design, construction, operation, and maintenance of storm drain facilities within the city limits.
- 6.7.2 All the City's stormwater is conveyed both by natural and man-made channels, and by drainage culverts to the Carquinez Strait.
- 6.7.3 All the sub-basins are served by natural or constructed drainage systems, such as creeks, ditches, and storm drain culverts.
- 6.7.4 The City of Benicia has adopted a Stormwater Management and Discharge Control Ordinance to address stormwater control within the City.
- 6.7.5 The State General Permit requires development of a guidance document and implementation of tasks annually. The City has implemented a number of the elements including recycling programs, educational documents, storm drain mapping, street sweeping, drainage inlet cleaning, storm drain stenciling, and annual outfall monitoring.
- 6.7.6 Measure C revenues will assist with some long term maintenance and replacement costs.
- 6.8.1 The City of Benicia owns and operates the facilities providing wastewater collection, treatment, and discharge within the city limits.
- 6.8.2 The plant treats an average dry weather flow capacity of 4.5 million gallons per day (mgd) and has a sustained wet weather secondary treatment capacity of 11 mgd. Currently, the plant discharges an average dry weather flow of approximately 2.0 mgd (2015 data).
- 6.8.3 Capacity of the plant is adequate to handle wastewater generated by both existing and projected uses within the city limits.
- 6.8.4 Future development of the Northern Gateway property will require additional analysis of the collection system to determine capacity constraints and identify needed improvements to accommodate the increase in wastewater to be conveyed.
- 6.9.1 Benicia owns and operates the facilities providing potable water to users within the city limits.
- 6.9.2 The City contracts to receive Delta water via the NBA through agreements with the Solano County Water Agency for State Water Project (SWP) water and with the California Department of Water Resources for Settlement Water. The City also receives Lake Berryessa water from the SWP through agreements with the City of Vallejo and the Solano Irrigation District.

- 6.9.3 The City maintains emergency storage at Lake Herman with a capacity of 1,390 acre-feet at full pool. Lake Herman has an average yield of 500 to 1,000 acre-feet annually with no yield during dry years.
- 6.9.4 Approximately half the City's raw water demand is sold to and used by the Valero Benicia Refinery.
- 6.9.5 The City's total water supply (contracted and by right) is 30,175 AFY.
- 6.9.6 The projected total raw water demands are expected to increase from approximately 10,863 AFY in 2010 to 11,940 AFY in 2035. Even with the additional demand the city has adequate supply from a diversity of sources to meet those demands.
- 7.1 Between FY 2010–11 and FY 2014–15, the City's general fund remained relatively stagnant but in FY 2015–16, the expenditures and revenues increased. Revenues kept pace with expenses.
- 7.2 In 2014, Measure C was approved by the voters. Measure C is a 1-cent-on-the-dollar sales tax increase that goes directly to the City of Benicia. Measure C went into effect on April 1, 2015 and was projected to generate \$3.7 million annually.
- 7.3 The City Council has allocated half the revenue for the first two years of Measure C to needed infrastructure improvements such as playground equipment replacement, road maintenance (including pothole repair) sidewalk repair, equipment for fire and police operations, and pool repairs.
- 7.4 The City's Park Land Dedication Ordinance, which incorporates provisions of the Quimby Act requires, as a condition of approval of a tentative map, the dedication of land or payment of an in lieu fee to be used for the purposes of acquiring and developing parkland. The amount of dedicated parkland required is equivalent to 5 acres for every 1,000 persons in the development.
- 7.5 The last Capital Improvement Program (CIP) was created in 2009 and covered projects from 2009–2014. At this point in time the City does not have a CIP, but prioritizes improvement projects biennially as part of the comprehensive budget planning process.
- 7.6 The most recently adopted two-year City budget, FY2015–17, prioritizes improvement projects and categorizes them into four levels.
- 7.7 The city collects a number of fees that go directly to maintaining and upgrading infrastructure to keep pace with the needs of development. The City has received grant funds from the California Energy Commission, the State Coastal Conservancy, and other state and federal agencies. The City also receives monies for transportation improvements from the State Gas Tax, Assembly Bill 2928, and the Transportation Development Act.

- 7.8 General Obligation Bonds are issued by the City to finance the acquisition and construction of public capital facilities and real property. The City has funded wastewater treatment plant improvements facilities through General Obligation Bonds.
- 8.1 The City collaborates with a number of other agencies in the areas of animal services, fire suppression, open space and recreation services, police, solid waste, stormwater, transportation, water, and wastewater. Cooperative agreements are in place to reduce costs and to provide enhanced services for major service responsibilities of the city.
- 8.2 The current management structure provides effective oversight and administration of essential government services. No opportunities for changes in management structures or organization have been identified that would result in additional efficiencies.
- 8.3 While the City does not have a Capital improvement Plan, the City is dedicated to long range planning. The City adopts a two year budget in odd numbered years, including the most recent fiscal plan for FY 2015-2017. In addition the City has adopted an Urban Water Management Plan, a stormwater management plan, and a sewer system management plan. Extensive planning is an important indicator of management efficiency.
- 9.1 The City of Benicia is a general law city and has a Council-Manager form of government with a separately elected Mayor and four council members.
- 9.2 The Council is responsible for governing as well as establishing the overall priorities and direction for the City's municipal government.
- 9.3 The City is staffed by eleven departments, including City Manager, City Attorney, Economic Development, Administrative Services, Finance, Parks and Community Services, Library, Fire, Police, Community Development, and Public Works.
- 9.4 Council meetings along with many boards, committees, and commission meetings can be viewed via Comcast Channel 27, AT&T U-Verse Channel 99 or via the City's streaming video on its website.
- 9.5 Public notices are published in accordance with the Brown Act, other applicable statutes and regulations, and City procedures.
- 9.6 The City provides information to the citizens via its website, Twitter feed, Facebook page, Nextdoor, and in-person outreach. Transparency and outreach enhance accessibility and accountability of city governance.
- 10.1 LAFCO's Sphere of Influence, adopted Standards and Out of Area Service Agreement are policies the City will have to consider if they propose to extend services to future service delivery areas.

12.0: References

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