

LAND USE AND CIRCULATION ELEMENTS
OF THE
GENERAL PLAN

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(The Environmental Impact Report is available under separate cover.)

I. INTRODUCTION

A. Scope of Plan and Use of Plan

The General Plan is a description of how the City intends to develop. It consists of nine mandatory elements: Land Use, Circulation, Housing, Conservation, Open Space, Seismic Safety, Noise, Scenic Highways and Safety.

The Land Use Element is the core of the General Plan. It designates the proposed general distribution, location, and extent of the uses of land for housing, commerce, industry, open space, educational facilities and other public buildings. The element also includes a statement describing standards of population and building density for each land use area.

The Circulation Element describes the general location and extent of existing and proposed major thoroughfares, transportation routes, and terminals. The element is closely correlated with the Land Use Element.

Both elements include short, middle and long-range plans and a guide for implementation.

The Elements, as part of the overall General Plan, are used as a point of reference by public officials when making decisions on such things as subdivisions, capital improvements, neighborhood rehabilitation, public acquisition, and changes to the Zoning Ordinance.

The Elements of the General Plan must be long-range, comprehensive and general. They must be understandable and available to the public because the policies in the Elements can be carried out only if they have public support.

As policies and conditions change, the Elements should be changed. It is recommended that a biennial review of the General Plan be undertaken reflecting new constraints and opportunities.

B. Vallejo's Historical Role

The overall growth rate of Vallejo from incorporation to 1975 was relatively slow with rapid growth occurring only as a result of Vallejo's role in wartime preparation. Because Vallejo has been heavily dependent on a single employer, Mare Island Naval Shipyard, the local economy has been particularly sensitive to changes in federal defense policy.

Beginning in 1976, Vallejo has experienced rapid growth. For comparison, 1,249 building permits for single-family homes were issued in 1977, while for the previous twelve years an average of 218 single-family residential building permits were issued. Large, vacant tracts of land, availability of water and sewer capacity, and City policies encouraging growth have provided the impetus for the new growth.

C. Vallejo's Future Role

Vallejo will continue to grow in population with 88,349 people projected for 1985, 95,653 people by 1990, and 114,636 people by the year 2000. This growth will result primarily from the growth of the San Francisco Bay region. Local secondary, retail type services will expand and increase in number. However, because there is a limited amount of land reserved for industrial use, expansion in this area will not be dramatic.

As a result, more and more people who are attracted to Vallejo to live will be commuting to jobs elsewhere, primarily downbay. For these residents, more time is likely to be spent in these jobs and in commuting than actually living in Vallejo. This time, along with shopping and after-hour association with friends from work, will mean that these residents will identify with the Bay Area as a community and not just with Vallejo or Solano County alone. Residents will expect Vallejo to be comparable to downbay cities with regard to the variety and quality of retail goods and services.

Table 1
Projected Growth

	Total Population	Housing Units
1980	80,303*	30,310*
1985	88,349	32,343
1990	95,653	36,203
2000	114,636	44,603

*1980 Federal Census

Plan Summary

The goals of the Land Use-Circulation Element call for a city which will be:

Convenient, allowing people to live near shops and the place of employment;

Exciting, with a greater mix of land uses and revitalization of the Downtown;

Compact, reducing transportation costs and the costs of delivering city services;

Attractive, taking advantage of the waterfront and hillside setting and the well preserved residential neighborhoods;

Safe, using standards based on desired performance for evaluating new land uses and expansion of the transportation system to insure safe operations;

Distinctive, providing open space buffer areas between adjoining cities to preserve each city's identity.

This document replaces the 1966 Area Plan for South Solano County, which served as Vallejo's Land Use, Circulation and Housing Elements. Major changes incorporated into this document include a goal to preserve an open space buffer between Vallejo and the adjoining communities of Fairfield and Benicia, a goal to develop additional employment in Vallejo in order to reduce the number of commuters and provide jobs for residents joining the work force and a goal to use a variety of transportation means to move goods and people. Numerous goals of the 1966 Plan have been incorporated into this document including taking advantage of natural and man-made resources, encouraging more well designed commercial development and providing maximum access to the waterfront.

The Plan serves primarily as a policy document, with each goal area having numerous policies that work toward achieving the goal.

The Plan includes a chapter describing implementation measures available to the City to carry out the goals and policies. An environmental impact report on the Plan which describes the impacts and suitable mitigation measures has also been prepared. This report should be considered a part of the plan.

II. RELATIONSHIP TO OTHER ELEMENTS OF THE GENERAL PLAN

The Land Use Element must be internally consistent with all other elements of the General Plan. The following list describes, in general, the basic concerns of the other elements and how they affect decisions to be made in the Land Use Element. Throughout the Goals and Objectives section reference has been made to other elements and how they influence land use policy.

A. Housing Element

Future housing needs, including type, size and price of units are addressed. Policies for arresting neighborhood decline and encouraging housing conservation are described.

B. Open Space/Resource Conservation Element

This element describes the environmental constraints, including maintenance of air and water quality, soil and slope conditions, vegetation, floodplains, and fire hazards. Land particularly valuable for park or open space is delineated on the Open Space map. The Park and Recreation Plan which gives standards for size and location of parks is also a part of this element.

C. Seismic Safety Element

Land that would be particularly susceptible to earthquake damage is mapped. The element describes uses that are appropriate given a particular hazard and conditions that may make a use safe in an unstable area.

D. Safety Element

Fire, structural safety and flooding are addressed in this element. Methods of developing that reduce the hazards of fire and flooding are described.

E. Circulation Element (a part of this Plan)

This element describes the circulation policies needed to properly service the land use patterns. These policies give direction for location of major thoroughfares and bus routes.

F. Scenic Highways Element

A map of the potential scenic highways is included in this element with policies for enhancement of each route. Special design and landscaping standards will apply to land uses adjacent to scenic routes.

G. Noise Element

This element describes the impact of noise on different land uses and has policies for insuring that noise sensitive land uses are not proposed for high noise areas.

IV. LAND USE GOALS AND POLICIES

A. City Identity

Vallejo has a superb natural setting with many existing fine residential areas on the hills. A heavy dependence on shipyard economy has influenced the development of the city, creating boom periods during wartime and slack periods at other times. Recycling of all old Navy housing areas has reduced the outward physical impact of this dependency. A large part of the city, built during the most recent boom of the late 1940's and 1950's needs to be refurbished. New businesses and housing developments stand out in sharp contrast.

Each city in California has an ultimate physical boundary or "sphere of influence" which has been approved by a County level Local Agency Formation Commission (LAFCO). The main purposes of the LAFCO are to discourage urban sprawl and to encourage the orderly formation and development of cities and special districts. In determining the sphere of influence of each city, several factors are considered, including service capabilities, future population growth, type of development planning for the area and agricultural preserves.

Vallejo still has the opportunity to use the sphere of influence boundary in establishing a physical identity distinct from the surrounding communities.

1. Goal: To establish a strong city identity.

Policies:

- a. Require Specific Area Plans prior to approval of development in the following areas:
 - 1) Sky Valley Area
 - 2) Cullinan Ranch site
- b. Maintain open space buffer areas between Vallejo and the surrounding urban areas.

Urban Design

The Plan envisions a community which has preserved its unusual natural features and captured its water for the delight of residents and visitors. The Plan also recognizes the importance of urban design including architecture, signs, and landscaping in providing an atmosphere pleasing to residents and people traveling through town.

1. Goal: Take advantage of the hills, waterfront and other natural features in creating a unique identity.

(For policies, see Section B. Residential Development Goal 7, Section E. Waterfront Development Goal 1, and F. Parks and Open Space Goals 1 and 2.)

2. Goal: Encourage a design theme unique to Vallejo.

Policies:

- a. Develop design themes (or theme) for the City that recognize Vallejo's heritage and physical setting.
 - b. Discourage businesses from using unusual structural or trim design for advertising, but rather encourage the use of an overlying theme.
3. Goal: Stress the importance of landscaping and sign and building design in upgrading the community image.

Policies:

- a. Upgrade the street tree program in old and new areas to provide a design element to the street, lower energy demands, improve air quality, deflect wind, reduce water runoff and lower noise levels.
- b. Encourage private rehabilitation in older neighborhoods.
- c. Review the Sign Ordinance for possible revisions and provide for vigorous enforcement.

Urban Texture

Conventional planning and zoning practices tend to segregate uses into large districts. This has resulted in a monotonous uniform texture for much of the community. On the other hand, many older areas in the city that have built up without any overall planning or land use regulations have a mix of uses which in some cases has caused problems for the neighborhood in terms of noise, lack of parking, and traffic. A planned mix of uses can provide a richer, more exciting environment.

Where performance standards or design criteria cannot expect to eliminate conflict between two land uses and significant physical separation is needed, buffers should be used. Freeways, large streams, parks, and transition uses can act as buffers.

4. Goal: To have a planned variety of land uses within each neighborhood.

Policies:

- a. Encourage the use of the Planned Unit Development.
- b. Approval of uses on the edges of a zoning or general plan land use district should include provisions for insuring compatibility.

B. Residential Development

To the average individual family, the purchase of a new home is the major lifetime investment. Residential areas have a great social,

economic and emotional importance, and should receive due attention and care in planning.

The objective in planning residential areas is to create and maintain good places to live. A good place to live means different things to different people so that a great variety of types of developments are needed to fit personal and economic differences. There are some aspects of residential areas, however, that are generally thought desirable by almost everyone. These are stated below as goals for residential areas.

Creating Neighborhoods

The image and character of Vallejo is a composite of several things: the individual neighborhoods, the views and topography, the major streets, waterways and open spaces, and the building forms. The pattern created gives a sense of purpose to the City and means of organization and orientation for human activity. It is important that new developments have a recognizable pattern and that the pattern of older neighborhoods be preserved.

1. Goal: To have within each neighborhood an image, sense of purpose and means of orientation.

Policies:

- a. Encourage existing neighborhoods and new developments to form improvement associations; encourage input from recognized groups on development proposals.
 - b. Safe and convenient internal circulation for autos, pedestrians, emergency vehicles and bicycles should be provided. Ideally, major thoroughfares should surround, but not cross, the neighborhood.
 - c. Each neighborhood should have variation in textures of development through variation in dwelling types, in intensities of development and the patterning of uses and open spaces. Use the Site Development Review process to obtain a similarity of style yet a diversity of detail within a development.
 - d. Recommend that developers use a theme in naming subdivision streets and use special street trees, light standards and other amenities to enhance new neighborhoods.
2. Goal: To have schools, parks and other neighborhood facilities readily available to each neighborhood.

Policies:

- a. Locate elementary schools and day care centers on major collectors; locate neighborhood parks and community centers adjacent to elementary schools except where higher priority is given to preserving an unusual or unique natural feature.

- b. Locate churches within neighborhoods on major thoroughfares.
- c. Locate small neighborhood shopping centers on the periphery of neighborhoods on major thoroughfares. Multi-family housing should be located adjacent to the shopping areas.

Meeting Diverse Housing Needs

Four levels of residential development are shown on the Land Use Map to reflect the different densities and housing types which will need to be accommodated.

Residential densities are expressed in terms of the number of housing units per gross acre. Thus, a gross acre includes not only the net area required for actual residential use, but also the area required for minor and collector streets, utilities, and public open space for recreation corridors, required to serve the housing area involved. Uses such as major streets, schools, neighborhood and community parks, churches, commercial areas and other uses which serve several neighborhoods or the community at large are not included in the term "gross acreage" for purposes of calculating the allowable number of housing units in a given area.

To determine the holding capacity for a particular area, the average of the density range (e.g., Urban Low Density range is 1 to 8 units per acre). The average for the area would be 5 units per acre.

- 3. Goal: To have attractive residential areas that provide for the diverse housing needs of the community.

Policies:

- a. Encourage within each neighborhood a variety of housing types: condominiums and rentals as well as conventional owner-occupied units; single family attached units, townhouses and apartments as well as detached single family units; units priced for low and moderate income families as well as middle income families; units in a variety of types for couples and individuals as well as units for families with several children, etc.
- b. Use of the following density ranges for determining holding capacity of areas within the planning area: These densities may be intermixed under the Planned Unit Development approach.
 - 1. Rural Residential: for areas on the urban fringe to provide a transition between more highly developed areas and agricultural and open areas surrounding the community: 2.5 - 15 acres per unit.
 - 2. Urban Low: for the majority of land uses for residential purposes to provide a transition from lower to the higher densities found in the city center: 1 to 8 units per acre.
 - 3. Urban Medium: for areas within the central city where the level of urban services cannot support higher densities,

4. Urban High: for areas adjacent to large community shopping areas and convenient to a variety of services such as large parks, schools, and major employment centers; locations close to the Downtown are especially suitable for the elderly and handicapped whose mobility is limited; more than 12 units per acre.
- c. It is desirable that senior citizens' housing be located where it will be well served by public transportation and near such services as health care and recreation. Senior citizen housing should be encouraged near the senior citizens' center.

Insuring Compatibility

Although it is considered desirable to have a diversity of residential units within a given area, this can result in conflicts, especially between owner occupied and rental units. The following policies affecting site planning procedures for multi-family units can mitigate the impact of large scale multi-family residential developments on adjoining single family units.

4. Goal: To insure compatibility between residential developments of different densities.

Policies:

- a. Provide buffer zones and utilize other design measures to insure privacy between existing single family residential development and large scale, multi-family development. A medium density buffer between low density and high density developments is an appropriate measure for insuring privacy of low density developments.
- b. Multi-family units should be placed so that the major part of the traffic generated by the development does not use roads through a lower density development, especially on collector streets.
- c. Multiple-family units should make full use of compatible materials and architectural detail to achieve a sense of scale comparable to the adjoining single-family units; such units should, through the site design process, be oriented around a common open space and should, overall, have the same degree of open space area as adjoining single-family units.

The older neighborhoods, with their unique architecture and well established landscaping are a visual and social resource for the City. These neighborhoods give the City a heritage as well as provide a large supply of medium priced housing. Particular care must be taken when locating new housing in older neighborhoods. In some instances a lot is simply too small to permit good site development.

5. Goal: To maintain and conserve the character and housing stock of existing neighborhoods.

Policies:

- a. Conserve existing, sound housing and existing neighborhoods from avoidable adverse land use and zoning changes, traffic increases, and other potentially blighting influences.
 - b. Respect the character of older development nearby in the design of new buildings, including bulk and texture.
 - c. Target neighborhoods having older homes in need of rehabilitation should be identified through the neighborhood planning process. A presale inspection program should be considered as a possible implementation measure.
6. Goal: To create neighborhoods that are socially responsive.

Policies:

- a. Orientation of homes should encourage interaction between neighborhoods and individual residences.
- b. The City should encourage home improvement associations to participate in the home alert program offered by the police department and the fire prevention program offered by the fire department.

Preserving Resources

As described more fully in the Open Space/Resource Conservation Element, the City has several natural assets, such as the hills and waterfront, which should be used to the best advantage through special development controls. In one case, this will indicate preservation of a natural creekbed; in another case, it may indicate siting of houses to take advantage of a superb view.

7. Goal: To capture and preserve natural and physical features.

Policies:

- a. Development in hilly areas should be designed to capture views and the development, in turn, should be pleasing to observe from a distance.
- b. The Hillside Development Guidelines should be followed closely.
- c. Major drainage areas, particularly those indicated as blue line or intermittent blue line streams on U. S. Geological Survey maps, which fall under the jurisdiction of the State Department of Fish and Game, should be retained. New development should be designed to take advantage of the existing drainage pattern unless revisions to the topography result in a better development plan.

- d. Residential waterfront developments should be oriented to the water either through park development, marina, or high use facilities and should have continuous public access.

Owners of both new and old housing units can benefit from resource conservation techniques. New technology involving renewable resources together with conservation practices can reduce the cost of maintaining a home.

8. Goal: To conserve natural resources in new and old homes and neighborhoods.

Policies:

- a. Housing units should be sited to take advantage of passive solar heating techniques; where this is not possible, overhangs should be required on east, south and west elevations. Energy and water conservation features should be encouraged.
- b. Open space areas within subdivisions and in open space preserves should be planted with drought and fire resistant plants to reduce costs and hazards. Maintenance of open space areas created by a land subdivision should be the responsibility of those who benefit: individual homeowner where possible or the homeowners' association or subdivision maintenance district when the area is large or prominent enough to benefit the entire subdivision.

C. Commercial Development

Because Vallejo, compared to surrounding communities, is not in as favorable a position for industrial development, commercial development is of importance to the City. Estimated retail trade is expected to grow rapidly in proportion to the current growth rate now being experienced in the residential areas. Table 2 describes the potential for commercial sales growth for Vallejo.

Table 2

PROJECTED COMPARISON GOODS POTENTIAL VALLEJO				
	1976	1980	1985	1990
Population	75,000	86,200	98,800	111,400
Per Capita Expenditure	\$825	\$875	\$920	\$965
Total Comparison Goods	\$62M	\$75M	\$90M	\$108M
Total Local Capture Potential (80%)	\$50M	\$60M	\$72M	\$86M
Department Store Potential	\$24M	\$28M	\$34M	\$40M
Existing Sales to Vallejo Residents	\$23M	\$23M	\$23M	\$23M
Residual Potential (Leak- age Assuming No New Facilities)	\$1M	\$5M	\$11M	\$17M
Non-Department Store Potential	\$26M	\$32M	\$38M	\$46M
Existing Sales to Vallejo Residents	\$23M	\$23M	\$23M	\$23M
Residual Potential (Leakage Assuming No New Facilities)	\$3M	\$9M	\$15M	\$23M
Total Residual Potential	\$4M	\$14M	\$26M	\$40M

Projections in 1977 dollars

Source: Keyser Marston Associates, Inc.

The City has the advantage of an existing and proposed circulation system that makes it a major regional crossroads. The City's current downtown redevelopment project, with its commercial areas, parking and civic center, will be a vital factor in the City's ability to capitalize on this advantage. Whether in fact Vallejo does become a dominant commercial center will depend in final analysis upon decisions of private commercial enterprise. The City can, however, create the circumstances which favor the private decisions to locate in the City.

Major Commercial Areas

There are five major commercial sites designated on the General Plan: (1) Downtown, (2) Northeast Quadrant along I-80 between Columbus and Redwood Parkways, (3) Larwin Plaza area, (4) Tennessee Street between Mare Island Way and Tuolumne Street intersection, and (5) Springs Road between I-80 and Columbus Parkway.

An economic evaluation done in 1978 states that the "leakage" (i.e., dollars spent by Vallejo residents outside Vallejo) by 1985 will be sufficient to support new major retailers in Vallejo. The City must determine where this new growth should take place: In the downtown-waterfront area, along the Larwin Plaza-Sonoma Boulevard corridor, or in another outlying area.

The Land Use Element proposes that the five major commercial areas described above be delineated as follows:

- (1) Downtown: The historic character would be enhanced. In general, first floor space would be reserved for retail commercial uses and office space would be located on the above floors as it discourages pedestrian shoppers. The retail commercial uses would be primarily specialty stores to be supported by the entire Vallejo trade area. The retail and office uses, together with the Civic Center, would have regional drawing power.
- (2) Northeast Quadrant Area: The original master plan indicated 131 acres devoted to a regional commercial center and an office complex. The Land Use Element recommends that a large portion be reserved for professional offices and business park type uses. This area would be appropriate for large scale buildings which require large amounts of parking. The area should be carefully planned to provide a pleasing aspect to both residents and people traveling along I-80 and to avoid adverse effects on nearby residential developments. Retail commercial uses at the subregional level would be appropriate in the Northeast Quadrant. If a regional commercial complex is proposed, however, there should be a study of the financial impacts such a complex will have on existing retail commercial areas and the City as a whole.
- (3) Larwin Plaza Area: The Plaza itself should be encouraged to renovate. Some adjoining vacant land should be reserved for residential use. Strip commercial development along Sonoma Boulevard should be avoided.
- (4) Tennessee Street: This strip commercial street should be reserved primarily for auto-oriented uses, except where a climate exists for healthy pedestrian-oriented development, e.g., the 900 block of Tennessee Street. Conversion of existing houses into commercial uses should be done in a manner that is compatible with the original building design.

- (5) Springs Road: This strip commercial street provides the primary shopping area for the residences east of I-80 and south of Tennessee Street. Merchants should be encouraged to upgrade signs, exterior facades and landscaping. Where suitable land area is available, commercial complexes should be encouraged to create focal points.

Type of Commercial Development

There are several types of commercial developments: retail commercial, general commercial, medical service, commercial recreation and professional office. Within each of these areas, there are several different uses of varying intensity and scale. Because there is such a wide range in retail commercial development, it is described in a separate section. Location of each individual use should be evaluated in relation to its compatibility with the surrounding land uses, particularly for those uses which require conditional use permits by the zoning ordinance.

General Commercial uses customarily include building materials stores, lumber yards, wholesaling, warehousing and similar heavy uses not requiring central locations and not oriented to pedestrians. Two principal general commercial areas are shown on the Land Use Map, one along Broadway between Redwood and Tuolumne Streets and one between Sonoma Boulevard and Broadway north of Sears Point Road.

Medical Services tend to congregate in special areas in order to provide the wide range of services in a reasonably compact area. Such services include doctors' offices with their many specialities, dentists, convalescent hospitals, medical pharmacies, X-ray laboratories, and special testing laboratories. Such groupings are often near a hospital. There are three areas in Vallejo that would fall in this category: the Kaiser Permanente Center on Sereno Drive, Vallejo General Hospital off Tuolumne Street and Broadway Hospital on Broadway.

Commercial Recreation is visitor-oriented commercial development located strategically in relation to highway travelers, but also serving recreation needs. Motels, restaurants and bowling alleys are examples of appropriate uses. In some cases, the location of recreation facilities may be tied to a particular site. For example, both the waterfront and parts of the Sulphur Springs Mountain area lend themselves to recreational uses in conjunction with the natural features.

Professional Offices. Two types of professional office areas are envisioned in the planning area. One is to be for low-density office activities with modest space and parking requirements. Although such uses are intrinsically compatible with all other uses, they are unique in that they are highly compatible with residential development and should be used as a transition between

high-intensity commercial areas and residences. Structurally sound residential buildings that are no longer economically viable as homes and nonconforming commercial buildings adjacent to the residential uses should be considered for professional office use.

The second type of professional office area is for high-density office activities on large acreages in outlying locations with good accessibility. Large office complexes with a mixture of such uses as law firms, insurance companies, architects and other related professional or technical businesses would be appropriate as well as home offices for large companies.

1. Goal: To have an adequate amount of well designed commercial development areas of each type.

Policies:

- a. Publish an annual report on commercial, residential and industrial development including population and employment projection for use by and to encourage prospective commercial developers.
- b. Conversion of old houses into commercial uses should be done with extreme care to preserve the character of older houses of historical value and to avoid the tacked on look. Conversion of older houses without provision of adequate parking should be limited to only those uses that require little parking or where there is other adequate off-street parking. Special consideration should be taken prior to permitting hazardous occupancies in older buildings.
- c. Large parking lots should be buffered from the street and other less intense uses with landscaped berms and/or grade changes. Where possible, buildings should be located close to the street with parking behind. In this way, parking can be shared and reduced overall. Parking lots should be subject to access easements to allow the City to require connections between parking lots at a future date.
- d. Heavily traveled commercial streets, for example, Sonoma Boulevard, should be landscaped to reduce impact and to provide a sense of enclosure. Utility lines should be placed underground.

Levels of Retail Commercial Development

There are three levels of retail commercial development considered in the General Plan: regional, community and neighborhood convenience. Table 3 shows recognized standards for commercial development. (Note: The numbers on this table should be considered approximations.)

Table 3

	<u>Neighborhood</u>	<u>Community</u>	<u>Regional</u>
Major Functions	Provides convenience goods, personal services.	Provides convenience goods, personal services, professional, financial and automobile services plus limited variety of shopping goods.	Provides limited convenience goods, personal services, professional and business services plus dept, variety and choice of shopping goods.
Number of Stores	4-15	20-50	50-100
Leading Tenants	Food market, drugs, liquor, service stations.	Variety store, small department store, apparel, food market, drugs.	One or more department stores, variety stores, drugs, apparel, shoes, professional offices.
Distance Apart	1 to 1½ miles	2 to 2½ miles	3 to 8 miles
Driving Time	2 to 3 minutes	5 minutes	15 minutes
Population in Trade Area	5,000 to 10,000	25,000 to 50,000	100,000 or more
Site Area	4 to 8 acres	15 to 25 acres	60 acres or more
Parking Requirements*	3 to 1	3 to 1	3 to 1
Acres/1000 Population	9.8	0.9	0.6

*3 sq. ft. of parking to 1 sq. ft. of floor area

A regional center would be a downtown or a major shopping center with large department stores. Regional shopping centers now exist in Concord, Richmond and Fairfield. Regional facilities are sensitive to competitive locations. There are three areas in Vallejo which have been evaluated in terms of development or redevelopment as a regional center: Downtown, Sonoma Boulevard-Larwin Plaza area, and the Northeast Quadrant. The plan recommends that if a new regional commercial shopping center is proposed, a study describing the financial impact on existing retail commercial areas and the City as a whole should be prepared.

Community shopping centers contain a variety store and usually a small department store. Larwin Plaza area is of this magnitude. There are also two commercial streets, Springs Road and Tennessee Street, which may develop enough comparison shopping to serve as community shopping facilities.

Neighborhood convenience centers have a supermarket as the principal store. The Land Use Map shows a distribution of existing and proposed neighborhood shopping centers which would adequately serve the residential areas.

Many of the following policies apply to all types of commercial developments and not just retail commercial. Evaluation of all commercial developments should include review of the following policies, particularly those concerned with site design.

2. Goal: To have the Downtown commercial area as a strong focal point for the City and surrounding area.

Policies:

- a. Concentrate in the Downtown specialized cultural, governmental and recreational facilities that will attract people from the entire planning area.
- b. Provide a high quality and a relatively high density multi-family residential environment in and adjacent to the Downtown.
- c. Promote the development of a pedestrian-oriented environment by:
 - (1) Encouraging the location of parking lots on the fringe of the Downtown adjacent to the major traffic routes.
 - (2) Making the routes for pedestrians as pleasant as possible including midblock walkways, landscaping, benches and rehabilitation of buildings.
 - (3) Reserving ground level floors for retail type uses and upper floors for retail shops, offices and residential uses.

3. Goal: To develop the Northeast Quadrant so that it complements the City as a whole.

Policies:

- a. Reserve the major part of the Northeast Quadrant commercial area for large-scale professional offices, e.g., publishing firms, home offices for insurance companies, etc. and other non-retail commercial and business park type uses.
- b. Consider feasibility of tying in office center with a convention center on the fairgrounds property.
- c. Prior to approval of a new regional commercial shopping center a study should be undertaken to determine its impact on other retail commercial areas in Vallejo.
- d. Orientation of the office and commercial uses should facilitate the transportation center if provided in this area.

4. Goal: To have well designed large commercial shopping areas serving the needs of the City.

Policies:

- a. Require site review for business license changes for target areas.
 - b. Use landscaping, e.g., street tree programs, as an incentive for private improvements.
 - c. Provide coordination of land uses and internal circulation between commercial properties in different ownership.
5. Goal: To have neighborhood convenience centers to serve new and existing residential areas.

Policies:

- a. Neighborhood centers should be approximately one and one-half miles apart, located on major streets.
- b. Sites for neighborhood convenience centers should be approximately 4-8 acres in size and be designed to minimize traffic, noise and other impacts incompatible with residential use.

Strip Commercial Development

An early zoning practice created shallow commercial strips along most highways and major thoroughfares. In many cases there were excessive amounts of commercial zoning and the areas developed in other more realistic uses. Many other areas have not developed at all or development has been spotty, because of expectation of higher commercial values. Vacant land often discourages the maintenance of adjacent properties.

Commercial strip areas frequently suffer from clogged streets, lack of parking and competition with more attractive planned shopping centers that have convenient access and ample parking. These areas affect adjoining property owners adversely and discourage pedestrian shoppers.

Commercial streets expected to remain in healthy and competitive areas are shown as commercial on the Land Use Map. For those commercial areas not shown, existing businesses would be expected to remain; however, if a vacancy does occur, other uses which may be detrimental to the area must not be permitted to take their place.

6. Goal: To have healthy commercial strip areas, phasing out those that are poorly situated and no longer suited for commercial use.

Policies:

- a. Boundaries of strip commercial areas should be delineated on the General Plan and the Zoning Ordinance to prevent encroachment into unsuitable areas. More detailed maps should be incorporated into Neighborhood Development Plans and

Specific Area Plans. In general, those lots not facing a strip commercial street should not be allowed to be developed with a commercial use. The nonconforming use provisions in the Zoning Ordinance should be strictly adhered to, particularly with regard to replacement of a nonconforming use and vacancy of a nonconforming structure.

- b. Form a parking district in highly congested areas, e.g., Tennessee Street, and pick up well located lots for parking.
- c. Access to businesses on strip commercial streets should be off alleys wherever possible to reduce the number of conflicts with through traffic. Driveways serving parking lots should be shared to reduce the overall number of driveways.
- d. Undertake design studies of the major strip commercial streets and create a distinctive identity to certain parts of the street by having the following policies:
 - (1) Nodes should be developed as focal points along the commercial strips especially where there are a high number of pedestrian oriented retail uses. An example of this is the 900 block of Tennessee Street which serves as the focal point for Tennessee Street west of I-80.
 - (2) Encourage grouping of like activities for better comparison shopping.
 - (3) Encourage businesses to institute a coordinated color program for a group of buildings: to harmonize, unify and give distinctive identity in an area where all shapes, sizes and architectural designs of buildings occur in random order.
- e. Street trees, benches, midblock crosswalks with signals and distinctive paving, refuse cans and wider sidewalks where possible should be installed to encourage pedestrian traffic.

D. Industrial Development

Mare Island Naval Shipyard is expected to continue as the major employment center in Vallejo. It currently employs about 17 percent of the principal wage earners in Vallejo, (1975 Census). Access to the shipyard is primarily off Sears Point Road and the Mare Island Causeway/Tennessee Street. A ferry service on Mare Island Way transports approximately 360 passengers per day. It is assumed that employment on the shipyard will continue more or less at its current levels.

Two other large, existing industrial areas, South Vallejo Industrial Park and the northern Sonoma Boulevard area, are indicated on the Land Use Map. Both have good freeway and rail access. South Vallejo Industrial Park also has deep water access. The area around the northern end of Sonoma Boulevard suffers from poor planning in the past and the current mixture of uses includes trailer parks, vacant land, industrial and commercial uses. Lack of parking and loading space has created serious interference with surrounding uses. No overall specific plan has been prepared to indicate how the internal circulation pattern and siting of buildings can work toward a better coordinated and functioning development. In addition, although the Bay Conservation and Development Commission and Army Corps of Engineers have claimed jurisdiction over the area inundated as a result of the failed levee, this question has not been resolved. South Vallejo, on the other hand, is within a redevelopment area and has had the necessary planning and environmental impact review. In both cases, filling of land and provisions of some services to the individual parcels will be required.

A third area (the North Housing/Guadalupe Village) proposed for industrial development located north of Mare Island. This land was sold to the City after being declared excess land by the Federal government. Environmental review was done prior to this sale. Although it was previously used for war housing, the land would need a large amount of fill and complete services brought over from the Napa River. Good access is available from Sears Point Road going west.

A fourth area with the potential for private industrial development with deep water access is the southern end of Mare Island. The City should research the feasibility and costs of accomplishing this.

Types of Industrial Development

There are usually two levels of industrial development, light and heavy industry. Generally, heavy industrial uses are those with higher noise, odor, air pollution levels, create a substantial amount of traffic congestion or put a heavy demand on the sewage treatment plant. Examples would include a brewery, cement plant and oil refinery.

Light industrial uses are inherently cleaner and are generally more compatible with less intense uses such as residential. Examples would include wholesale operations, warehousing, and manufacturing of electrical products.

More recently cities have been encouraging the development of business-industrial parks. The purpose of the industrial park zone is to provide an area that is appropriate for the industrial development and that is coordinated with surrounding and internal uses. Business parks typically have a mix of commercial and light industrial uses. The proposed Northeast Quadrant office park would fit into this category.

Typically, an industrial park zone will have a development plan for an entire site showing subdivision of land and in some cases placement of buildings. Specific performance standards are usually referenced State and Federal requirements. Such zones generally have more stringent aesthetic standards including landscaping and open space and building design. Uses other than industrial are better regulated and can be timed and located to best serve the park.

Although not usually identified as a significant employment resource, home occupations can provide an opportunity to many who would otherwise be forced to commute to work. The home occupation as defined in the Zoning Ordinance is any activity of a nonresidential nature carried on in one's home and which is clearly secondary to the residential use. It may be handmaking products, conducting an art, offering a service or conducting a business. Guidelines for home occupations insure their compatibility with the residential environment.

1. Goal: To have a higher percentage of residents working in the Vallejo area.

Policies:

- a. Encourage use of the Industrial Park District which permits a greater variety of uses and has more flexibility in terms of design.
- b. Review large vacant acreages for potential industrial development; existing industrially zoned areas should not be rezoned unless the zoning is appropriate.
- c. Develop and keep current, information booklets for prospective industrial developers.

2. Goal: To insure compatibility between industrial land uses and uses of a lesser intensity.

Policies:

- a. Where possible, natural buffers, e.g., railroad tracks, major streets, or abrupt topographic changes should be used to delineate industrial areas.
- b. Encourage home occupations compatible with the residential environment.

Table 4

OCCUPATIONS OF PRINCIPAL WAGE EARNERS
1975 SPECIAL CENSUS

12.0%	Professional, technical & kindred workers
6.0%	Managers, officials, proprietors, including farm owners and managers
7.3%	Clerical, sales & kindred workers
16.2%	Craftsmen, foremen, operators including transport and kindred workers
7.2%	Military
8.4%	Service workers, including private households
3.2%	Laborers excluding farm laborers
0.2%	Agricultural workers (including farm laborers, ranch workers)
27.1%	Not in labor force

11.9% of the households did not respond to this question.

E. Waterfront Development

The importance of a good image of the community has been stressed so that people take pride in living here, so that people elsewhere will enjoy shopping here, and so the area will have a good name as a home address for industries. No single element could do more for the community than the development of a handsome waterfront.

In addition to City policies, there are other agencies whose jurisdictions affect development along the waterfront:

- (1) Bay Conservation and Development Commission (BCDC) has jurisdiction over Mare Island Strait, the Napa River and within a 100-foot band above highest tidal action to the Napa River (State Route 37) Bridge and jurisdiction over Napa River upstream to Cuttings Wharf. BCDC requires that new development using the Bay be water-oriented as defined by Title 7.2 of the California Government Code (McAteer-Petris Act). Such uses include ports, bridges, marinas and wildlife refuges. Small amounts of fill may be allowed for these uses only. Minor fills, usually for improving shoreline appearance or providing public access, may be permitted.
- (2) Army Corps of Engineers has jurisdiction in all wetlands, navigable waterways and streams contributing to navigable waterways.
- (3) State Department of Fish and Game has jurisdiction on all areas the Army Corps of Engineers has as well as all blue line streams (as shown on U.S. Geological Survey maps).

Carquinez Strait Waterfront

The Land Use Map proposes that the present Benicia State Recreation Area, an inlet of the Carquinez Strait, be increased to include the Dillon Point peninsula. The strait is an unusual feature of State interest in that between the two headlands on the north and south run the waters from half the State, draining all the Sierra and the two great valleys of Central California. An open space buffer is planned for the length of the shoreline and bluff from Dillon Point to the Coast Guard facility on Seaport Drive. The open space system will include private areas, trail system and pedestrian access points to adjoining development. A waterfront village is planned for Glen Cove which will provide a focal point for the entire Glen Cove community and serve visitors to the Benicia State Recreation Area. A small park under the jurisdiction of the Greater Vallejo Recreation District will adjoin the village area.

South Vallejo Industrial Area

The Vallejo Industrial area shown on the Land Use Map south of Downtown is Vallejo's principal opportunity for deep water oriented industry. From the standpoint of the waterfront planning such an

industrial area with the glamour of shopping can itself become a point of interest in the City. The need to provide adequate security may make it difficult to provide public access to the shoreline within this area.

Downtown Area

In accordance with the Marina Vista Plan for this area, the waterfront adjoining the downtown area is planned as an active recreation-oriented mixture of commercial and residential uses. The heart of the City will be brought to the waterfront as it should be in every city on the water. To the north is Vallejo's new marina and a new large community park now under development.

San Pablo Bay Area

Approximately 1,411 acres north of Sears Point Road and west of the Napa River are used for agricultural purposes. Levees currently protect the area from flooding. Its high water table and poor seismic response make this area, unless extensively filled, unsuitable for urban development. An additional 55 acres, the original North Housing and Guadalcanal Village housing sites, were recently purchased by the City for industrial use. Proximity to wetlands will necessitate buffering it from more intense urban uses.

White Slough Area

Sears Point Road offers an unusual, dramatic scenic entrance to the City. Approaching the City, set against the hills to the east, the drive runs at the water's edge along San Pablo Bay. At a point near Sonoma Boulevard, Sears Point Road crosses the White Slough floodplain. Most of the vacant land within this area is below sea level and breaks in the Napa River levee have subjected most of the area to tidal inundation. White Slough has become a valuable area for wintering waterfowl, shorebirds and wading birds.

Development around the White Slough area includes a mixture of commercial and residential uses along Sacramento Street to the west and commercial and industrial uses to the south and east along Sonoma Boulevard. Previous plans have called for open space uses to the north of Sears Point Road and "employment center" (commercial and industrial uses) to the south.

Several constraints of the property are listed in the General Plan elements. The Seismic Safety Element states that the underlying Bay mud makes the area particularly susceptible to excessive movement and liquefaction during seismic activity. The Safety Element indicates this area as floodprone. The Scenic Highways Element lists Sears Point Road as a potential scenic route and therefore subject to special design considerations. The Open Space/Resource Conservation Element describes the area as a bird and wildlife habitat area and designates it as a wetlands area on the Open Space/Resource Conservation Map.

Because much of the land would require filling which is both costly and would involve obtaining an Army Corps of Engineers permit, it is anticipated that this will reduce the pressures for developing the land in the near future. In addition, the State Department of Resources has established a policy prohibiting conversion of any more wetlands. Although there are a few exceptions to this policy, it may effectively eliminate future development of the wetlands in this area. With inundation, the Bay Conservation and Development Commission has claimed jurisdiction of much of the White Slough area. Future development will be reviewed by this agency for conformance to the adopted BCDC policy.

On the other hand, the property south of Sears Point Road is one of the few areas in Vallejo's sphere of influence with level topography in relatively large parcels with ample access to major streets making it suitable for intensive development as an employment center. This would only be possible if the proposed development fell within the exceptions permitted by the State or if the wetlands policy were changed.

The State recently raised the elevation of Sears Point Road. This provides flood protection to the developed lands south of Sears Point Road that were being periodically threatened with inundation. Expansion of Sears Point Road to a four-lane divided boulevard would require approval from the agencies listed above.

Napa River Waterfront

North of the Sears Point Road is a widening of the Napa River, commonly referred to as Napa Bay. On the west are marshes and salt ponds under lease to the State as game refuges. On the east is a large area of single-family developments, none of which give any sense of being near the water. Much of this land is under the jurisdiction of the U. S. Army Corps of Engineers and any development proposals are subject to their lengthy approval process. This, together with the new wetlands policy, makes it unlikely that development will continue to the west of the existing and approved single-family homes.

1. GOAL: To have a waterfront devoted exclusively to water oriented uses, including industrial, residential, commercial and open space uses, that permit public access.

POLICIES:

- a. Review all policies affecting the waterfront and prepare a written report on problems and opportunities available. BCDC's Public Access Design Guidelines should be used in reviewing all development proposals. In areas hazardous to public safety, in lieu access at another nearby location may be provided.
- b. A Specific Area Plan for the entire White Slough area should be undertaken prior to approval of any new development. The plan should include special consideration of the following:

- (1) Seismic hazards
- (2) Mosquito abatement
- (3) Freshwater marsh development
- (4) Flood control
- (5) Marsh study area
- (6) Circulation
- (7) Timing of development

F. Parks, Recreation and Open Space

Parks, recreation and open space are both separate and overlapping terms. Parks are usually maintained landscaped areas of the City used for passive and active recreation. Recreation, however, is not limited to parks. Recreation needs can be met in many ways throughout the community. Open space is a term which has recently come into wide use in recognition of the growing psychological need to prevent the unending spread of cities and to leave, in effect, some breathing room. Parks and recreation facilities are required at several levels: neighborhood parks, community parks, and regional parks.

Parks and Recreation

Neighborhood parks are small parks of 4 or 5 acres serving residential neighborhoods. These parks are orientated to children and where possible should be located at the center of the neighborhood next to the elementary school serving the same families. Beverly Hills Park and Washington Playground are neighborhood parks.

Community parks are larger parks serving a broader age group and often containing facilities for the whole community, such as a swimming pool, night-lighted ball fields, golf course, community recreation building. Richardson Park and Blue Rock Springs Park are community parks.

Regional parks are large parks attracting users from a wide geographic area. Regional parks frequently have a unique or unusual resource as a focal point. Many regional (and community) parks serve as neighborhood parks for the immediate residents. Dan Foley is an example of a regional park.

Individual parks, when linked together, can provide the basis for a citywide trail system. Bicycling, jogging and other similar activities would be better served by an integrated park system.

The Circulation Element discusses bicycling opportunities in greater detail. Refer to the Circulation Plan Map for proposed route system.

Recreation includes parks and playgrounds, but also other ways of enjoying the City: scenic drives, the waterfront and private ventures like movie theatres, bowling alleys and raquetball courts. This section on parks and recreation should be considered in conjunction with the sections on waterfront development, circulation, commercial development, and with the Recreation Element of the General Plan.

Open Space

There are several reasons for preserving open space. These are expressed as goals in the Open Space/Resource Conservation Element;

1. To insure managed resource production, e.g., agriculture or wildlife. This goal is of relatively minor importance for Vallejo with regard to agriculture as hilly grassland has limited value for grazing livestock. On the other hand, the surrounding wetlands provide valuable habitat for wildlife.
2. To provide for health and safety of the public, e.g., floodplain management. Better management of the White Slough area floodplain is needed to protect the existing homes and businesses and to guard against future flooding of the streets.
3. To provide areas for outdoor recreation, e.g., Blue Rock Springs Park. All parks and open space areas that are available for public use fall into this category.
4. To insure planning control of future urban growth and development, e.g., proposed buffer area between Vallejo and Benicia. Large lot zoning, urban reserve areas and regional parks in certain locations can provide the necessary guidance for future development.

Areas of critical concern are discussed in more detail below or in other sections of the General Plan. (See also the discussion of White Slough in E. Waterfront Development.) Goals and policies for parks and recreation are in the Parks and Recreation Element of the General Plan. Open Space goals and policies are in the Open Space/Resource Conservation Element of the General Plan.

Buffer Area Between Vallejo and Benicia

The General Plan indicates a development-free buffer area between the cities of Vallejo and Benicia. The purpose of the greenbelt is to preserve a sense of identity for each city, to provide a recreation corridor linking the Benicia State Recreation Area with the Blue Rock Springs Park, the Hunter's Hill Area, and the Lake Herman Park in Benicia. The width of the buffer varies but is no less than 500 feet. The following goal is in addition to those found in the Open Space/Resource Conservation Element.

1. GOAL: To provide an open space buffer between Vallejo and Benicia.

POLICIES:

- a. When proposals for parcels adjoining the buffer are reviewed, consideration should be given to the impacts of the buffer on the proposed project and vice-versa. Expected impacts include noise, view protection, maintaining privacy and security.
- b. Development within the buffer area should take into account the following: (1) forestation program, (2) variety of active and passive uses including trails, scenic overlooks and picnic areas, (3) special facilities allowing participation

of persons with physical handicaps, and (4) providing well designed access for pedestrians at frequent intervals.

- c. Grouping of units in the more buildable areas adjacent to the open space area should be actively encouraged to provide a transition between full land coverage and the open space area.

Buffer Area Between Vallejo and Fairfield

The Open Space/Resource Conservation Element of Vallejo describes the Sulphur Springs Mountain-Sky Valley Area as providing visual amenities to the surrounding communities and a potential for hiking, backpacking and similar activities not currently available in this area. In addition, this area contains most of the remaining productive agricultural land in the Vallejo region.

The restrictions on development are derived from the steep slopes, unstable soils, and the existence of a fault line. The recommendation included in the Element, which was adopted as a General Plan change in 1974, was for designation of the area for "agricultural-residential" (20-acre minimum lots).

Attempts have been made in the past to purchase the major ridge-line north of Columbus Parkway as a County park. The cost was prohibitive due to the existence of mineral rights under separate ownership and the purchase did not go through. Some use of the property as a connection to the buffer area planned for the high hills between Vallejo and Benicia should be provided.

The City recently expanded its sphere of influence to include part of the large mountainous area between Vallejo and Fairfield-Cordelia. Policies for future development would be adopted prior to annexation to the City.

2. GOAL: To provide a visually open buffer between Vallejo and Fairfield.

POLICIES:

- a. The City of Vallejo should investigate the mining potential of the Sulphur Springs Mountains area and determine which areas are not likely to be mined.
- b. A hiking trail should be provided connecting the Benicia State Recreation Area to the Sulphur Springs Mountain area. This could be done through an access easement.
- c. Housing should be grouped on the less fertile land so that agricultural production can continue.

G. Public Facilities and Services

The capacity of municipal systems and services is one of the most critical determinants of the City's future rate of development. Management of these systems based on a sound plan is needed to insure that urban expansion occurs in an orderly fashion.

Sewerage System

The sewerage system in Vallejo is managed by the Vallejo Sanitation and Flood Control District (VSFCD). The District boundaries encompass the City, Mare Island and developed County land outside the City. The District will ultimately handle all the developed land within the City's sphere of influence.

The sewerage system represents a constraint in that the waste water treatment plant has a design capacity of 12.5 million gallons per day (mgd). The District predicts that the average dry weather flow will reach design capacity by 1990. This prediction would be affected by a change in the growth rate or in the availability of water in the area.

District population growth beyond 1990 would necessitate expansion of the treatment plant assuming the predictions are correct. The cost would be borne primarily by fees placed on new construction.

New trunk lines and other facilities needed for urban expansion in the presently undeveloped areas of the sphere of influence are normally paid for by the land developer. In some cases, assessment districts have been set up to cover these costs.

Water Service

The water system in Vallejo is managed by the City of Vallejo. The service area for the municipal system encompasses a number of small communities in western Solano County, American Canyon, Travis Air Force Base, Mare Island Naval Shipyard, the City of Benicia and all land within two miles of the major transmission lines. The prediction for the year 2000 for the service area is 139,000 people and 28.92 million gallons average daily consumption. In addition to providing water for daily needs, the City must insure adequate fire flow to protect developed areas of the City.

There are several sources of water used by the system: three catchment and impounding reservoirs in northwestern Solano County (Lakes Madigan, Frey and Curry); a 13 million gallon per day allotment from Lake Berryessa; a 21 million gallon per day allotment from Cache Slough; and starting in 1980, additional water from the State will be made available. At that time a daily average of 41.50 million gallons will be available to the service area. Additional water would have to come from new State or Federal projects.

Street Maintenance

Maintenance of City streets involves a large portion of the overall budget. Ways of reducing these maintenance costs are discussed in more

detail in the circulation element. These costs include street sweeping, tree maintenance, lighting, striping and maintenance of the paving itself. Good maintenance by the City encourages good homeowner maintenance and civic pride.

Solid Waste Collection

Solid waste collection is handled by a private firm, the Vallejo Garbage Service. Service is mandatory unless cause for exemption can be shown. A landfill operation in the American Canyon area currently serves approximately 13,000 people in Napa, Vallejo and the surrounding unincorporated areas of Napa and Solano Counties. Plans for needed expansion of the landfill operation are under review.

Energy Distribution

Gas and electrical energy is supplied by the Pacific Gas and Electric Company. PG&E does not foresee any problems in providing service to new development.

According to PG&E, average monthly energy consumption rates in Vallejo are as follows:

Gas:	1200 therms/household/year
Electricity:	7200 kilowatt hours/household/year

The City has been requiring participation of new homes in the PG&E Premium Energy Conservation Home Program.

Schools

The Vallejo City Unified School District administers elementary and secondary public education in the City. The District has prepared new enrollment projections to 1985-86. The projections show an overall increase in students with the largest percentage increase at the elementary school level (K-6th).

The District's plans for the next few years include three new elementary schools and one junior high school. One elementary school, combined with a community center, is planned for the Northeast Quadrant area at the intersection of Redwood and Oakwood Parkways. A second elementary school is proposed for the Glen Cove area in the vicinity of Glen Cove Road.

A junior high school will be needed to serve the student population in the Northeast Quadrant and Glen Cove areas. A site has been tentatively selected in the area of Rollingwood Avenue and Benicia Road. No additional high schools are deemed necessary.

GOALS: To provide an efficient and financially sound system of urban services to protect the health, safety and general welfare of Vallejo area residents.

POLICIES:

- a. Encourage infilling, that is, development within the urban area already served by sewer, drainage and water lines, and streets.

- b. New development should bear the costs of extending services to new areas, including the costs of sewer, water and drainage lines, parks, schools, etc. The Public Use Reservation Ordinance should be used in advance of development to reserve sites for parks, recreational facilities, fire stations, libraries, schools or other public uses.
- c. Prior to annexation to the City, a Specific Area Plan and Environmental Impact Report should be conducted. A cost/revenue impact study should be undertaken to determine the cost of providing public services.
- d. Sanitary and Storm Sewerage System:
 - (1) The City should investigate obtaining a vacuum type street sweeper and initiating an oil recycling program to reduce pollutants entering the system.
 - (2) The number of new catch basins with debris traps should be minimized; drainage into wetlands or other sensitive areas should be first hanneled through a sedimentation basin.
 - (3) Subdivision designs should be reviewed to minimize the amount of impermeable surface.
- e. Water Service:
 - (1) Landscaping of public facilities should feature drought tolerant species.
 - (2) The City should actively pursue a program to detect and repair water leaks and replace worn water mains.
- f. Street Maintenance:
 - (1) Reduced street widths with provisions for off-street parking in residential areas should be encouraged to reduce the future maintenance costs.
 - (2) The City should evaluate street sweeping program and consider special signing and scheduling in congested areas, additional coverage around schools and other high litter areas and an educational and enforcement program for litter abatement.
 - (3) Street lighting should be low energy consumptive and agreeable to neighborhood character. Midblock lighting should be reduced where safe to conserve energy and lower lighting costs.
- g. Solid Waste Collection:
 - (1) The City should encourage recycling of materials and should initiate recycling of materials used during governmental operation. The City should cooperate with the County in implementing the solid waste management plan.
 - (2) In reviewing the garbage service franchise, the City should consider setting up a recycling program in conjunction with the mandatory garbage service.

h. Energy Distribution:

- (1) The City should actively encourage use of alternative renewable energy sources.
- (2) The City should encourage participation in the PG&E programs and other programs to reduce energy usage.

i. Schools:

- (1) The City should require developers to provide information to the Vallejo City Unified School District to assist them in future student population projection, as recommended by the 1978 Torrey and Torrey report prepared for the school district.
- (2) The City should ensure that a school does not impact the local streets with regard to parking and passenger loading and unloading. The possibility of having closed campuses where it has been shown that an open campus is detrimental to the neighborhood should be considered.

V. CIRCULATION GOALS AND POLICIES

A. Mobility

The purpose of a transportation system is to move people and goods within the City and region in the quickest, most efficient, and most convenient way. A good transportation system will make available a number of choices to the people using the system, including public transportation, streets and highways, bicycle paths and pedestrian ways. The system should ensure accessibility by all residents to the educational, recreational, employment and cultural opportunities in the City and the region.

The Solano County Transportation Plan coordinates all the local circulation plans within a county-wide plan. The Metropolitan Transportation Commission uses the plan when making decisions on grant approvals for street and highway improvements, transit expansion and bicycle routes. (Only those parts of the City's Circulation Element which have impact on county-wide circulation are included within the Solano County Transportation Plan.)

The priority and scheduling of public improvements should follow the goals and policies outlined below.

Providing Choices

Increased pollution levels, energy consumption and travel costs can be expected if the private automobile continues to be the primary mode of transportation. Transit, including public and private and non-motorized forms such as bus systems, van-pooling and bicycle and pedestrian ways, are emphasized as alternatives to the private automobile.

Reducing Pollution

High noise and air pollution levels in the Vallejo area are directly attributable to dependency on the automobile. Goals for reducing the dependency are discussed in the following sections. Noise mitigation is discussed further in the Noise Element.

1. GOAL: To have mobility for all segments of the community with a transportation system that minimizes pollution and conserves energy and that reduces travel costs, accidents and congestion.

POLICIES:

- a. When evaluating future expansion of streets and highways, consider incorporation of public transit, bicycle and pedestrian rights-of-way, and distribution of goods and services as a system to maintain the citizenry, rather than as a system devoted solely to the accommodation of the private automobile. (See also sections of Transit and Non-motorized Transportation).
- b. All residents, especially the elderly, the handicapped, the young and the low-income individuals, should be served by the transportation system.

- c. The transportation system should not unnecessarily pollute the environment with excessive noise, air pollution, and signing.
- d. The toll of deaths and injuries which result from transportation accidents should be kept to a minimum. (See the section on Traffic Safety).
- e. The time spent in travel should be reduced so that time may be used in more productive and enjoyable ways.
- f. Prior to approval of a particular land use, it should be analyzed to determine its impact on the existing circulation system. (See the section on Compatibility with Adjoining Land Uses).

B. Transit

Transit service in Vallejo is currently provided locally by the city-owned Vallejo Transit Lines (VTL) and regionally by the Greyhound and Trailways Bus Lines. Frequency of service for the Vallejo Transit Lines is 30 minutes on weekdays and one hour on Saturdays over the five fixed routes. Greyhound Bus Lines provides commuter service between Vallejo and San Francisco as well as regular service to surrounding communities. Trailways provides service only to more distant destinations such as Seattle or Los Angeles. The Benicia-Vallejo Stagelines operates small buses daily between Solano Square in Benicia and several points in Vallejo.

Workers commuting to Mare Island Naval Shipyard may use the Mare Island Ferry service or bus service provided on a subscription basis. A shuttle bus is available on Mare Island.

Serving New Residential Areas

New residential development in Vallejo is occurring primarily on the northern and eastern edges of the City. Existing VTL bus routes can be modified to serve the development to the north, but a new route will be necessary to serve the area north of Tennessee Street. Another bus route will probably be necessitated by development south of Interstate 780.

Transit Dependent Households

Special attention has been paid to the transportation needs of the elderly and mobility-handicapped in the "Five-Year Transit Development Program (1978)" for the City of Vallejo. Vallejo residents over 65 represent 10.8% of the total population; those over 60 persons, 15.4%. No data is available on the number of mobility-handicapped persons. A survey, taken as part of the study, found that the problems cited most often by respondents were: 1) getting on and off the bus, 2) going three blocks to get a bus stop, 3) fear of crime on the streets, and 4) that no bus service was available.

Regional Transit

The following table describes the commute trends (1970-1975) of Vallejo Employed Residents:

Table 5

Commute Trends (1970-1975) of Vallejo Employed Residents		
Vallejo Employed Residents Working in	1970	1975
Solano County Total	78.0%	75.9%
Napa County Total	3.2%	3.4%
Contra Costa County Total	8.1%	7.2%
Remainder of S.F. Bay Area	10.4%	12.5%
All Other (Sacramento)	0.3%	1.0%
TOTAL	100.0%	100.0%

Sources: 1970 U.S. Census and 1975 Special Census. The percentages relate to the employed residents who responded to this question.

Judging from sales in the new large housing tracts the trend toward commuting is continuing and the demand for a transit center is increasing. In addition, there is a growing need to inform commuters about and to encourage car and van pooling.

1. GOAL: To have a transit system that results in a significant increase in transit usage especially among commuters and better service for transit dependent residents.

POLICIES:

- a. Local and regional transit systems should be given a priority equal to that of the private automobile when developing the future street system and when reviewing specific development proposals.
- b. Policies for the location of new bus stops should be adopted by the City; developers should be required to put in bus stops as a part of large scale developments.

- c. All major community facilities should be made accessible from public transportation; all uses that are, by nature, transit dependent, e.g., senior citizen housing, should be readily accessible to transit.
- d. The transit system should be designed to permit safe use by handicapped people.
- e. The City should initiate a joint venture with the County, ABAG, MTC and CAL-TRANS to determine the feasibility of establishing a transit center near one of the Interstate 80 interchanges serving Vallejo. A park and ride facility in conjunction with the terminal should be provided.
- f. The City should provide reduced rates on the local transit system to commuters (local residents and employees) traveling from their place of residence or employment in Vallejo to the transit center, if they show evidence that they will be using a regional mass transit system (bus, ferry or rail).
- g. The City should investigate the possibility of providing reduced bridge fares for car and van poolers; local parking requirements of large employers should be reduced if the employer will be providing van pooling and privileged parking for car poolers.

C. Street and Highway System

A street and highway system may be divided into four categories: freeways (and expressways), major roads or arterials, collector streets and local streets. Each has a separate and distinct function.

Freeways are designed to provide rapid movement of large volumes of through traffic. Access is controlled and there are no intersections at grade, traffic signals, stop signs, pedestrians or parking to hinder movement. Opposing traffic streams are separated by a dividing strip. (An expressway is a modified freeway with some intersections at grade.)

Arterials are the primary movers of traffic within the City. As such, they should be free from strip commercial development which is visually chaotic or which interferes with the movement of traffic. No further extension of strip commercial zoning should be approved, either on new arterials or on existing arterials. In addition, since arterials frequently provide the major visual orientation to a city, everything possible should be done to enhance their attractiveness by undergrounding utilities, providing curbs, gutters and sidewalks, landscaping, and making a general effort to beautify these facilities. No driveways for low density residential uses should be permitted off arterials. Other driveways should be kept to a minimum by combining driveways for different uses within a zone. Traffic intensive uses on corners should preferably have driveways off the cross street.

Collector streets connect residential neighborhoods with arterial streets. They provide a means of through-traffic movement within a limited area as well as give direct access to abutting traffic. They should be planned so as not to attract large volumes of through traffic nor to disrupt the area they serve.

Local streets have one primary function - to provide direct access to abutting properties. They should be short to afford maximum safety, but they may carry heavy traffic if they are important business streets. Serious congestion and conflict occur when arterials are forced to play a dual role serving both through and local traffic. Likewise, disruption of a neighborhood and traffic hazards result when through traffic is permitted to use local streets. Local streets are not shown on the General Plan.

Some parts of the street and highway system have been designated as Scenic Routes because they provide exceptional views for the motorist. See the Scenic Highways Element for more discussion and policies related to preservation of the scenic routes.

Four major goals of the street system are discussed in more detail in the following sections. They address the need for increasing safety, ensuring compatibility with the adjoining land uses and providing parking.

1. GOAL: To have a functional street and highway system that provides appropriate access to the industrial, commercial and residential areas of the City.

POLICIES:

- a. The completion of Highway 141 as a four-lane boulevard between Mare Island Way and Interstate 780/80 should be a first priority.
- b. State Route 37 should be expanded between Fairgrounds Drive and the Napa River bridge as a four-lane divided boulevard.

Traffic Safety

Public improvement specifications are set by the City to ensure the streets and highways provide adequate access for emergency vehicles and to minimize the hazards to drivers and pedestrians. At times, the specifications may conflict with other goals and policies expressed elsewhere in the General Plan. For example, existing specifications for the most part do not distinguish between hillside development and flatland development. The following goal and policies attempt to reduce this conflict.

In developing these policies, three points have been recognized: (1) absolute convenience and total safety are unobtainable at any cost; (2) some inconvenience and minor hazards are inherent even in the best practical design; and (3) important economic savings may be accomplished with only minor inconvenience. For example, visually narrow street spaces assist in reducing traffic speed. Most drivers tend to reduce speed in confined spaces, since confinement narrows the field of vision and creates a sense of rapid movement. At the same time, narrower streets reduce the development and maintenance costs. Pedestrian accidents are somewhat proportional to street crossing travel distance.

1. GOAL: To have a street and highway system that is safe to use.

POLICIES:

- a. Reduce excessive speeds and amount of traffic in residential neighborhoods through a variety of design techniques, including narrowing of streets or intersections, landscaping, diversion of traffic and closing of streets. Innovative approaches to street design shall be encouraged as an incentive for greater use of the Planned Unit Development approach to land development and neighborhood design.

- b. Wherever possible, residential street layouts should be planned to avoid four-way intersections and oblique intersections. Intersections and driveways on the inside of a curve should be avoided. Turning lanes at heavily traveled intersections should be provided.
- c. Sight distances should be consistent with probable traffic speed, terrain and alignments. Horizontal and vertical street alignments should relate to the natural contours of the site insofar as is practical and should be consistent with other design objectives. They should be selected to minimize grading quantities. Existing unpaved street rights-of-way too steep for cars or not needed should be abandoned or used to provide landscaping.
- d. Traffic hazards created by the location of trees, driveways, poles, fences, etc. should be described and policies for minimizing the hazards should be adopted by the Planning Commission and City Council.
- e. On streets with frequent intersections having traffic lights, the lights should be timed and posted for a particular speed to smooth out traffic flow. Commercial and industrial facilities should be site designed to share access drives when fronting directly on major streets.

Compatibility with Adjoining Land Uses

Planning policies on land uses along freeways and major arterials as well as building and site design can reduce the impact of transportation-generated noise upon adjacent land uses. On other streets, particularly minor residential streets, policies should be geared toward limiting through traffic. Straight wide roads, for example, should not be permitted. Small parcels of land surrounded by streets should be avoided; only low traffic-generating uses should be permitted on existing island parcels.

Residential land uses are more sensitive to traffic impacts. For this reason, most of the following policies refer to neighborhood design.

- 1. GOAL: To have a street and highway system that services all land uses with minimum adverse impact.

POLICIES:

- a. Residential development should not front on expressways or major arterials and there should be an ornamental masonry wall or solid fencing with landscaping and, if possible, the roadway should be at a lower elevation than the residences. Pedestrian access within such developments should be provided to facilitate use of the transit system. The Bay Area Air Quality Management District recommends a minimum of 50 meters from the roadway edge to inhabitable area, including yards, to lessen the impact of air pollutants on residents.
- b. Where residential development does front on major streets, including major collectors (exceeding 1,000 Average Daily Traffic - ADT), there should be a greater front setback to reduce noise and air pollution impacts. Landscaped median strips can also reduce traffic impact.

- c. All truck traffic and regional bus service should be restricted to peripheral major streets and north-south, east-west major streets having the least number of residences and schools. Only small trucks servicing the neighborhood centers should be allowed on other streets. Where possible, unloading facilities should be provided off alleys rather than streets.
- d. Street widenings should not be approved in existing neighborhoods where there is significant opposition from the immediate residents. Alternative mitigation should be initiated prior to such widening, including modification of street signalization, rerouting of cross-town traffic, creating one-way streets and eliminating on-street parking. Street widenings should include street tree planting to give an immediate landscaped look.
- e. The specifications for streets should be modified to reduce the amount of grading needed, to lower construction costs for developers and to reduce the cost of future maintenance.

Parking

Although parking is not often evaluated as part of the streets and highways system, its design and adequacy can have a significant impact on how well the system functions. The relative costs of off-street and on-street parking should be carefully explored. Relative excavation quantities, runoff alternatives, maintenance costs and percent of publicly owned land are important considerations.

- 1. GOAL: To have the parking need satisfied primarily in well designed off-street parking facilities.

POLICIES:

- a. The City should encourage the elimination of on-street parking in the Downtown and on major streets throughout the community in order to facilitate traffic movement. Implementation of this policy will depend upon the extent to which off-street parking can be adequately substituted. Reserve close-in parking in public lots for short-term use.
- b. Modify the Zoning Ordinance to permit deferral of required parking spaces with the land to be held in landscaped reserve until such time as the spaces are determined to be needed.
- c. Parking of trailers, recreational vehicles and other special purpose limited use vehicles should not be permitted on residential streets, in front yards, or between residences, because of the visual impact and fire hazard.

D. Non-Motorized Transportation

Encouraging pedestrians and bicycles can help to reduce dependency on the automobile. Three major factors influence "would be" pedestrians and cyclists. They are: (1) attractive bike and walkways, (2) safe facilities and; (3) routes that take them where they want to go.

Bicycle Traffic

In planning any street improvement, consideration should be given to the bicycle as a potential part of the traffic mix, whether or not the street includes a designated route. In order for the bicycle to be a viable transportation alternative, the opportunity to bicycle to virtually any destination should be provided.

The cyclist is capable of adapting to quite a range of conditions. Needs must be evaluated from a practical point of view, keeping in mind that the objective is to provide the most service for cyclists with the resources available.

1. GOAL: To have facilities that encourage greater use of bicycles for recreation, commuting and shopping.

POLICIES:

- a. As evidence of the community's desire to encourage healthy and safe alternative modes of travel replacing the auto, the City shall give high priority to implementing the Vallejo Bicycle Route Plan.
- b. Provide off-street parking and locking facilities for bicycles in conjunction with automobile parking as well as near entrances to public facilities and in areas of high people use.
- c. Follow State guidelines for signing, striping, and paving of bicycle paths and lanes. Provide tire-proof grates over drainage inlets.
- d. Realize construction savings by including bicycle rights-of-way in street repair work whenever this is in compliance with the bicycle route master plan.
- e. Expand public safety education programs for automobile drivers and cyclists.
- f. Street maintenance including street sweeping on designated bike routes should occur frequently in order to keep streets free of glass, gravel and other debris harmful to cyclists.

Pedestrian Traffic

Like cyclists, pedestrians have almost unlimited accessibility with the existing street system despite the hurdles presented by heavily travelled roads and long blocks. The following policies are aimed at encouraging more people to walk to neighborhood facilities and within large commercial areas of the city, particularly the downtown area.

1. GOAL: To have safe and pleasant access for pedestrians throughout the community.

POLICIES:

- a. Provide wide sidewalks, plazas, street furniture, street trees, and arcades in intensive shopping areas to increase pedestrian movement and comfort.
- b. Provide safe pedestrian crossings, e.g., signalized crosswalks, and pedestrian overpasses, on major streets where day-to-day activities warrant them. Pedestrian walkways should be provided between residential neighborhoods and high use areas such as schools, parks and commercial centers. The walkways should be safe for adjoining property owners and users.
- c. Ramps should be installed in all public facilities and at all sidewalk corners and midblock crossings so that disabled persons may participate more easily in routine community activities. New development should follow as closely as possible the recommendations contained in Barrier-Free Design, prepared by the American Society of Landscape Architects.

VI. ACTION PROGRAM

A. Keeping the Plan Up-To-Date

Adoption of the Land Use and Circulation Element constitutes an important first step in carrying them out. Adoption should be followed by a series of further steps, discussed below, which collectively will make these elements effective in guiding the development of Vallejo. Biennial review will ensure a General Plan that reflects new constraints and opportunities.

B. Specific Area Plans and Special Studies

It has been recommended that certain areas or subjects get further study. Areas that have been cited include the White Slough area, the Cullinan Ranch site and any additional areas that are proposed for inclusion in the City's sphere of influence. Such area plans would be adopted by the City as amendments to the General Plan.

C. Environmental Review

Since 1972, the State has required environmental review of projects to ensure that consideration is given to preventing environmental damage. Guidelines governing the review process stipulates that when a project is found to have a significant adverse impact on the environment, the agency approving the project must provide mitigation of these impacts or make findings that there are overriding social and economic considerations. This has resulted in projects that are more sensitive to the environment.

D. Economic Impact Analysis

A new computerized model is now available for use by local agencies through the Association of Bay Area Governments. The model is called CRIS, which stands for Cost Revenue Impact Study. The purpose of the model is to provide information on the cost of providing urban services and the amount of revenue that will be generated through taxes and fees. This model, or something similar, should be employed by the City as supplemental information to be used in conjunction with the acquired environmental analysis. All Specific Area Plans should have economic studies included as part of the analysis.

E. Zoning

A zoning ordinance based on the General Plan is the single most important means of translating the Plan's proposals into reality. A zoning ordinance regulates use of the land, population densities, and such items as land coverage, heights of structures and off-street parking requirements. The ordinance consists of a map showing the various land use districts and a set of regulations, standards and administrative procedures.

The City has been preparing an updated Zoning Ordinance concurrently with the preparation of the revised Land Use and Circulation Elements. It is expected that the new ordinance will more effectively implement all nine required elements of the General Plan.

F. Subdivision Regulations

A subdivision ordinance regulates the development of private lands by prescribing standards for street and lot design in new subdivisions. Modern subdivision laws may also require that sites be reserved for schools and necessary public areas, that natural assets of the land be conserved, and such other items as the planting of street trees. A subdivider is free to submit any design for the layout of a subdivision that conforms with the General Plan and the standards prescribed by the ordinance, but the Planning Commission may require that changes be made to gain a more workable plan or a better working subdivision. Specific features of the General Plan can be accomplished through the process of subdivision review and approval. For example, as new areas are subdivided, all levels of streets which are shown on the General Plan can be accomplished through the process of subdivision review and approval.

G. Capital Improvement Programming

A Capital Improvement Program is a six-year schedule of needed public improvements, arranged according to priority. The program usually separates projects for the first year and those proposed for the succeeding five years. Costs and sources of financing are usually indicated. The Planning Commission reviews the programs to determine whether the projects are in conformity with the General Plan. The Commission may also suggest additional projects. In order to avoid duplication or conflict, it is also desirable that all public agencies, including the school district and other special districts, submit their capital improvement projects in the area for review. The first year's program is recommended to the legislative bodies for inclusion in the annual budgets. The schedule is revised annually, another year's program is added, and the Planning Commission screens the proposals again.

H. Policy Decisions

Policy decisions should all be made in light of the General Plan. This does not mean that public policy is frozen by the plan, or that it cannot change from time to time. But the General Plan should be an important part of policy. For example, the General Plan reflects Vallejo's decision to strengthen its downtown and its wish is to make it the heart of the City; then, the decision on where to put any major retail commercial centers should be made in light of this policy.

I. Referrals

State planning law requires that land purchases and development programs by special districts, City departments and the County be referred to the Planning Commission to determine conformity to the adopted General Plan. This process makes sure that projects will be coordinated with each other and with an overall plan.

J. Plan Lines

Plan lines are an indication of an official map showing where future streets will be needed. When precise alignments for streets shown on the General Plan have been determined by engineering studies, plan lines should be established to prevent buildings from being constructed in future street rights-of-way. The plan lines also serve as reference lines from which to measure required site areas, setbacks, and required yard spaces.

K. Public Information

An adopted General Plan informs the citizen how the community proposes to guide development. The merchant knows where he can expect enough customers to support his business. The prospective home buyer knows whether his neighborhood will be protected from through traffic and whether it will be served by schools and play areas. If this plan makes sense to private land owners, their development activities will help carry it out. By demonstrating needs, the General Plan can do much to convince the community that street improvements, recreation facilities or public facilities are required. Public information on the General Plan helps promote public action in support of city goals.

L. Annexation

In order to insure orderly development and to eliminate administrative problems on providing police and fire protection and other services, annexation would be necessary as undeveloped areas are developed. Areas to be annexed should have Specific Area Plans prepared indicating how public services will be provided and giving more detail on the proposed road system and the economic impact of the proposed development. The City should investigate the usefulness of a computerized model for determining economic impact of any and all development to be within the City limits.

M. Growth Management

Vallejo may choose from a varied assortment of growth management techniques in order to pursue its fiscal, environmental, social and economic objectives. The application of any one technique in pursuit of an objective may cause conflicts with other broader community goals. These conflicts should be anticipated, and in many cases they can be mitigated by a combined use of several growth management techniques. For example, density bonuses may be utilized to stimulate low income housing development when downzoning to preserve residential character produces a negative side effect of raising housing costs beyond the reach of potential low-income residents.

The following list describes those growth management techniques which are being used or could be used in Vallejo.

Planning Programs

1. General and Specific Area Plan Policies: growth management tools include setting densities, geographic limits, phasing of new growth, service availability standards, environmental quality standards, social balance standards;
2. Zoning Regulations: large lot zoning to protect environmental resources and preserve agricultural land, urban downzoning to protect existing neighborhoods, density incentives;
3. Subdivision Review: review subdivisions to ensure availability of urban services, including sewer, water, schools, and public safety.

Expenditure Programs

1. Land acquisition: through use of eminent domain;
2. Capital Improvements Programming: to manage growth instead of with the sole intention of meeting market demand;
3. Housing Subsidies: the housing element provides a framework for use of housing subsidies including rent supplements, leasing programs, and rehabilitation funds;
4. Community Promotion: by limiting all promotion or promoting only certain types of development (e.g., commercial and industrial).

Taxation Policies

1. Impact Taxes and Fees: assessments against a developer to cover the cost of a project that would otherwise be borne by the local government;
2. Preferential Assessment: instead of taxing property at its "highest and best use", land is assessed only at its present resource production income value. To allow preferential assessment, an enforceable restriction must be imposed on the property which prohibits higher uses. Examples are Williamson Act contracts, scenic restrictions, and open space easements. Prior to the Jarvis-Gann tax measure, this technique had much greater impact on lowering taxes.

