



ITEM 8.A

MEMORANDUM PLANNING DIVISION

DATE: February 8, 2016
TO: Members of the General Plan Working Group
FROM: Mark Hoffheimer, Senior Planner
SUBJECT: Draft Preferred Future General Plan Scenario

The following provides members of the General Working Group (GPWG), with information about the latest Draft Preferred Future Scenario for consideration, revisions and acceptance at a GPWG meeting on February 8th, 2016.



At the GPWG meeting on January 25th, the GPWG requested that three members of the GPWG – Tony Adams, Brendan Riley, and Sarah Nichols – meet with City staff to discuss the possibility of forging a Draft Preferred Future Scenario that both City staff and the GPWG could support. Such a meeting was held on February 3rd. The focus of the meeting was on the South Vallejo waterfront and associated land uses, bayfront access, and trail connectivity as well as a discussion regarding a trail and bicycle master plan.

To learn more about the latest proposed Draft Preferred Scenario, please refer to Attachment 1.

To learn more about the differences between the GPWG-recommended Draft Preferred Scenario and the staff-recommended Draft Preferred Scenario from December 14th, please refer to the Staff Report from the December 14th GPWG meeting.

Focus of the February 3rd Meeting between City Staff and GPWG Representatives

GPWG members Tony Adams, Brendan Riley, and Sarah Nichols met with City staff on February 3rd to discuss the possibility of forging a Draft Preferred Future Scenario that both GPWG and City staff could support. Based on those conversations, City staff is proposing the following:

Kiewit Site

The GPWG requested consideration of a Light Industry designation for this site. The City proposes an Industry designation for this site, consistent with the existing maritime industrial use and the existing long-term lease with Kiewit. Changing the Industry designation to Light Industry, thereby making Kiewit a non-conforming use, would impact Kiewit's ability to make additional investments to the site and their operations in the future. Non-conforming uses are not permitted to expand and or intensify, thereby limiting Kiewit's ability to improve business operations.

Proposed Compromise

Maintain the Industry designation as proposed by the City, however additional language to the Description of the Draft Preferred Scenario to reflect the desire of the GPWG, is considered as follows: "A long-term lease by Kiewit Pacific Company on property north of the VMT site keeps that property as maritime-industrial use. If Kiewit leaves the site or is agreeable to a change in use or to a shared use, the site could become commercial/light industry, which could include a range of uses from R&D facilities and light manufacturing to hotels and tourist attractions, including a waterfront pathway."

VMT Site

The GPWG expressed a desire to include a Light Industry designation for the site. The Pending Development Application designation shall remain until the development review process is complete, thereby retaining the integrity and fairness of the application process.

Proposed Compromise

Keep the Pending Development Application as proposed by the City, understanding that when the development application process is complete, the GPWG/community can consider a future land designation for the site. Therefore, the language in the Description of the Draft Preferred Scenario follows: "Pending development applications (as of December 2015), such as those at the Vallejo Marine Terminal (VMT)/Orcem site, preclude consideration of other uses until the development review process is complete."

Waterfront Pathway

The GPWG agreed that a waterfront pathway along the Kiewit and VMT shoreline is desired. Currently, a waterfront pathway is incompatible with maritime-industrial uses, but could be considered if and when the land use changes.

Proposed Compromise

Keep the South Vallejo waterfront free of a waterfront pathway, but, in the future, consider alternative routes which connect the Maritime Academy with the downtown/central waterfront, as part of comprehensive city-wide Bicycle and Pedestrian Master Plan. The proposed language in the Description of the Draft Preferred Scenario follows: “Where feasible, a continuous waterfront promenade pathway extends from the Zampa Bridge in South Vallejo, north to River Park and White Slough. The pathway offers connections to the waterfront and other open space amenities; opportunities for strolling, jogging, skating, and cycling; and pause points, with seating at scenic spots, affording views of the water and beyond. The pathway also provides access to places for in-water recreational activities. As it runs through the Central Waterfront, the promenade pathway connects a series of larger public green spaces with recreational amenities for families and children. The pathway is a part of a citywide comprehensive network of multi-use trails, as detailed in a future Bicycle and Pedestrian Master Plan.”

Additional Items

In addition to the items above, City staff is proposing additional changes to Draft Preferred Scenario, as discussed below.

Mare Island

After discussions with Lennar Mare Island, City staff proposes to delineate the area of Mare Island subject to the Mare Island Development Agreement as “Mare Island Mixed Use District”. This ensures clarity and consistency with the Mare Island Specific Plan and the Mare Island Development Agreement. Likewise, the description of Mare Island in the Description of the Draft Preferred Scenario will incorporate language either verbatim or consistent with the Mare Island Specific Plan. Such language will be provided to the GPWG on Monday February 8th, if available.

Northern Gateway

City staff proposes that the large triangular area between Sonoma Boulevard and Broadway Street north of Highway 37 have a designation of Mixed Use District rather than Commercial/Office, allowing for a more integrated and mixed use approach to this important City gateway. The proposed language in the Description of the Draft Preferred Scenario follows: “Existing retail development in the large triangular area between Sonoma

Boulevard and Broadway Street north of Highway 37 is complemented with new commercial-office and/or residential development, such as a corporate campus, or a hotel, or higher density residential development.”

Overview of the February 2nd Meeting

At the meeting, staff will give a brief presentation summarizing the recommended refinements to the Draft Preferred Future Scenario, particularly as it relates to the South Vallejo waterfront. Following this, General Plan Working Group Members and the community will be invited to comment and ask questions to staff. The goal of the meeting is to confirm that the modified Draft Preferred Future Scenario, with the compromises, is acceptable to the GPWG. Following the February 2nd meeting, the Draft Preferred Future Scenario will be forwarded to the City Council for their March 1st 2016 meeting for direction to City staff. The staff report will present both the staff recommendations and the GPWG, EVC, and PC recommendations, if they differ, and clearly identify discrepancies, if any, between staff recommendations and GPWG, EVC, and PC recommendations.

Attachments

- Attachment 1: Description of Draft Preferred Scenario, with Map, dated February 8th, 2016
- Attachment 2: December 14th Agenda Packet summarizing the GPWG-recommended and City-recommended Draft Preferred Scenarios, with Map

ITEM 8.A: ATTACHMENT 1

FEBRUARY 8TH, 2016

DESCRIPTION AND MAP OF THE DRAFT PREFERRED SCENARIO

NOTE TO READER: Highlighted text reflects recommendations from the GPWG, EVC, and PC from their November 23 team meeting. *Highlighted text in italics* reflect subsequent recommendations by City staff, inclusive of comments from a meeting on February 3 with three members of the GPWG. The rest of text is unchanged from the November 23rd Agenda Packet to the GPWG, EVC, and PC.

The Preferred Scenario outlines a citywide vision for Vallejo built with ideas that community members contributed at a series of workshops, online activities, and outreach events this year. It incorporates recommendations from the General Plan Working Group, Economic Vitality Commission, and Planning Commission from their joint meeting on November 23, 2015. It also incorporates recommendations from City staff: 1) reflecting existing site constraints, after additional research, on a limited number of properties, such as existing long-term leases and pending development applications; 2) new revisions, most significantly regarding Mare Island; and 3) comments from a meeting with three members of the GPWG on February 3, 2016. The meeting with the three members of the GPWG was per direction from the GPWG at their meeting on January 25 2016.

The vision for Vallejo is anchored by a vibrant downtown and waterfront, which together are a focus of local life and a regional tourist attraction. Strong job centers south of downtown around Solano Avenue, on Mare Island, and along central Sonoma Boulevard north of Redwood Street provide good jobs for local residents and employees from the wider region. Thriving regional retail and entertainment attractions are located at the intersection of the Interstate-80 and Highway 37. A network of neighborhood corridors link these key destinations, supporting safe, livable residential neighborhoods. At some key intersections along these corridors and in residential areas, “village centers” with shops and services catering to the daily needs of residents act as neighborhood focal points

This memo describes the major points of the vision, focusing on key areas of the city. The memo outlines the vision for the core area of the city, the employment districts, the residential neighborhoods and corridors, and the gateways to Vallejo.

The Preferred Scenario Map at the end of the memo shows the proposed land use pattern.

CORE AREA

Downtown

- A vibrant downtown Vallejo is a destination for locals and visitors alike.
- A variety of new housing contributes to the charming character of York Street, Georgia Street and Virginia Street, including market rate condominiums, live/work units for creative professionals and senior housing. Some surface parking lots on York and Virginia Streets are developed with mixed-use buildings, and there is redevelopment of existing buildings on Georgia Street.
- New development downtown preserves and enhances the area's historic character, with compatible and complementary design. Buildings are typically 3 to 5 stories high, with ground floor retail, restaurants, and professional offices. Housing units are located on the upper stories.
- Larger parcels on York or Virginia Streets could host a college campus or student union downtown.
- The historic Empress Theatre anchors a dynamic downtown arts and entertainment district, celebrating local arts and culture.
- Workers, residents, and students activate the downtown area seven days a week, providing the critical mass to support a "cafe culture" and technology access via enhanced fiber and broadband infrastructure, sparking innovation and entrepreneurship.
- The downtown is enhanced as an arts & entertainment district, anchored by the Empress Theater.

Waterfront

- The waterfront is Vallejo's distinctive gem: a treasure for locals and tourists.
- *Where feasible, a continuous waterfront promenade pathway extends from the Zampa Bridge in South Vallejo, north to River Park and White Slough. The pathway offers connections to the waterfront and other open space amenities; opportunities for strolling, jogging, skating, and cycling; and pause points, with seating are provided at particularly scenic spots, with views of the water and beyond. The pathway also provides access to places for in-water recreational activities. As it runs through the Central Waterfront, the promenade pathway connects a series of larger public green spaces with recreational amenities for families and children. The pathway is a part of a citywide comprehensive network of multi-use trails, as detailed in a future Bicycle and Pedestrian Master Plan.*
- Independence Park, south of the Ferry Building, has open space for kite flying and other informal activities, as well as picnic spaces for families, playscapes for children, and public art or monuments and interpretive signage showcasing the City's proud military and maritime history.

- Service Club Area (the green north of the Ferry Building) continues as an open space available for festivals, events, and informal play.
- In the Northern Waterfront, open space areas along Harbor Way provide a setting for recreation and possible music and entertainment as well as a visual amenity with interpretive features for scenic recreation.
- A series of linkages connect the waterfront with the downtown area, including the Maine Street extension, the existing Vallejo Station Paseo, the Georgia Street extension and the anticipated Capital Street extension. Together with enhanced street furnishings (lighting, banners, etc.), these linkages facilitate pedestrian circulation and visual links between the waterfront and downtown. .
- Commercial development, such as office, retail and visitor serving uses, adjacent to the parking structure on Santa Clara Street and across from the bus terminal, bring commuters, tourists and business visitors to the area and help connect the Ferry Building with downtown Vallejo. Building heights step down closer to the waterfront to ensure that waterfront open spaces remain sunny and open.
- Between Maine and Capital Streets, a cluster of mixed use residential and retail buildings help connect the waterfront with downtown Vallejo. Multi-family and condominium development grouped around public spaces, with retail and restaurant uses reinforce a waterfront and downtown area for live, work and play.
- The Southern Waterfront, west of Mare Island Way between Maine Street and Solano Street, retains the flexibility to have a mix of uses, including multi-family or student housing, a corporate campus, or an educational campus. Open space along the waterfront, including a boat launch, will be a hallmark of any development proposal.

JOB CENTERS

South of Downtown around Solano Avenue

- Important local employers like Meyer and Petrochem anchor this thriving employment district south of Curtola Parkway in the area adjacent to downtown Vallejo.
- Development with views of Lake Dalwigk and the surrounding open space build on the strengths already in place.
- New commercial and light industry uses in the area facilitate a transition to fewer heavy industrial uses over time and bring activities more compatible with residences to the north and south.
- ~~The ORCEM/Vallejo Marine Terminal site is shown as Commercial Light Industry, which could accommodate a range of uses from R&D facilities and light manufacturing to hotels and tourist~~

~~attractions. However, the land use and zoning for this site are pending Council's upcoming decision on the development currently proposed.~~

- ~~Pending development applications (as of December 2015), such as those at the Vallejo Marine Terminal (VMT)/Orcem site, preclude consideration of other uses until the development review process is complete. <Replaces bullet above.>~~
- ~~A long-term lease by Kiewit Pacific Company on property north of the VMT site keeps that property as maritime-industrial use. If Kiewit leaves the site or is agreeable to a change in use or to a shared use, the site could become commercial/light industry, which could include a range of uses from R&D facilities and light manufacturing to hotels and tourist attractions, including a waterfront pathway.~~

Mare Island

- ~~<This section to be replaced with language from the Mare Island Specific Plan, with approval by Lennar Mare Island.>~~
- ~~North Mare Island is a major employment center with over a million square feet industrial, commercial, office R&D and warehouse uses.~~
- ~~Central Mare Island is a substantial employment center, home to light industrial development, and some heavy industrial uses, which utilizes the existing buildings and new, well designed infill buildings of compatible size and function.~~
- ~~The historic core contains a concentration of civic, retail, and office commercial, and light industrial activities that reuse some of Mare Island's most distinctive historic structures. The shops and restaurants contribute to the quality of life of local residents. The area also provides a major public open space along the waterfront, to be used for celebrations, festivals, and tourist attractions such as historic interpretation of ships and submarines, and museums. Water connections by ferry and water taxi enhance the connection between Mare Island's historic core and downtown Vallejo and its waterfront.~~
- ~~The area south of the historic core serves as a substantial employment center, with a mix of maritime industrial uses and other compatible industrial and commercial uses.~~
- ~~A waterfront promenade and plaza is an important component of the historic core, offering beautiful views of downtown Vallejo across Mare Island Strait and scenic connections on foot or by bicycle.~~
- ~~Touro University expands its presence on the island, operating educational and administrative facilities, as well as student housing and support services, on its campus, in new and rehabilitated buildings.~~

- *Two residential villages composed of 1,400 units in a mix of housing types offer an exceptional quality of life to residents of the island.*
- *Southern and western portions of the island offer an array of recreational opportunities, including an 18-hole golf course, ball fields, and natural open spaces for hiking and bird watching. There are parks throughout the island for Vallejoans and visitors to enjoy.*

Sonoma-Broadway

- A mix of new commercial and office uses complement the existing retail uses along this section of Sonoma Boulevard, taking advantage of the regional connectivity provided by SR 29.
- Kaiser Permanente and Soltrans anchor a cluster of important employers along Broadway, and an enhanced Sereno Transit Center provides easy access for commuters to the area.

RESIDENTIAL NEIGHBORHOODS AND CORRIDORS

Residential Neighborhoods

- The basic land use pattern of Vallejo's residential neighborhoods **remains and their livability enhanced.**
- Primarily single-family neighborhoods, such as those found most often on the east side of town, continue to be characterized predominately by single-family detached homes.
- Central neighborhoods in the more historic parts of town remain largely characterized by single-family homes; however, the plan would acknowledge and support the current mix of housing types in these neighborhoods, which include some converted duplexes and fourplexes as well as some smaller scale apartment buildings compatible with traditional residential neighborhood character.

Network of Neighborhood Corridors

- A network of mixed-use corridors connects Vallejo's neighborhoods with key destinations around town, including the downtown/waterfront area and key employment centers.
- The corridors act as neighborhood "main streets," with shops, services, and housing for local residents. As shown on the map, they run along: Central Sonoma Boulevard (from Curtola to Redwood), Springs Road, Solano Avenue, Tennessee Street (west of I-80), Tuolumne Street, Broadway Street, and Sacramento Street (near White Slough).

- The corridors run within a half mile of some of the most densely populated neighborhoods in the city, putting local residents within easy walking and bicycling distance. This development pattern would help create walkable, livable neighborhoods where people do not have to drive if they do not want to.
- Each of these neighborhood corridors is a "complete street," with wide sidewalks, street furniture and trees, bicycle lanes, crosswalks and bus turnouts to make it easy, safe and enjoyable to get around by any mode of transportation.
- The neighborhood corridors not only enhance connectivity within Vallejo but also serve as destinations in their own right. Neighbors meet on their local main street as they run their daily errands or on their way to and from school or work.

Village Centers

- At key intersections along the Neighborhood Corridors – such as the intersection of Sereno Drive and Broadway Street or the intersection of Springs Road and Oakwood Avenue – village centers with shops and services catering to the daily needs of residents act as neighborhood focal points.
- Similarly, village centers at Mini Drive and Sonoma Boulevard; Lemon Street and Sonoma Boulevard; and Magazine Street and Sonoma Boulevard would serve the everyday needs of local residents.

White Slough Mixed Use District

- Mixed-use development fronting the west side of Sonoma Boulevard and Redwood Street, south of White Slough complements existing development in the area and completes the neighborhood corridor connection along Sacramento Street and Redwood Street from the Terrace Park neighborhood to Sonoma Boulevard.
- Closer to White Slough, clustered townhomes provide residents with scenic views and open space for children to play.

GATEWAYS

I-80/Highway 37 Gateway: Cooke Site and Fairgrounds Area

- Development on the Cooke site north of Redwood Parkway on the east side of I-80, together with development on the west side of the freeway helps build a connection between several of Vallejo's key regional attractions - the retail center at Gateway Plaza and the existing and planned mixed-use entertainment attractions at the Fairgrounds (known as Solano 360) and Six Flags.
- Attractive commercial-office development on the western portion of the Cooke site is visible from the freeway, and together with other development on both sides of the freeway further north toward Highway 37, strengthens sense of place at this important regional gateway to Vallejo.
- On the eastern portion of the Cooke site, residential development acknowledges the site's natural wetland and topological features, allowing for a mix of housing types that transition to the surrounding single-family neighborhoods.
- On the western side of the freeway, attractive multi-family housing development on vacant and underutilized parcels also contributes to a sense of place.
- Together commercial-office and residential development in this area of the city brings more patrons to the planned restaurant, retail, and entertainment uses on the fairgrounds site, supporting the vision described in the Solano 360 Specific Plan.

I-80/Highway 37 Gateway: Columbus/Callaghan Area

- Land use designations to support and enhance this thriving area of the city amplify its importance as a regional retail and commercial destination.
- Commercial uses in Gateway Plaza encourage development of regional retail and hotel uses.
- A mix of uses on the east side support growth of Solano Community College and help transition from regional mall to the existing single-family neighborhoods.
- Continued growth in this area, including new mixed use development, helps support more frequent transit connections with downtown Vallejo and other areas of the city.
- The Lee site, on the north side of Columbus Parkway, could be the location of a low-rise, well-designed commercial development appropriate to the natural beauty of the surrounding hills. This could include retail, office or hotel development. *However, a pending development proposal for a portion of the site precludes consideration of other uses for that portion of the site until the development review process is complete.*

Northern Gateway

- Marquee development, attractive architecture and branded wayfinding signal entry into Vallejo at the border with American Canyon.
- Rancho Square Mall at Sonoma Boulevard and Mini Drive is transformed into a mixed-use retail-residential development accommodating a regional bus rapid transit station. Shops and restaurants here cater to local residents, transit users, and visitors passing through on the way to/from Napa.
- Existing retail development in the large triangular area between Sonoma Boulevard and Broadway Street north of Highway 37 is complemented with new commercial-office *and/or residential development*, such as a corporate campus, ~~or a~~ hotel, *or higher density residential development*.

Southern Gateway

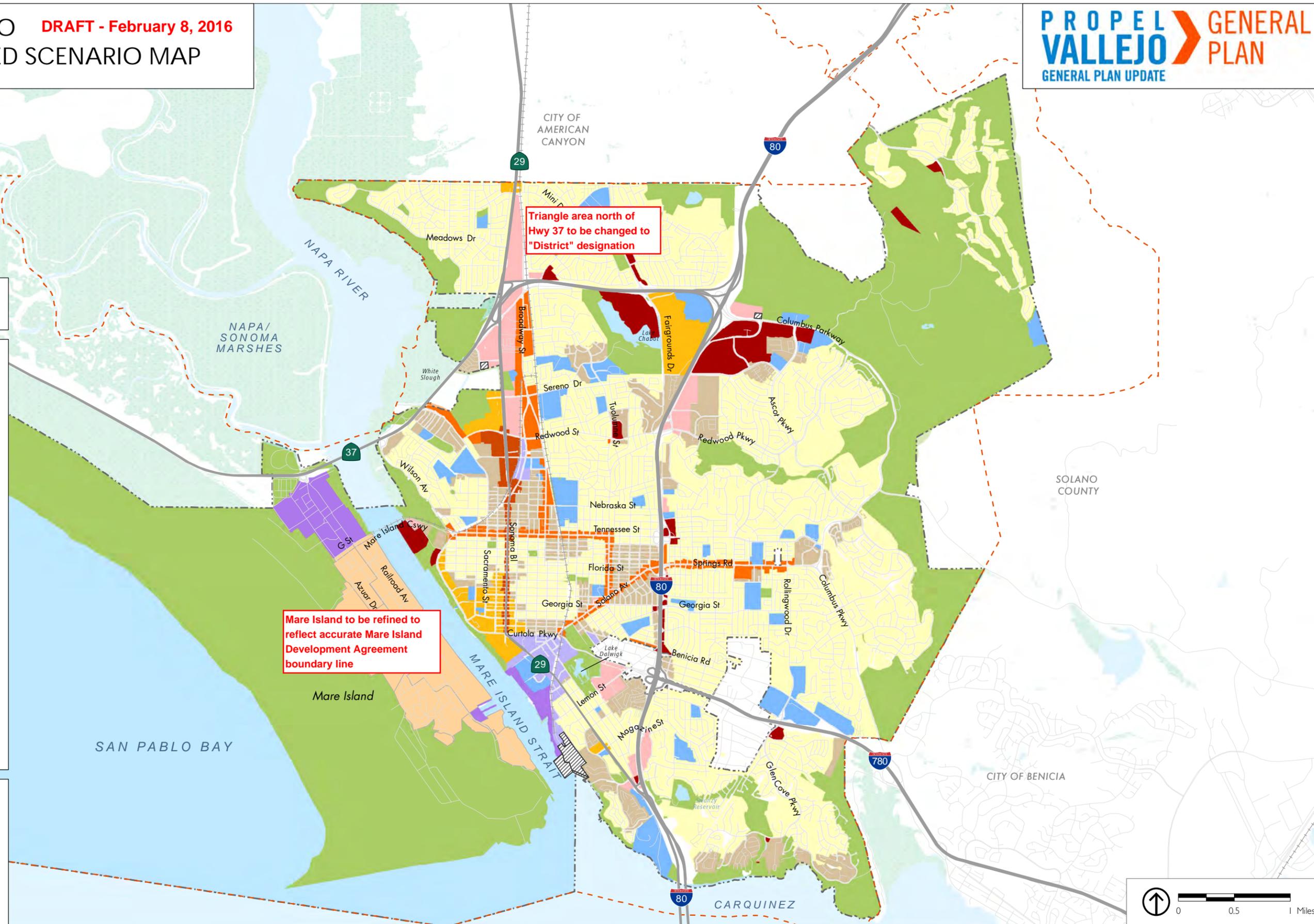
- The southern portion of Sonoma Boulevard from California State University Maritime Academy (Maritime Academy) to the employment district south of downtown (McLane Street) is a residential corridor, with commercial nodes (i.e. village centers) at Magazine and Lemon Streets to supply neighborhood-oriented retail and services. *Gaps in the San Francisco Bay Trail have been closed, helping to connect the Maritime Academy and residents in this part of town with key destinations in Vallejo.*
- The underlying zoning allows for community gardens and smaller-scale urban farms where local residents can grow fresh, healthy food for their families.
- *Where feasible*, a greenway along the water provides a continuous multi-use trail connecting Maritime Academy with the downtown/central waterfront area and Mare Island, via the Causeway.

CITY OF VALLEJO **DRAFT - February 8, 2016**
DRAFT PREFERRED SCENARIO MAP

* Portion of Mare Island Specific Plan subject to "Mare Island Development Agreement"

- Residential**
- Primarily Single Family
 - Mix of Housing Types
- Mixed Use**
- Central Corridor
 - Neighborhood Corridor
 - Districts
 - *Mare Island Mixed Use District
- Business and Industry**
- Commercial/Retail
 - Commercial/Office
 - Commercial/Light Industry
 - Industry
- Public Facilities and Open Spaces**
- Open Space
 - Public/Institutional

- Pending Development Application
- Vallejo Sphere of Influence
- Vallejo City Limit
- Railroad
- Wetland



City of Vallejo: Draft Preferred Scenario Map - Description of Terms
8 February 2016

Designation	General Description
Residential	
Primarily Single Family	Predominately single family detached homes
	Some single family attached townhouses; duplexes; and fourplexes in some areas
	Some small-format stores (e.g. corner stores) in some areas
	Occur in a walkable urban or drivable suburban environment
Mix of Housing Types	Single family detached homes; single family attached townhouses; duplexes; and fourplexes
	Larger multi-unit buildings/developments
	Some small-format stores (e.g. corner stores) in some areas
	Occur in a walkable urban or drivable suburban environment
Mixed Use	
District	Buildings oriented to the street or a pedestrian network
	Cohesive/integrated mix of land uses – either vertical mixed-use and/or integrated with a pedestrian network
	Variety of land uses: retail, office, service, entertainment, residential (townhouses/multi-unit), hotel, educational, and public
	Active ground floors in some areas
	Generally occurs in a walkable urban environment
Central Corridor	Buildings oriented to the street
	Local- and regional-serving uses
	Variety of land uses: retail, service, office, residential (townhouses/multi-unit), hotel, educational, and public
	Active ground floors in some areas
	Generally occurs in a walkable urban environment
Neighborhood Corridor	Buildings oriented to the street
	Local-serving uses
	Variety of land uses: retail, service, office, residential (townhouses/multi-unit), hotel, educational, and public
	Active ground floors in some areas
	Generally occurs in a walkable urban environment
<i>District - Mare Island</i>	<i>Multi-use community unified under a common design theme with a balance of industrial, office, commercial, residential, educational, recreation, cultural, and open space uses, consistent with the Mare Island Specific Plan and Mare Island Development Agreement (language to be confirmed by Lennar Mare Island)</i>

City of Vallejo: Draft Preferred Scenario Map - Description of Terms
8 February 2016

Designation	General Description
Business and Industry	
Commercial/Retail	Retail, service, entertainment, and hotel, including mixed-use buildings
	Small- to large-format buildings
	Generally occurs in a drivable suburban environment
Commercial/Office	Retail, service, office, and hotel, including mixed-use buildings
	Some larger multi-unit residential buildings/developments (up to 25%)
	Small- to large-format buildings
	Generally occurs in a drivable suburban environment
Commercial/Light Industry	Retail, service, office, and hotel, including mixed-use buildings
	Light industrial uses, including research and development, warehouse and distribution, and light manufacturing, that are generally more compatible with more sensitive, uses such as residential
	Small- to large-format buildings
	Generally occurs in a drivable suburban environment
Industry	Range of heavy to light industrial uses
	Heavy industrial uses, such as manufacturing and ship repair, are uses that are generally most incompatible with other uses and require a greater amount of separation from residential areas. Such uses have the highest impact in terms of noise, smells, traffic and emission.
	Light industrial uses, including research and development, warehouse and distribution, and light manufacturing, are generally more compatible with more sensitive uses, such as residential.
	Some office, retail, and service, mostly oriented to industrial uses
	Occurs in a drivable suburban environment
Public Facilities and Open Space	
Public/Institutional	Public and institutional facilities, including schools, libraries, hospitals, community centers, public indoor sports and recreational facilities, and government offices (including police and fire stations)
Open Space	Parks, recreation, wetlands, and preservation areas, including privately-owned golf courses
	Some compatible visitor-servicing commercial uses
	May occur in a walkable urban or drivable suburban environment