Appendix A

Documents Available Upon Request

APPENDIX A: DOCUMENTS AVAILABLE UPON REQUEST

The following items listed are supporting and background information and are available upon request:

Focus group Meeting Summary

City Council Report on Homelessness in Vacaville

Opportunity Hill Master Plan

Municipal Service Review and Comprehensive Annexation Plan

Excerpts from the Land Use & Development Code:

- Division 14.05 Planned Growth Ordinance
- Division 14.09.074 Residential Districts Development Standards
- Division 14.09.075 Residential Districts Summary of Uses
- Division 14.09.084 Commercial Districts Development Standards
- Division 14.09.085 Summary of Uses in Commercial Districts
- Division 14.09.103 Overlay Districts, Introduction
- Division 14.09,104 Residential Urban High Density Overlay District Uses and Standards
- Division 14.09.106 Residential Overlay District Uses and Standards
- Division 14.09.108 Overlay District, Special Standards Overlay District Uses and Development Standards
- Division 14.09.116 Density Bonus
- Division 14.090122 Secondary Living Units
- Division 14.09.128 Off-Street Parking and Loading Standards
- Division 14.12 Dedications and Improvements

Development Standards for RHD (SS10)

Development Standards for RHD (SS11)

Standard Conditions of Approval for Residential Development

Design Requirements for New Single Family Development

Standard Conditions of Approval for all Design Permits, Use Permits, Planned Developments and Subdivision Maps

General Plan Land Use Element

General Plan Land Use Diagram

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APPENDIX B

OPPORTUNITY HILL MASTER PLAN

OPPORTUNITY HILL MASTER PLAN AREA OPPORTUNITY SITES

The following table is a detailed list of all parcels located within the Opportunity Hill Master Plan Area, which was referenced in Section 6.2 (Sites for Lower Income Housing) as Opportunity Hill Master Plan Area (Site 2).

TABLE B-1 OPPORTUNITY HILL MASTER PLAN AREA

APN	Acreage	Realistic Capacity[a]	Use[b]	Ownership
Depot Street Master Plan Project Site				
0130-122-080	0.21	5.04	Vacant	Private Ownership
0130-122-100	0.04	0.96	Commercial	Private Ownership
0130-122-110	0.1	2.4	Commercial	Private Ownership
0130-122-120	0.16	3.84	Single Family Home	Private Ownership
0130-122-130	0.16	3.84	Church	Private Ownership
0130-122-140	0.11	2.64	Church	Private Ownership
0130-123-010	0.23	5.52	Vacant	City of Vacaville Redevelopment Agency
0130-123-020	0.14	3.36	Vacant	City of Vacaville Redevelopment Agency
0130-123-030	0.05	1.2	Vacant	City of Vacaville Redevelopment Agency
0130-123-040	0.05	1.2	Vacant	City of Vacaville Redevelopment Agency
0130-123-050	0.09	2.16	Boarded Up Single Family Home	Private Ownership
0130-123-060	0.13	3.12	Single Family Home	Private Ownership
0130-123-070	0.08	1.92	Single Family Home	City of Vacaville Redevelopment Agency
0130-123-080	0.08	1.92	Single Family Home	City of Vacaville
0130-123-090	0.16	3.84	Single Family Home	City of Vacaville
0130-123-100	1.31	31.44	Vacant	City of Vacaville Redevelopment Agency
0130-123-110	0.13	3.12	Single Family Home	City of Vacaville
0130-123-120	0.22	5.28	Single Family Home	City of Vacaville
0130-123-130	0.37	8.88	Vacant	City of Vacaville
TOTAL	**3.82**	**91.68**		
Opportunity Hill Master Plan Project Site				
0130-202-050	0.06	1.44	Commercial Building	Private Ownership

APN	Acreage	Realistic Capacity[a]	Use[b]	Ownership
0130-202-060	0.22	5.28	Thrift Store	Private Ownership
0130-202-070	0.23	5.52	Vacant	Private Ownership
0130-202-080	0.25	6	Vacant	Private Ownership
0130-203-010	0.52	12.48	Vacant	City of Vacaville Redevelopment Agency
0130-203-020	0.15	3.6	Vacant	City of Vacaville Redevelopment Agency
0130-203-030	0.17	4.08	Vacant	City of Vacaville Redevelopment Agency
0130-203-100	0.13	3.12	Vacant	City of Vacaville Redevelopment Agency
0130-203-110	0.11	2.64	3 Multi Family Units	City of Vacaville Redevelopment Agency
0130-203-120	0.12	2.88	Vacant	City of Vacaville Redevelopment Agency
0130-203-130	0.14	3.36	Vacant	City of Vacaville Redevelopment Agency
0130-203-140	0.22	5.28	Church	Private Ownership
0130-205-040	0.12	2.88	Vacant	City of Vacaville Redevelopment Agency
0130-205-050	0.12	2.88	Single Family Home	Private Ownership
0130-205-150	0.12	2.88	Single Family Home	Private Ownership
0130-205-160	0.12	2.88	Vacant	Private Ownership
0130-206-010	0.16	3.84	Vacant	City of Vacaville Redevelopment Agency
0130-206-030	0.14	3.36	Single Family Home	Private Ownership
0130-206-060	0.13	3.12	Vacant	City of Vacaville Redevelopment Agency
0130-206-080	0.08	1.92	Single Family Home	City of Vacaville Redevelopment Agency
0130-206-090	0.1	2.4	Vacant	City of Vacaville Redevelopment Agency
0130-206-100	0.09	2.16	Single Family Home	City of Vacaville Redevelopment Agency
0130-206-110	0.15	3.6	Vacant	City of Vacaville Redevelopment Agency
0130-206-120	.19	4.56		Vacaville Community Housing (Non-Profit Organization)
0130-206-130	0.17	4.08	Vacant	City of Vacaville Redevelopment Agency
TOTAL	**4.01**	**96.24**		
Within the Opportunity Hill Master Plan Area				
0130-122-010	0.15	3.6	Realty Office	Private Ownership
0130-122-020	.24	5.26	3 Multifamily Units	Private Ownership
0130-122-030	0.22	5.28	Auto Repair Shop	Private Ownership
0130-122-040	0.17	4.08	Single Family Home	Private Ownership
0130-122-170	0.49	11.76	Single Family Home	Private Ownership
0130-203-060	0.14	3.36	Vacant	Private Ownership
0130-203-070	0.14	3.36	Auto Repair Shop	Private Ownership

APN	Acreage	Realistic Capacity[a]	Use[b]	Ownership
0130-203-080	0.11	2.64	Saw and Tool Shop & Small Rescue Mission	Private Ownership
0130-203-090	0.1	2.4	Single Family Home	Private Ownership
0130-206-040	0.15	3.6	Single Family Home	Private Ownership
0130-206-050	0.47	11.28	United Glass and Windows	Private Ownership
TOTAL	**2.38**	**56.62**		

Note: These parcels are located in the following zoning districts: CG (RUHD) and CD (RUHD). Each zoning designation permits freestanding residential buildings and/or mixed use buildings. All residential units located in these zones are legal, non-conforming uses.

[a] Realistic Capacity based on 24 units per acre as permitted by RUHD.

[b] All Single Family Homes are legal, non-conforming uses and are slowing being phased out.

Source: MetroScan Online, Google Maps, and Field Reconnaissance.

Figure B-1 Residential Urban High Density Overlay/Opportunity Hill Master Plan Boundary

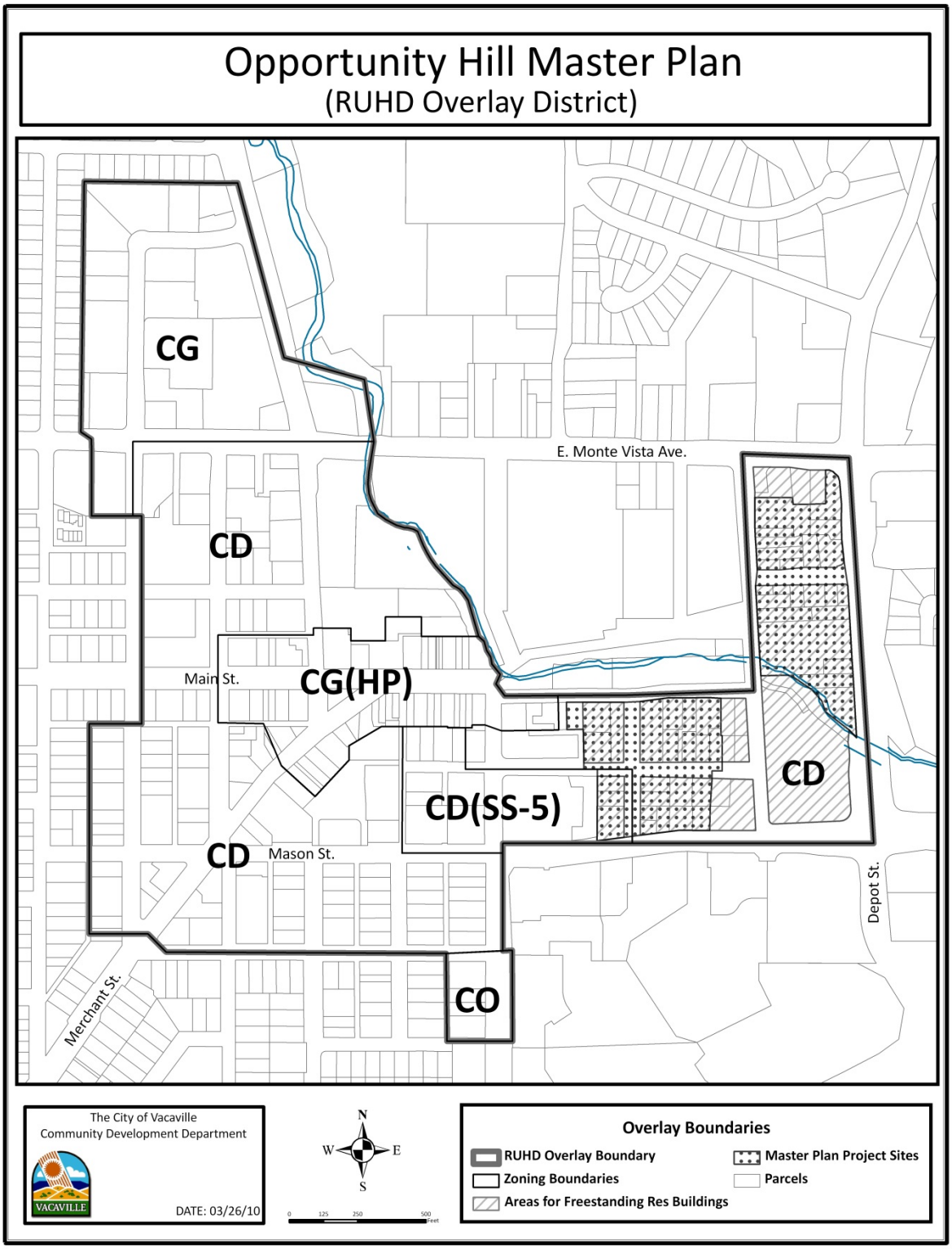
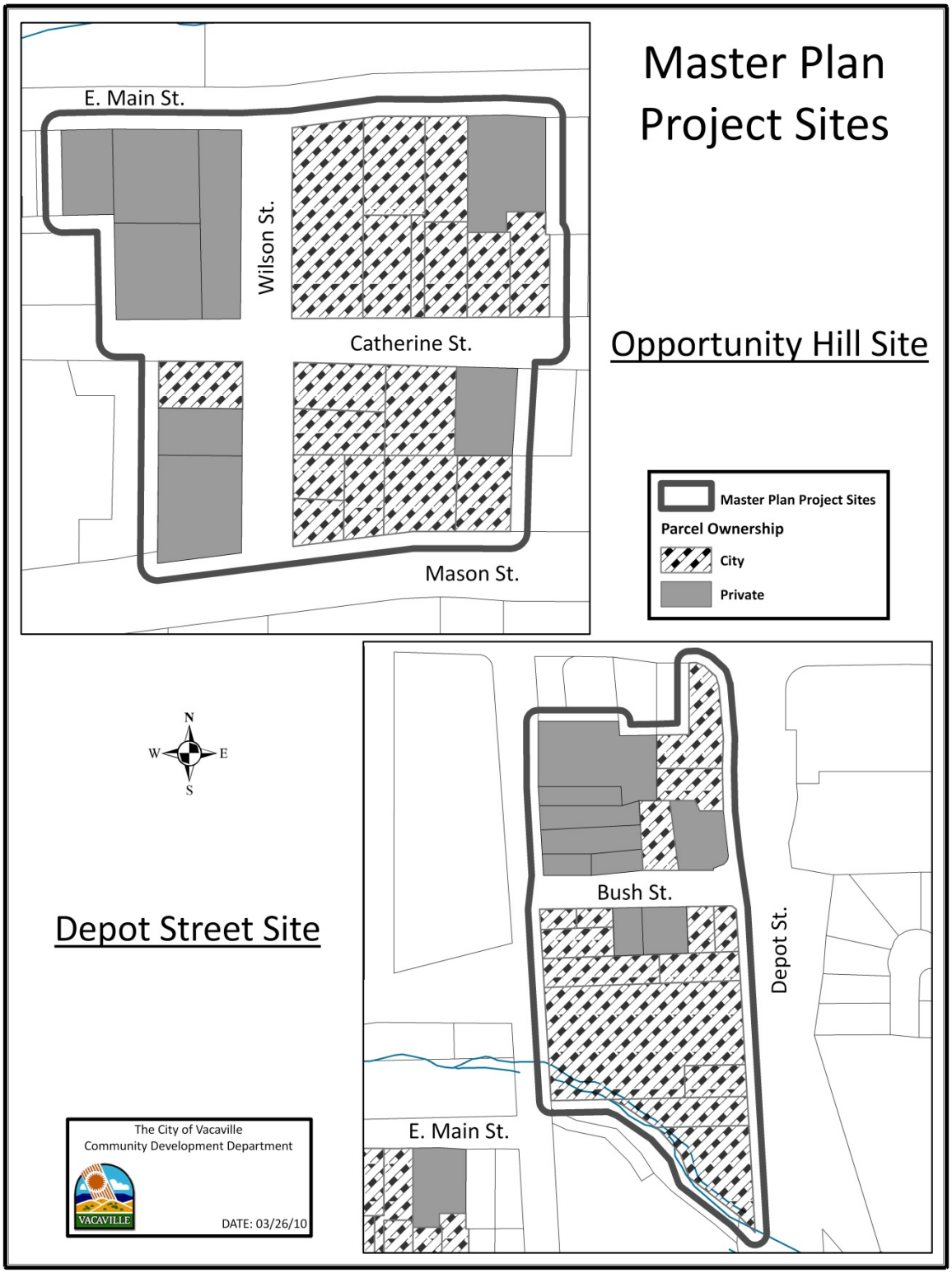


Figure B-2 Opportunity Hill Master Plan Area Project Sites



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OPPORTUNITY HILL MASTER PLAN AND DESIGN GUIDELINES

CITY OF VACAVILLE

March 2008

OPPORTUNITY HILL MASTER PLAN AND DESIGN GUIDELINES

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Special thanks to our developer team panel participants...

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1. INTRODUCTION

1 Introduction

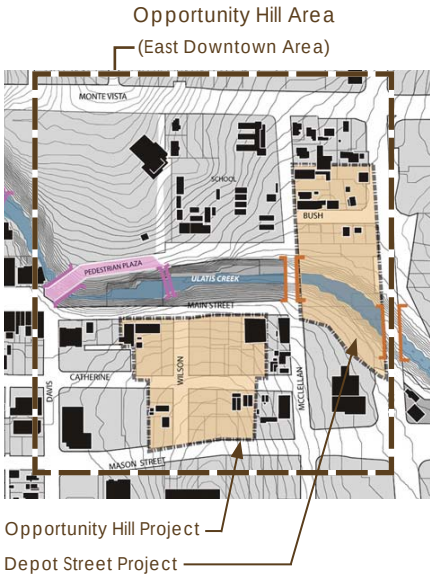
1.1 Purpose of the Opportunity Hill Master Plan and Design Guidelines

The *Opportunity Hill Master Plan and Design Guidelines* (Master Plan) sets the vision and action strategies for the revitalization of the East Main Street and Bush Street areas (the Opportunity Hill area). The collective work of the City of Vacaville (City), business owners, and active citizens of Vacaville has made the downtown area what it is today—a successful and vital center for Vacaville. As part of the ongoing revitalization of downtown Vacaville, the City of Vacaville Redevelopment Agency (Redevelopment Agency) has strategically assembled two opportunity sites just east of the historic Main Street district to target for new mixed-use infill development and revitalize the eastern part of the downtown area. The two sites, known as the Opportunity Hill project and Depot Street project, are planned for a mix of new residential, office, commercial, and entertainment uses (see Figure 1-2, "Project Context Map").

Downtown Vacaville Town Square

As in many other cities, regional and commercial centers located in the suburban locations and along freeways compete for the downtown area's retail businesses. However, downtown areas provide a different kind of shopping experience than suburban and highway commercial centers by attracting visitors to their fine restaurants, specialty shops and services, cultural amenities, and entertainment venues.

This Master Plan builds on the plans, traditions, and collective energy that have boosted the vitality of downtown Vacaville and serves as a blueprint for the Opportunity Hill area. The Master Plan provides a guiding framework and specific action-oriented steps for the continued revitalization of the downtown area.



Historic context: Vacaville's Downtown Main Street, circa 1880–1900 (Source: Images of America—Vacaville, by Jerry Bowen)

Old Town Vacaville today, with new and old buildings juxtaposed, still feels and looks like a small town

The Town Square, framed by offices and restaurants, serves as a central gathering place for the community

1.2 Project Context

REGIONAL CONTEXT

The City of Vacaville is located in north, central Solano County, along Interstate routes 80 (I-80) and 505 (I-505), between Sacramento and San Francisco (see Figure 1-1, "City and Regional Context Map"). Vacaville is approximately 27 square miles in size and is bordered by rolling hillsides, fruit orchards, and fertile farmland. The City's proximity to major highways provides easy local and regional access to the downtown area.

Vacaville has one of the largest shopping districts in the region including the commercial centers along I-80 and the Vacaville Premium Outlets. It is home to several successful biotechnology companies—Genentech, Alza, and Novartis. Vacaville is also centrally located for day trips to destinations such as Lake Tahoe, the Napa and Sonoma Valleys, San Francisco, and the beaches of Northern California. Affordable housing, quality schools, and a wide array of youth activities and community events make Vacaville a family-friendly destination and a desirable place to live.

HISTORIC CONTEXT

The area now encompassed by the City of Vacaville was originally settled as farm land and was one of several land grants presented by the Mexican government to Juan Felipe Peña and Manuel Cabeza Vaca in 1841. In 1851, William McDaniel purchased one square mile of land from Manuel Vaca to create the township of Vacaville. The City of Vacaville was incorporated in 1892 and quickly evolved to become an agricultural producer of fruit and nut products shipped throughout the nation. Vacaville also served as a roadside stop on the major highway to Sacramento and was known for the Nut Tree restaurant, which catered to travelers journeying between the San Francisco Bay Area, the Sacramento Valley, and Lake Tahoe.

Vacaville's greatest rate of growth occurred between 1960 and 1990, partly due to the expansion of the Basic Vegetable Products Company, the construction of Travis Air Force Base, and the construction of the California Medical Facility and California State Prison. Although the Basic Vegetables site and the Nut Tree Restaurant have since closed, Vacaville today has a more diversified economy than ever and is one of the fastest growing areas in the nation.

LOCAL CONTEXT AND EXISTING CHARACTER

Vacaville is easily accessed from the I-80 freeway gateways at Monte Vista Avenue, Mason Street, and Davis Street. The downtown area is defined by Monte Vista Avenue on the north, I-80 on the south, Depot Street on the east, and West Street on the west. The Main Street Historic District is a five-square-block area of downtown Vacaville lining Main Street and Merchant Street. The Opportunity Hill area is located downtown, east of the Main Street Historic District, and is defined in this Master Plan as the area bounded by the Old Town Hall near Davis Street on the west, Depot Street on the east, Monte Vista Avenue on the north, and Mason Street in the south (see Figure 1-2, "Project Context Map").

Although new commercial centers have developed around the highways outside downtown Vacaville, much of the original character of the downtown area has been preserved. Old Vacaville still feels and looks like a small town and residents take pride in the character, the family-friendly destinations, entertainment, and numerous community events that downtown Vacaville has to offer.

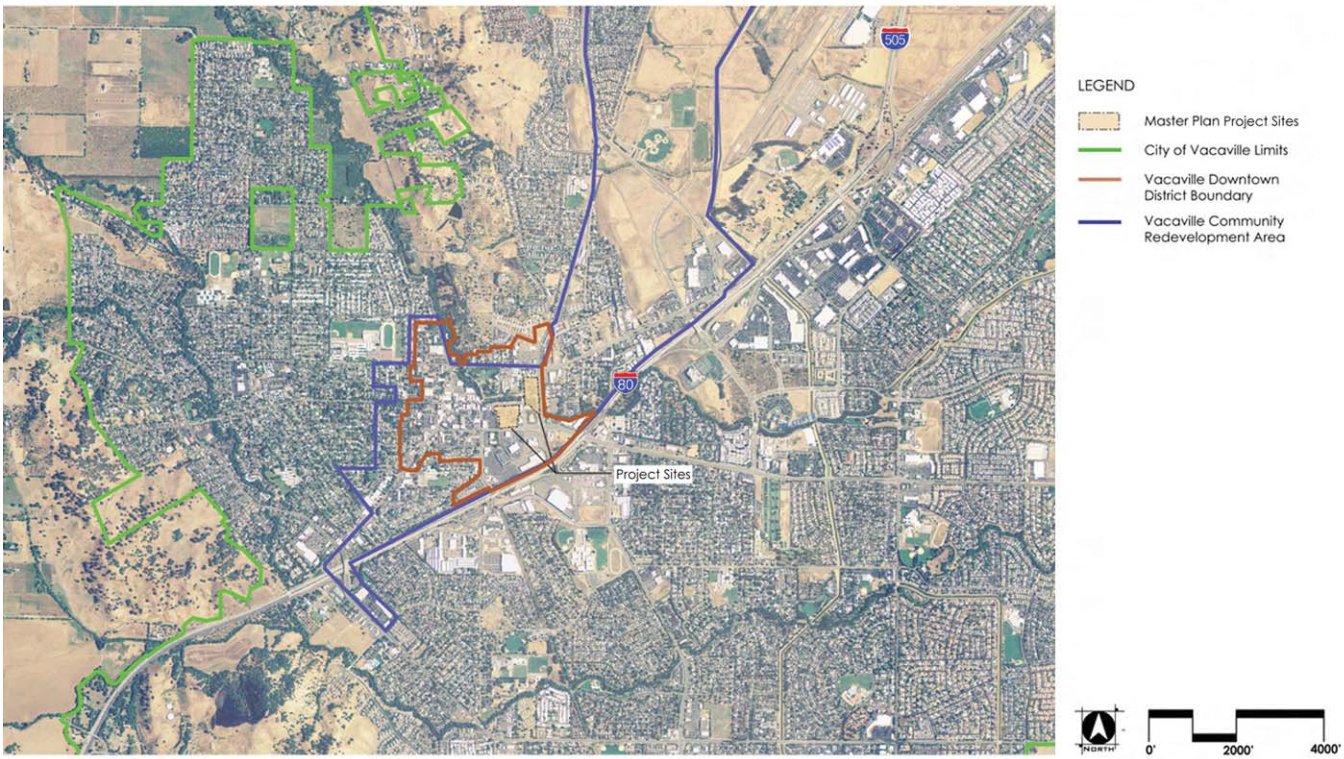


Figure 1-1: City and Regional Context Map

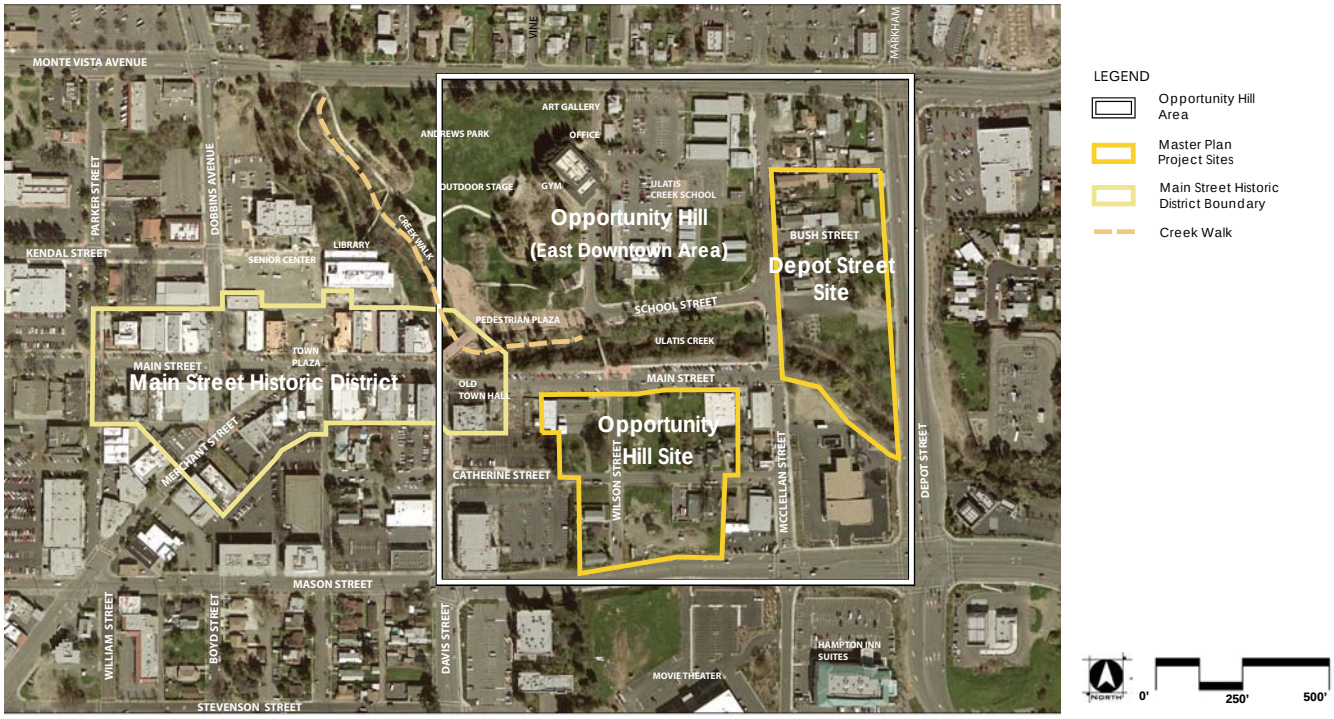


Figure 1-2: Project Context Map

The Redevelopment Agency's Contribution to Downtown Improvements

The Opportunity Hill project is one of several action plans and projects identified by the Redevelopment Agency (Agency) in its *Downtown Area Economic Development Strategy*. Downtown Vacaville is located in the Vacaville Community Redevelopment Area. This redevelopment area includes the historic downtown area and Opportunity Hill; it also includes the areas extending from the Putah South Canal and I-80 on the west to Browns Valley Road and East Monte Vista Avenue on the east, and to Vaca Valley Parkway on the north (see Figure 1-3, "Redevelopment Area Map"). In 1982, when the Redevelopment Agency was formed, downtown Vacaville was described as "a classic redevelopment area, characterized by older housing stock, a distressed downtown area, vacant parcels, deteriorating trailer parks along former U.S. Highway 40 (now Monte Vista Avenue), and an underutilized vegetable dehydrating plant."

Since its formation 25 years ago, the Redevelopment Agency has actively invested in revitalizing downtown Vacaville and has brought a new renaissance to the downtown area. Many successful downtown area projects have been realized due to these efforts including: the completion of the Town Square, development of the Ulatis Creekwalk, and improvements to Andrews Park with the addition of a playground and the Georgie Duke Sports Center, to support outdoor community events and entertainment. Other successful projects include funding for streetscape, public art, and infrastructure improvements, increases to the number of parking spaces in the downtown area, and the formation of the Downtown Vacaville Business Improvement District (DVBID) in 1999.

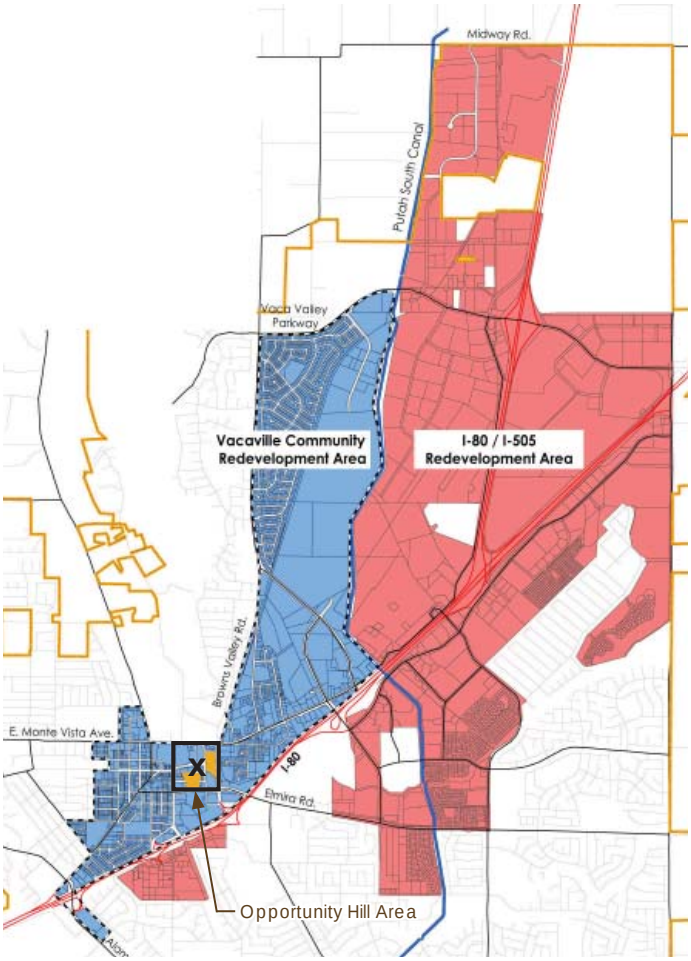


Figure 1-3: Redevelopment Area Map

1.3 Master Plan Organization

This Master Plan is organized into the following six chapters:

- **Chapter 1**, "Introduction," describes the purpose and organization of the Master Plan; the regional, historic, and local context; and summarizes the planning process for the Opportunity Hill area.
- **Chapter 2**, "Existing Conditions, Assets, Opportunities, and Challenges," summarizes the existing site conditions and identifies the key opportunities and challenges for Opportunity Hill.
- **Chapter 3**, "Vision," presents the community vision for downtown Vacaville, as described by participants in the planning process, and summarizes these concepts as a series of goals.
- **Chapter 4**, "Strategy for Downtown Development," presents the strategic framework for revitalization efforts in the Opportunity Hill area. The strategic framework highlights the major land uses that will continue to build on the success of downtown Vacaville. This chapter introduces the opportunity projects anticipated to have the most significant impact on transforming the character of the east downtown area. Supporting strategies that assist in the development of the primary land uses and opportunity projects are also presented.
- **Chapter 5**, "Implementation," summarizes recommendations for realizing the goals and strategies described in the Master Plan. This chapter is organized into discussions of top-priority actions and potential financing tools.
- **Chapter 6**, "Design Guidelines," provides direction on the quality of development desired for the Opportunity Hill area.

1.4 Planning Process

The initial planning process for the Opportunity Hill area was led by the Redevelopment Agency who conducted community meetings to gather input on the vision, issues, and opportunities for Opportunity Hill. EDAW was hired by the Agency to assist with an additional public outreach meeting and the development of the *Opportunity Hill Master Plan and Design Guidelines*. Preparation of the Master Plan was coordinated with water infrastructure studies prepared by Nolte Associates and sewer infrastructure studies conducted by West Yost Associates. One of the key objectives of the planning process was to facilitate community consensus on a shared vision for the Opportunity Hill area and to determine the steps needed to transform Opportunity Hill into a vibrant, mixed-use area of downtown Vacaville. The planning process used to develop the Master Plan is briefly presented in the phases described below.

- **Phase 1: Project Initiation and Existing Conditions Analysis**

  This phase involved a site visit; an analysis of existing site conditions, including the streetscape pattern and urban form; a review of relevant planning policies and documents; and the preparation of project base maps. It also included several meetings with the City's project team and a meeting with the DVBID to understand local concerns and visions for the downtown area.

A public visioning workshop was held on September 10, 2007 to confirm the community's vision for the downtown area

- **Phase 2: Testing of Site Development Scenarios**

  Three different land use scenarios, based on different housing and circulation configurations, were developed for the two project sites to test the development potential of each site.

- **Phase 3: Downtown Visioning Meeting and Site Analysis**

  EDAW and the Redevelopment Agency co-facilitated a public visioning workshop on September 10, 2007. The purpose of the workshop was to confirm the community's vision for downtown Vacaville. Building and site design options and place-making elements were presented to the public. The community members who were in attendance at the community meeting expressed an overwhelming preference to develop housing and mixed uses, bring more cultural arts and entertainment facilities downtown, and to make the downtown area more pedestrian- and bicycle-friendly.

- **Phase 4: Prioritization of Development Strategies**

  This phase focused on identifying fundamental design concepts and economic development strategies for the Opportunity Hill area. A concept diagram was created to highlight key sites for opportunity projects and to identify concepts for organizing the sites.

  After the community meeting, the site scenarios were reviewed by a panel of developers experienced in mixed-use development in the Sacramento and Bay Area markets. In addition, a pro forma analysis was performed for each site scenario to evaluate the impact of different land use combinations and parking strategies on land values.

- **Phase 5: Opportunity Hill Master Plan and Design Guidelines**

  The last phase of the project consisted of refining the strategies and graphic illustrations for the Opportunity Hill area to convey the preferred concepts which are summarized in the Master Plan.

2. EXISTING CONDITIONS, ASSETS, OPPORTUNITIES, AND CHALLENGES

2 Existing Conditions, Assets, Opportunities, and Challenges

Downtown Vacaville is already a popular and vibrant community destination, as exemplified by the well-attended events held regularly in Andrews Park and the success of the downtown area businesses. This chapter of the Master Plan describes the existing conditions, assets, opportunities, and challenges for the Opportunity Hill area.

View of the School Street site

2.1 Existing Conditions

Information on existing land uses, pedestrian circulation, parking and traffic, and infrastructure conditions in the Opportunity Hill area were studied or surveyed and are briefly presented in this section.

Land Uses

- Existing Land Uses

  Existing land uses in the Opportunity Hill area are commercial uses (auto parts and service shops, an antique shop, a deli, and a thrift store); service uses (a bank, auto insurance office, real estate office, and other office uses); industrial uses (a steel fabrication shop and glass shop); public/institutional uses (religious uses, a gymnasium, a homeless facility, and the Vacaville Heritage Council and Solano County Genealogical Society, both of which currently occupy the Old Town Hall). Refer to Figure 2-1, "Existing Land Uses."

Opportunity House homeless facility

- General Plan Designations

  General Plan land use designations for the Opportunity Hill area in the Vacaville General Plan are represented in Figure 2-2, "General Plan Map." The General Plan designates the Opportunity Hill area as General Commercial, in a large area that includes portions of the Depot Street site north of Ulatis Creek; Urban High Density, on the Depot Street site north of School Street; Public Park and Open Space, at Andrews Park and in the portion of Opportunity Hill occupied by Ulatis Creek; and School, on the parcels north of School Street (currently occupied by the Vacaville School District).

Auto body shop adjacent to the New Hope Christian Fellowship church

- Zoning Designations

  Zoning designations for the Opportunity Hill area (see Figure 2-3, "Zoning Map") are Downtown Commercial (CD), General Commercial (CG), and Community Facilities (CF). The Opportunity Hill area is also located within the Residential Urban High Density Overlay, which allows development of residential units in the downtown area at a density of up to 36 dwelling units per acre (du/ac).

The Ulatis Creekwalk trail, a unique pedestrian circulation feature in Downtown Vacaville

Pedestrian Circulation

The pedestrian circulation study for the Opportunity Hill area (see Figure 2-4, "Pedestrian Circulation") located sidewalks and pedestrian paths, identified where they did not exist, and identified the main traffic intersections shared by traffic and pedestrians. Sidewalks proved to be continuous in this area, except at vacant parcels along Wilson Street and Bush Street.

Figure 2-1: Existing Land Uses Map

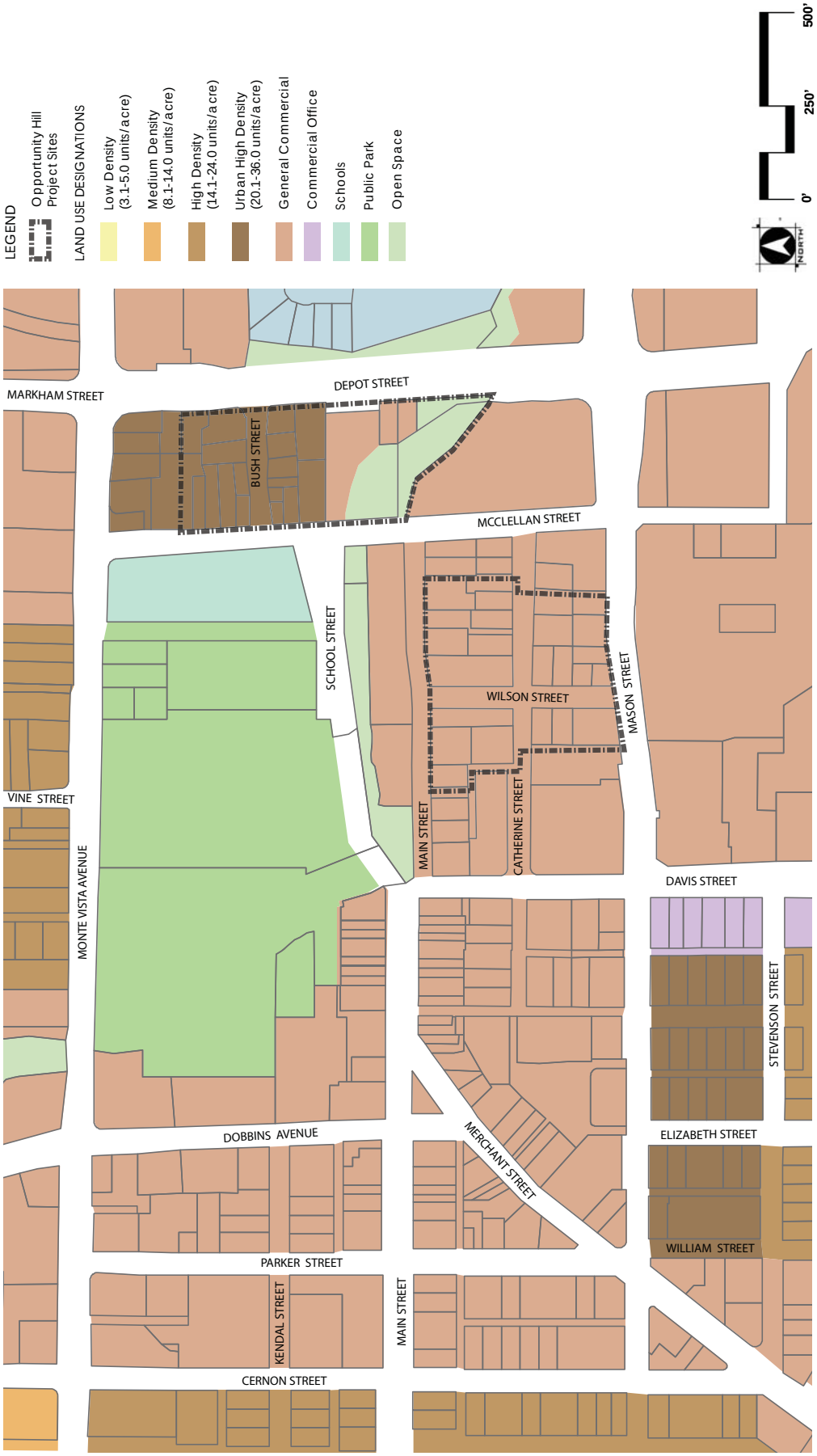


Figure 2-2: General Plan Map

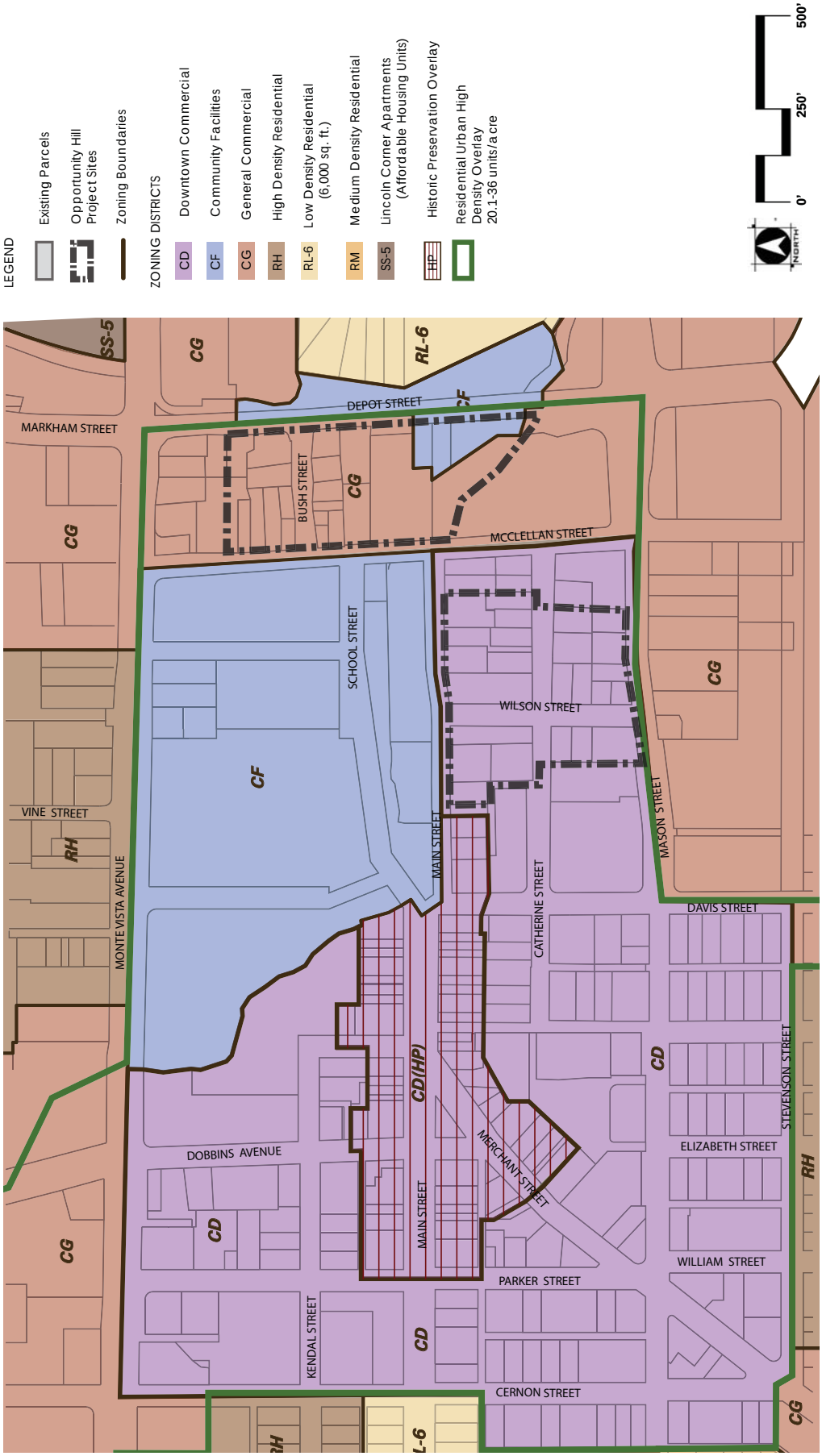


Figure 2-3: Zoning Map

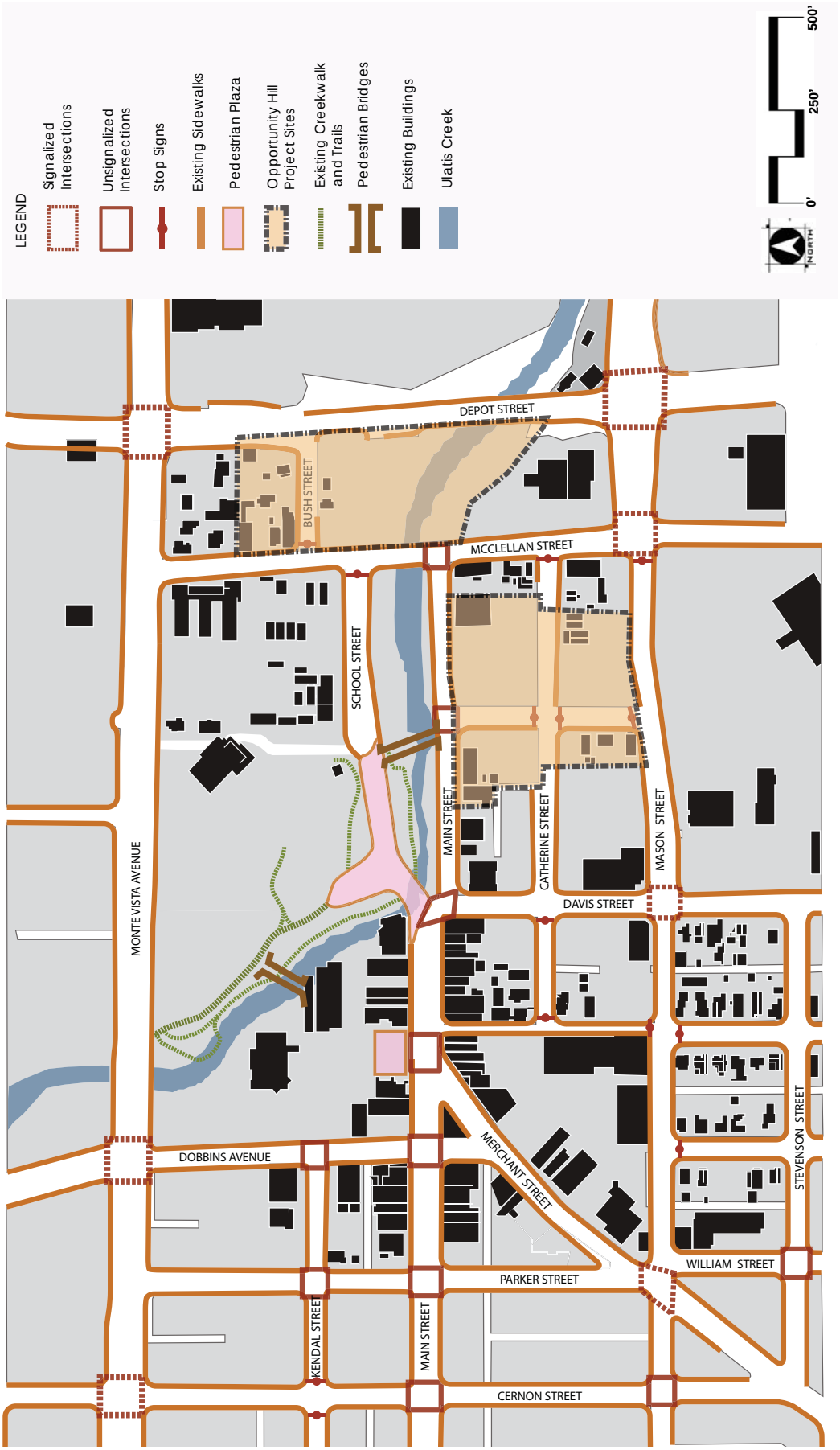


Figure 2-4: Pedestrian Circulation

The approach to Main Street heading north from Davis Street

Diagonal parking on Main Street

Traffic and Parking Analysis

- Traffic Analysis

  Data for peak-hour intersection traffic, between 4:00-6:00 p.m., was collected for the Opportunity Hill area. The busiest traffic intersections occur at the main freeway approaches into the downtown area—Monte Vista Avenue and Depot Street, Depot Street and Mason Street, and Monte Vista Avenue and Dobbins Avenue—and at the approaches into the Historic District from eastbound Main Street and northbound Davis Street.

- Parking Analysis

  On-street parking and surface parking lots are located in various areas of downtown Vacaville. Currently, on-street parking is available in the Opportunity Hill area but no surface parking lots exist. Additional parking will be needed to serve future, new development in the Opportunity Hill area.

Infrastructure Analysis

The existing capacity for the Opportunity Hill area for water and wastewater services at General Plan buildout was analyzed.

- Analysis of Water Service

  The *Opportunity Hill Water System Analysis—Phase 1 study, prepared by Nolte Associates (October 2007), found existing water mains on East Main Street, Catherine Street, Mason Street, Davis Street, McClellan Street, and Bush Street. In general, the Opportunity Hill area is served with water mains that are 12-inch diameter and smaller including 4-inch and 8-inch water mains on Wilson Street, Catherine Street, McClellan Street, and Bush Street. The existing water system is illustrated in Figure 2-5, "Existing Water System." The existing 4-inch and 8-inch water mains are insufficient to provide adequate fire flow at General Plan buildout.*

- Analysis of Wastewater Service

  The baseline conditions of the wastewater system in the Opportunity Hill area was analyzed by West Yost Associates in November 2007. The study evaluated sewer service that will accomodate General Plan buildout and also the physcial condition of the collection mains that have substandard diameters (less than 8 inches). The study found that the baseline conditions could be served by existing collection mains, however, two sewer segments, segments 5 and 6 (see Figure 2-6, "Sewer Study Map"), were recommended for replacement because they were in poor physical condition and had substandard diameters.

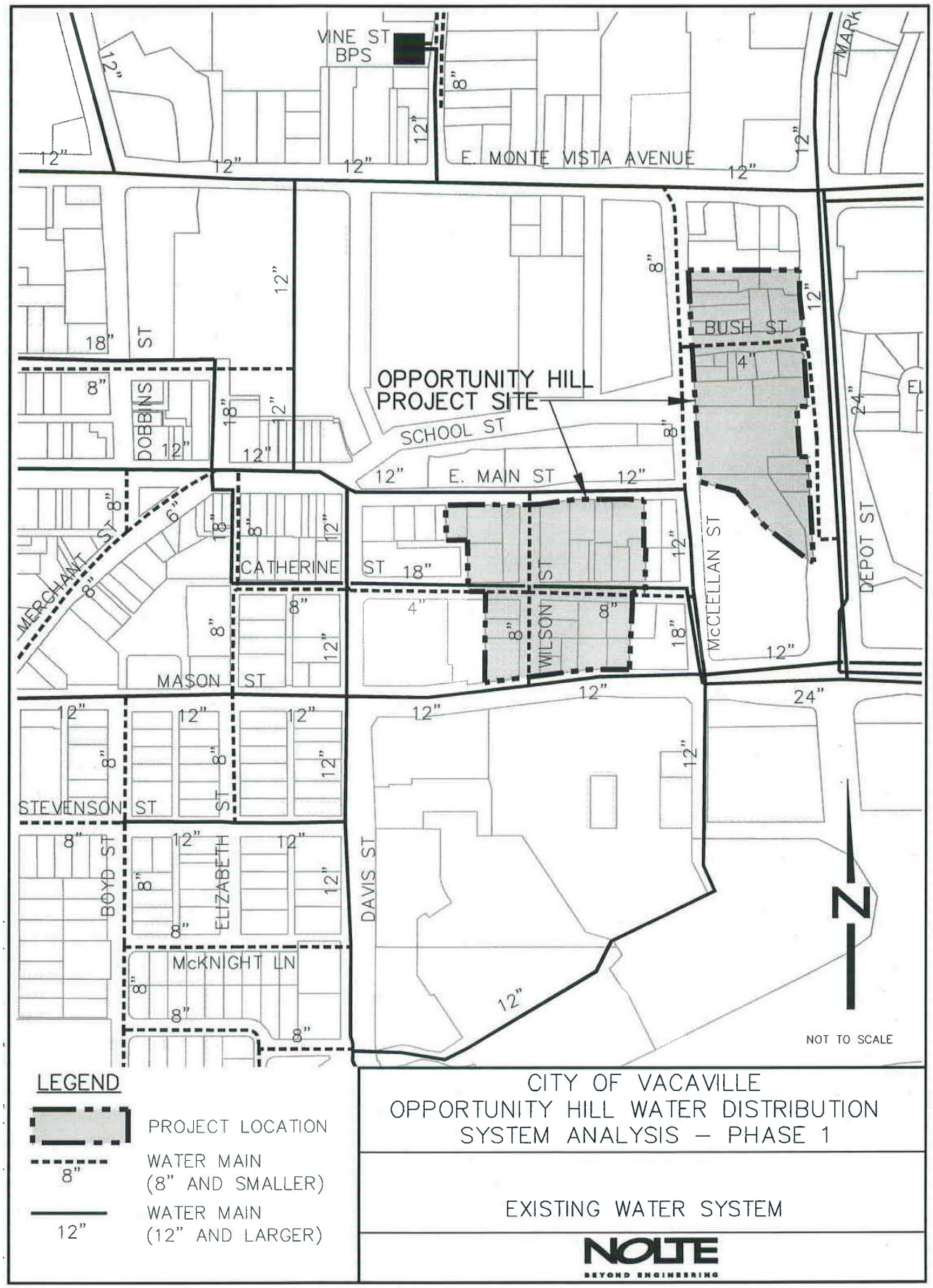


Figure 2-5: Existing Water System

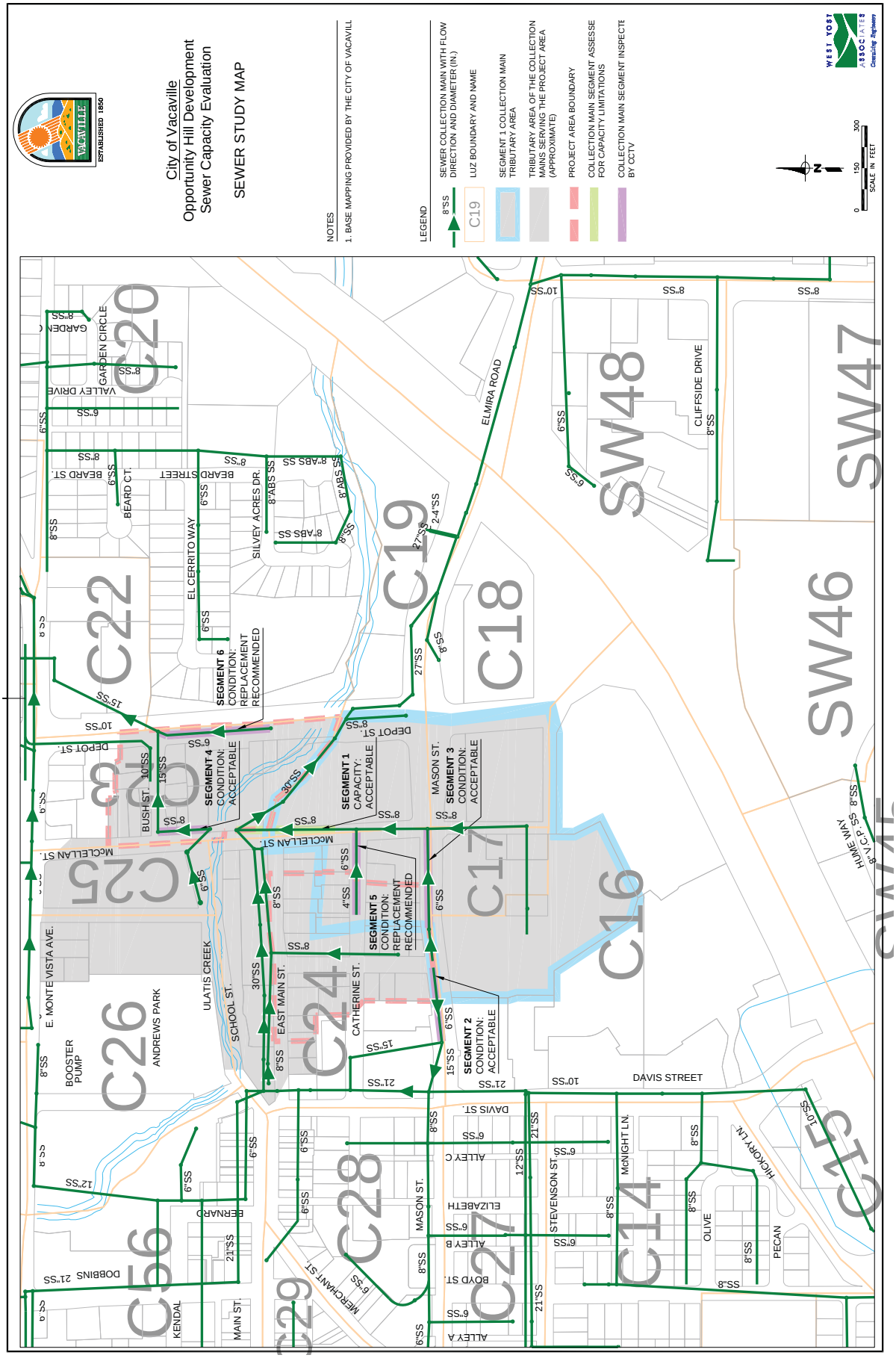


Figure 2-6: Sewer Study Map

2.2 Assets and Opportunities

Downtown Vacaville possesses many existing assets that will be instrumental in shaping its future. These assets are described below (see Figure 2-7, "Opportunities and Constraints Diagram").

- **Historic Amenities**

  In 1984, the Main Street Vacaville Historic District (Historic District) was established to help stimulate economic activity and growth in the area while preserving the unique variety of structures in the downtown area. Buildings in the Historic District were constructed between 1890 and 1935. The historic landmarks and structures in the Historic District make the community a unique location to live, work, and play. Local residents and business owners take pride in preserving the old-town character of the downtown area.

Preservation of the variety of historic structures in the downtown is a priority for residents and business owners

- **Public Amenities**

  The newly completed Town Square, the Ulatis Creekwalk, and Andrews Park, all within walking distance of each other, serve as downtown hubs for community activities and gatherings. The downtown area is also supported by a library, senior center, gymnasium, museum, and art gallery.

A new public library located adjacent to the Town Square and Andrews Park serves as a community amenity

- **Pedestrian-Scale Urban Form**

  The pedestrian-scale, tree-lined streets, and compact development pattern create a pleasant and comfortable ambiance for Downtown Vacaville. Generous sidewalks, quaint alleyways, a sense of enclosure created by the rhythm of two- and three-story buildings, street trees, street furniture, and public art along Main Street contribute to the pedestrian-friendly character of the downtown.

- **Retail Commercial, and Entertainment Hub**

  One of the strengths of downtown Vacaville lies in the synergy and variety of community, retail, business, recreational, and entertainment uses. Specialty retail shops and many different restaurants line Main Street. These one-of-a-kind retail and entertainment establishments distinguish the downtown area from other suburban retail centers.

- **Scenic Views**

  The scenic views surrounding the downtown area are another key asset. Downtown Vacaville is well located for views to the hills, Andrews Park, Ulatis Creek, and the Historic District. The Opportunity Hill project benefits from its raised topographic location and proximity to many of the downtown area's amenities, allowing the opportunity to take advantage of these scenic views.

- **Committed Leadership and Diverse and Engaged Community**

  Downtown Vacaville also benefits from the dedicated work and leadership of the City, the DVBID, and the active involvement of the local community—all committed to ensuring the continued success of the downtown area. The support, enthusiasm, and stewardship of the community will be instrumental in ensuring the implementation of the *Opportunity Hill Master Plan and Design Guidelines*.

2.3 Challenges and Opportunities

While downtown Vacaville has many positive attributes, it also has room to develop and improve (refer to Figure 2-7, "Opportunities and Constraints Diagram"). Some of the challenges of the downtown area are described below.

- **Development at the Periphery**

  Residential development in the outlying suburbs and the growth of new commercial developments along arterial streets and freeways such as I-80 can be competition for downtown businesses. These developments attract new and returning visitors to the regional shopping hubs. The opportunity exists to also draw these visitors to the unique retail shops and entertainment functions in the downtown area.

- **Specialty Retail**

  Retail, especially specialty retail, is encouraged in downtown Vacaville. Specialty retail or one-of-a-kind uses contribute to the unique shopping experience of the downtown area; therefore, development of such uses as infill within existing vacant spaces is encouraged. Extending specialty retail uses into the Opportunity Hill area should also be considered.

Boutiques, cafes, restaurants, and speciality retail uses in historic buildings create a unique shopping and living experience in downtown Vacaville

- **Office Uses and Jobs**

  A specific goal expressed by the Redevelopment Agency is to attract higher paying office jobs to ensure the continued revitalization and growth of the downtown area. Office uses and new employment can bring more patrons to the downtown area and can serve as a catalyst for other supporting uses, including retail and service uses.

- **Housing Opportunities**

  The community expressed an overwhelming interest in the development of new housing, especially condominiums and smaller ownership units. The Opportunity Hill projects are underutilized and are prime locations for the development of housing downtown. Bringing new residents into the Opportunity Hill area can bring a permanent population of patrons to the downtown shops, restaurants, and businesses.

- **Affordable Housing Opportunities**

  Community members expressed concerns regarding the need to provide affordable housing in the downtown area. Affordable housing will provide fair opportunities for residents of all income levels to live in the downtown and ensures that housing is made available for retail workers, active adults, and persons with disabilities.

- **Permanent Entertainment and Restaurant Uses**

  A goal of the Redevelopment Agency, echoed during community meetings and developer interviews, is to facilitate more entertainment and restaurant uses downtown to further promote the area as a community and visitor destination.

More restaurant establishments such as the Creekside Bar and Grill support the role of the downtown area as an entertainment destination

- **Parking**

  Parking presents a special challenge to the community. An inventory of parking does exist, however, parking can be a challenge during special events and peak flows of activity. Downtown merchants have expressed concerns that convenient parking is needed in the downtown to vie with suburban locations that have abundant and convenient parking. The community has also expressed concerns regarding providing adequate parking for new development in the Opportunity Hill area.

  There is a need to ensure adequate parking for future development in the Opportunity Hill area and to conveniently accommodate the special events in the downtown. Parking solutions will need to balance these concerns against the goal to promote higher density infill development and the preservation of the character of the downtown area. The creation of too much parking will detract from the special character of the downtown landscape.

On-street angled parking provided along Main Street help establish the streetscape character of the downtown area and slow traffic

- **Traffic Noise**

  Traffic noise may also present a challenge to developing attractive residential developments in downtown Vacaville, especially if buildings and development sites are not carefully designed to address noise issues caused by traffic from major arterial streets such as Depot Street and Mason Street.

- **Signage and Wayfinding**

  Currently it is difficult to find downtown Vacaville unless one is familiar with the City and the local street pattern. A successful and well-designed signage and wayfinding program will help visitors find the downtown area and inform them when they have arrived. Signs should attract and help direct visitors from the freeway, to the main arterial streets, to the Downtown, and then to find the main commercial streets, stores, and parking areas they seek.

  Freeway Signage: Signs along I-80 identifying the historic downtown main street are small and few. Once the signs are noticed, travelers can easily miss the freeway exits and may have difficulty finding the downtown area.

  Downtown Signage: The downtown arch on Davis Street is particularly effective as a landmark. However, signage at most other primary entries into the downtown area (from Mason Street, Depot Street, Monte Vista Avenue, Cernon Street, and Parker Street) are obscure and need to be more visibly marked.

Entry monumentation along Davis Street marks the entrance into the Vacaville downtown district

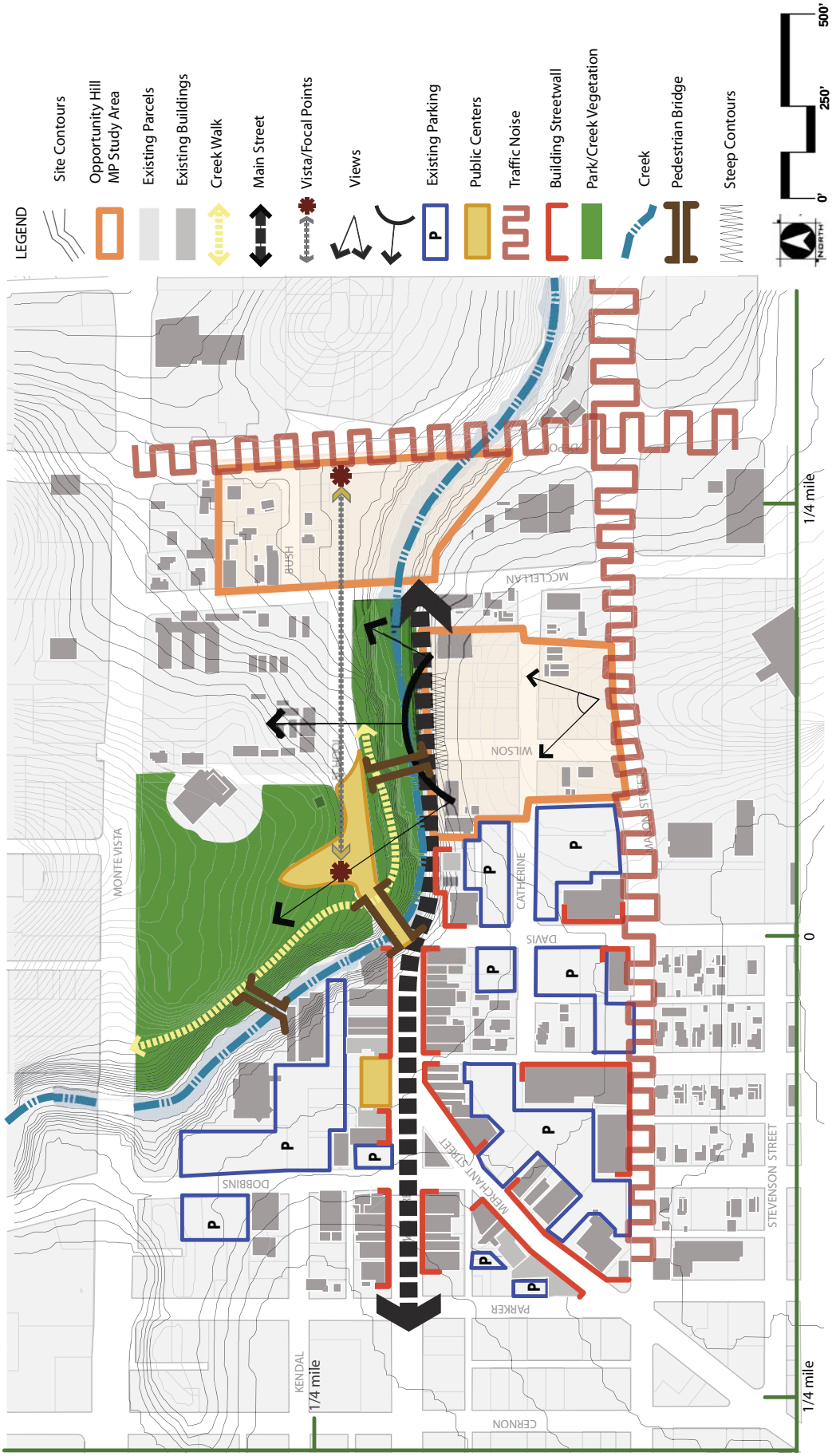


Figure 2-7: Opportunities and Constraints Diagram

3. VISION

3 Vision

3.1 Vision for the Opportunity Hill Downtown Area

The collective work and vision of the City of Vacaville, business owners, residents, and active citizens have made downtown Vacaville what it is today and will continue to shape its future development. The vision for the Opportunity Hill area builds on the plans, traditions, and energy that have boosted the vitality of the downtown area. The vision statement adopted by the Redevelopment Agency in its Downtown Area Economic Development Strategy (1991) states:

> Downtown Vacaville is to serve the residents of the Vacaville community, the surrounding areas and visitors as an economically viable commercial, institutional, retail and entertainment district in a physical setting that captures and portrays the early heritage of Vacaville along with the atmosphere of a commercially successful "Hometown USA."

During the public visioning workshop for the Opportunity Hill area conducted by the Redevelopment Agency and EDAW on September 10, 2007, residents, local business owners, and civic officials shared their hopes for the future of this community. The following vision statements summarize what was heard during the workshop. The Opportunity Hill area is envisioned as a place that:

- *Continues the success of the downtown area as the historical, commercial, and cultural heart of the City. Downtown Vacaville is active in the day and evening with a wealth of cultural and entertainment activities including live performances, movies, street fairs, restaurants, and cafes.*
- *Has a mix of uses (residential, retail, and office uses) that contribute to the activity and vitality of Downtown Vacaville as a place to live, work, and play. New mixed-use housing in the downtown area attract a diverse community of professionals, families, and active adults. Housing is affordable and allows residents of all backgrounds and income levels opportunities to live in the downtown area.*
- *Features a variety of transportation opportunities that encourage residents to leave their cars at home. Attractive tree-lined streets, well-defined sidewalks, angled parking, and traffic calming design encourages the community to walk, bike, and spend time outdoors. Trail linkages to Andrews Park and the Ulatis Creekwalk promote access to nearby open space for residents of all ages.*
- *Includes a comprehensive and unique signage and wayfinding system that identifies Downtown Vacaville and makes the downtown area easy to navigate.*
- *Encourages the development of public art to promote the civic presence of Downtown Vacaville.*
- *Supports civic participation in the community's planning process. People living and working in Downtown Vacaville take pride in their community and invest in its continued success.*

A mix of uses along the street promotes an active pedestrian realm

Tree-lined streets with well-defined sidewalks support pedestrian activity

.

A variety of transportation options allow access to the downtown area without relying on an automobile

Local paths and the Creekwalk trail promote a healthy connection to the outdoors

The following objectives support the vision expressed by the Vacaville community. These objectives provide the guiding framework and are associated with a number of strategies and implementation actions, as described in Chapter 4, "Strategy for Downtown Development," and Chapter 5, "Implementation."

Objective 1: ***Provide Design Guidelines and Standards for Opportunity Hill***

Support development in the Opportunity Hill area while maintaining downtown Vacaville's historic character.

Objective 2: ***Improve Parking***

Ensure adequate and convenient parking for new uses that is easily accessible, highly visible, and that supports a sense of personal security and safety.

Objective 3: ***Investigate Additional Resources to Provide Mixed-Use Development Incentives***

Investigate resources to facilitate attracting new mixed-use development that promotes the economic viability of the downtown with new jobs and office, entertainment, and retail businesses by providing economic incentives for reinvestment.

Objective 4: **Initiate Changes to the Legal Framework (City General Plan and Zoning Amendments)**

Allow an increased density of up to 65 du/ac in the Opportunity Hill area, compared with the up to 36 du/ac currently allowed by the City in the downtown area.

Objective 5: **Improve Linkages and Connections**

Promote linkages for efficient automobile, bus, bicycle, and pedestrian circulation in the downtown area.

Objective 6: ***Complete Infrastructure Improvements***

Complete studies and improvements to the Opportunity Hill area infrastructure systems to adequately serve the full buildout of the Opportunity Hill area, consistent with the zoning change recommendations of this Master Plan.

Objective 7: ***Improve Signage and Wayfinding***

Improve signage and wayfinding into and around the downtown area.

Objective 8: ***Provide Affordable Housing***

Provide opportunities for new high-density affordable housing within the downtown area.

View of the Opportunity Hill Area

Downtown Vacaville with Andrews Park and Ulatis Creek

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4. STRATEGY FOR DOWNTOWN DEVELOPMENT

4 Strategy for Downtown Development

4.1 Strategic Framework

This section describes the strategic framework guiding the redevelopment of the Opportunity Hill area. The revitalization of the Opportunity Hill area will require a series of progressive, concentrated, and well-defined strategies that build on one another to support change in the downtown area. The strategic framework is the "big picture" vision to support a comprehensive strategy of programs, policies, and improvements for downtown development that is intended to be versatile to respond to changes in market conditions, retail demand, and community needs.

To create this strategic framework, the Opportunity Hill area's economic, social, and physical development opportunities and constraints were assessed in the context of the overall function of downtown Vacaville. The strategic framework defines these actions in three different components that together help structure and prioritize the actions required to ensure the implementation of the Master Plan.

- Primary land uses—the land uses most important to achieving the vision and goals for the Opportunity Hill and downtown area (see Section 4.3, "Primary Land Uses"). The function of primary land uses is to define the strategic role of downtown Vacaville in the community and the region. The primary land uses are those uses that work together to drive the economic, social, and cultural activities that help make downtown Vacaville a mixed-use, small-town urban destination for shopping, living, and working. The strategies identified by this Master Plan are potential actions the City may take to achieve the combination of unique land uses that support downtown Vacaville.

- Opportunity projects—sites that can accommodate additional development in the immediate future within the primary land use categories (see Section 4.4). During the initial site analysis, a number of opportunity projects in the Opportunity Hill area were identified as appropriate for redevelopment efforts. Two Agency-owned sites—the Opportunity Hill site and the Depot Street site—were identified as primary opportunity projects. In addition, three secondary opportunity projects were identified—the School Street site, the Main and Wilson Streets site, and the Mason and Wilson Streets site. Opportunity projects are identified in Figure 4-2, "Strategic Framework Concept Diagram," and further described and analyzed in Section 4.4, "Opportunity Projects."

- Supporting strategies—actions that support the primary land uses and opportunity projects (see Section 4.5). The function of supporting strategies is to identify the additional programs and action steps to carry out the overall vision for downtown Vacaville. These supporting strategies and actions help ensure the success of the opportunity projects. Supporting strategies are composed of a range of policy considerations and design guidelines that support both the implementation of the immediate redevelopment project and the ongoing downtown revitalization efforts.

Figure 4-1: Strategic Framework Outline

4.2 Strategic Framework Concept Diagram

The strategic framework concept diagram (Figure 4-2) graphically represents the strategic vision for Opportunity Hill. This framework diagram provides a conceptual depiction of future land uses in downtown Vacaville, building relationships to the street, major pedestrian connections, and desired streetscape relationships and character. The strategic framework concept diagram also emphasizes opportunities for principal transportation, pedestrian circulation, parking, signage, and open space networks that link the Opportunity Hill development sites to the surrounding downtown context.

The strategic framework concept diagram serves as a visual blueprint or "road map" for improving Opportunity Hill and is not considered a legally binding entitlement to land use and development of sites in the project area. The strategic framework concept diagram illustrates the relationship of the Opportunity Hill project to the overall context of downtown Vacaville and suggests several strategic concepts, briefly described in this section.

Districts

The downtown area can be described as one overall, interconnected **district**. The Opportunity Hill area is envisioned as an extension of the Historic District that extends east-west from Parker Street to Depot Street.

The downtown area is also related to and supported by the surrounding areas and districts:

- thriving residential neighborhoods located west of Cernon Street;
- neighborhood centers including a Lucky supermarket northeast of the project area on Monte Vista Avenue;
- a small residential district south of Mason Street between Davis Street and Parker Street that is gradually transitioning into a mixed-use area, with small single-family homes being converted into professional offices, small specialty stores, and live/work homes for artists and crafts persons;
- the Brenden theater entertainment and retail district located immediately south of the downtown area on Davis Street; and
- several larger office buildings as well as the Hampton Inn Hotel located just south of the downtown area on Mason Street.

Circulation

The **circulation** system consists of a street hierarchy that includes major arterial streets, collector streets, and local interior streets. The arterial and collector streets—Depot Street, Mason Street, Monte Vista Avenue, and Cernon Street—carry through traffic to the periphery of the historic downtown area. Local interior streets are organized in a historic grid pattern; these slower, pedestrian-oriented streets provide access to the storefront shops while directing major through traffic to arterial streets on the periphery. Convenient parking access is provided from the arterial streets to avoid burdening the main street with heavy traffic.

Mixed-use development with office uses on the upper floors and cafes and restaurants on the ground floor frame the Town Square Plaza

Ground floor commercial uses with storefront facades and wide sidewalks contribute to the pedestrian ambiance of the downtown area

Future downtown parking structures should be designed with retail uses on the ground floor

Mixed-Use Opportunities

A major concept for development in downtown Vacaville is to encourage **higher intensity mixed-use infill** development on opportunity project sites with housing, office, and retail projects that support the role and function of the downtown area as a specialty shopping destination.

Ground Floor Commercial Opportunities

Not all streets in downtown Vacaville need to include **ground floor commercial** uses. Such uses should be concentrated within the easily walkable retail core along Main Street, School Street, Merchant Street, Dobbins Avenue, and Parker Street. Shoppers typically will walk for only three or four blocks. The Main Street retail core should extend from Cernon Street and terminate at McClellan Street. Catherine Street, Bush Street, and portions of Kendal Street, Parker Street, and Cernon Street can support offices or residential frontages with front stoop and porch entries.

Pedestrian Connections

Pedestrian connections throughout the downtown area are intended to support and enhance the lifestyle of residents and downtown users. Streets and sidewalks, plazas, parks, and small gathering places are intended to be comfortable, green places that support the pedestrian experience. Wide sidewalks allow outdoor dining and direct access to shop entries and storefronts along the central retail spine of Main Street and include streetscape amenities—street trees, seating, and lighting.

Improvements to School Street are envisioned with the extension of the pedestrian plaza being east to McClellan Street. The Ulatis Creekwalk is also planned to extend east to McClellan Street and is envisioned to eventually extend and connect to the Citywide trail system across I-80.

Parking Opportunities

The strategic framework concept diagram also provides recommendations on some, potential **opportunity** locations for **parking** structures in the downtown area that provide access from arterial and collector streets. Future parking structures should be designed with ground-floor retail uses, where appropriate, and provide districtwide parking in order to encourage higher intensity development in the downtown area. Parking locations should be easily accessible and include highly visible and well-defined signage from the major arterial streets.

Gateway Features and Landmarks

The primary entries into the downtown area are opportunities to provide attractive downtown signage, wayfinding information, or public art as **gateway features or landmarks** to enhance the visibility and identity of downtown Vacaville.

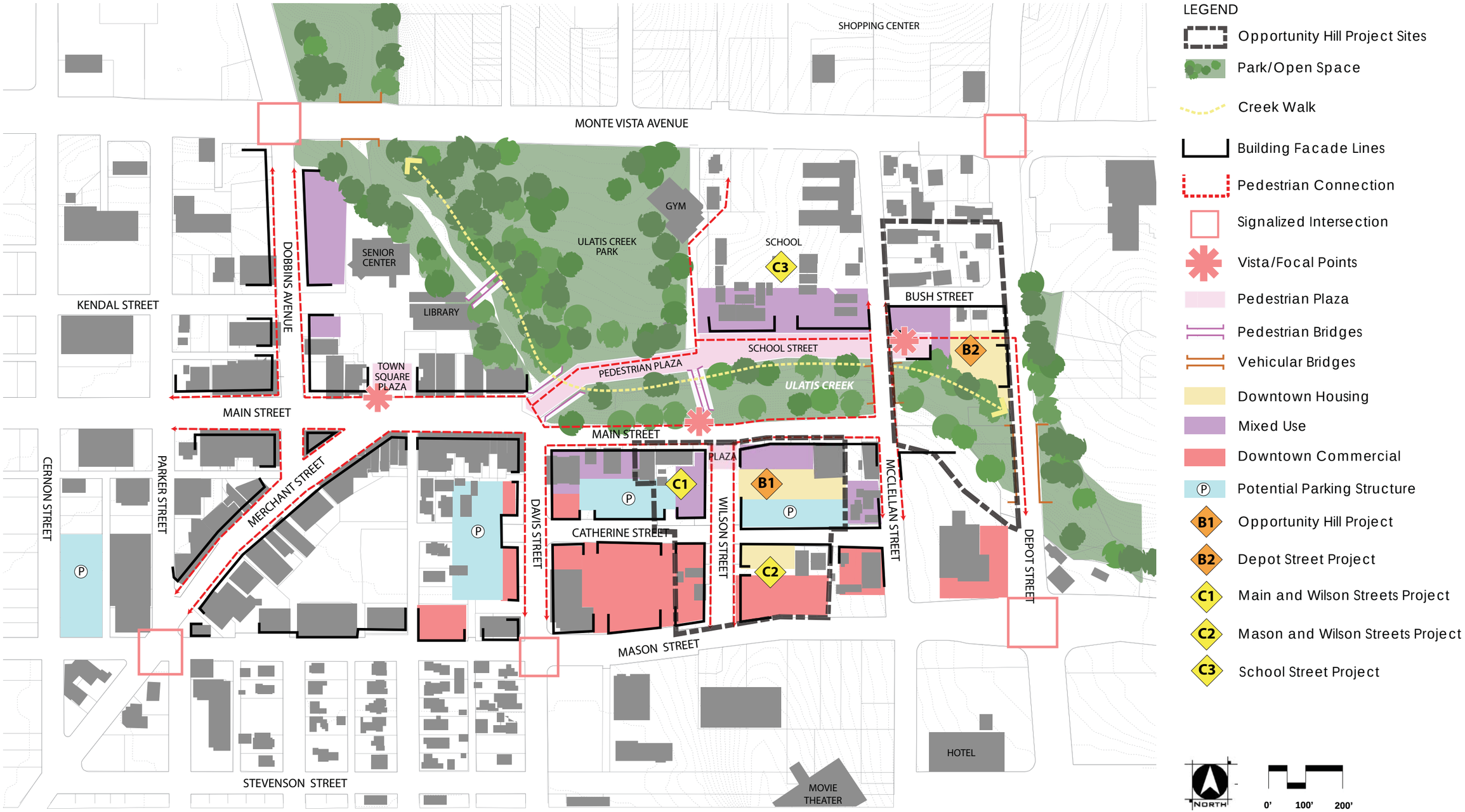

Figure 4-2: Strategic Framework Concept Diagram

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4.3 Primary Land Uses

Primary land uses are those uses that are most important for achieving the overall vision and goals for improving the Opportunity Hill area. These land uses are based on City and regionwide trends and the unique conditions in downtown Vacaville. These primary land uses are expected to have the greatest impact in redefining the role of downtown Vacaville in the City and the region. The following six primary land uses have been identified.

1. **Downtown housing** is increasingly in demand and supports a thriving City center environment. Housing in the downtown area helps to extend activity into the evenings and supports other retail uses, restaurants, and specialty stores with a local customer base. Downtown housing markets include active-adult baby boomers, young and older professionals without children, retirees, affordable housing, and artisans seeking live/work type housing in an active urban setting that is close to shopping, entertainment, and cultural events.
2. **Restaurant and entertainment** uses are a key component of downtown Vacaville. Adding new restaurant and entertainment uses promises to draw additional visitors and vitality to the area. Restaurants, live theater, music, and arts venues will have a positive impact on the area, reinforcing downtown as a destination.
3. **Civic, cultural and recreational** activities attract a high number of visitors and provide possibilities for "trip-chaining" and multiple purchases in the downtown area. Downtown Vacaville serves a major role as the civic and cultural heart of the community. Existing public plazas, the central park, the Ulatis Creekwalk, and sidewalk environment provide the setting for formal and informal gatherings, events, and ceremonies.
4. **Specialty retail** uses in the downtown area are distinct from "big-box" retail chain stores in large commercial centers along the freeways or neighborhood grocery shopping in suburban centers. Specialty retail activities support downtown Vacaville's role as a shopping destination. The downtown area should continue to strengthen its position in the region as a destination for specialty shopping.
5. **Office** uses, especially professional uses, employ a significant number of people throughout the region and draw people to downtown Vacaville. Office workers support local restaurants and retail stores at lunchtime and after work. In addition, office visitors can easily fulfill their shopping needs downtown during business trips. These office uses help create a vibrant mixed-use center.
6. **Heritage tourism** in downtown Vacaville is one of the best-kept secrets in the San Francisco Bay Area. Vacaville's rich historical past and small-town, historic character contribute to its continued success in creating a specialty retail destination. Downtown Vacaville should continue to showcase its history through museums, historic walking tours, community events, and preservation of its architectural heritage. Downtown signage, marketing information, and promotional events should reflect this rich heritage and encourage new visitors to explore the area's unique assets. All new buildings in the downtown area should be designed to fit with the historic character and contribute to the historic, pedestrian-scaled environment in the downtown.

4.4 Opportunity Projects

This section describes the primary and secondary opportunity projects for the Opportunity Hill area. Two primary opportunity projects are studied in detail in this Master Plan: the Opportunity Hill project and the Depot Street project. These project sites were chosen for their strategic locations within the Opportunity Hill area and their potential role to serve as catalysts for additional new development and investment in downtown Vacaville.

Three secondary opportunity projects have also been identified in this Master Plan: the School Street project and two private development projects, the Mason and Wilson Streets site and the Main and Wilson Streets site (see Figure 4-2). The two private development sites are currently being considered by the City. The School Street site will issue development plans of its own. These secondary opportunity projects provide opportunities for redevelopment in the near term and should continue moving ahead through the development review process. These project designs must be consistent with the overall vision for the downtown and this Master Plan.

Project Recommendations

A number of development scenarios were studied for the Agency-owned Opportunity Hill and Depot Street projects (see Section 4.4-2, "Opportunity Hill Project" and Section 4.4-3, "Depot Street Project"). Although the current residential market conditions in Vacaville favor the less dense townhome project scenarios, the goals and objectives of this Master Plan are best supported by the higher density project scenarios for the Opportunity Hill and Depot Street sites.

The City may take several actions to help encourage higher density residential development in the Opportunity Hill area. Recommended strategic actions are described in Section 4.4-4, "Summary of Findings" and Section 4.5, "Supporting Strategies." In addition, the Agency will utilize various methods available to solicit development proposals for the Opportunity Hill and Depot Street projects and/or portions of the projects that will support the goals and objectives of this Master Plan. The developer(s) and/or project(s) that provide the best quality development and fit for the Opportunity Hill area, consistent with this Master Plan and any other City requirements and conditions will be analyzed.

4.4-1 Feasibility Analysis

A project feasibility analysis for the Opportunity Hill and Depot Street projects analyzed the three development scenarios created for each site. These land use scenarios represent a range of residential densities, commercial, and parking assumptions. The parking ratio assumptions utilized for the analysis are lower than the City's parking standards for residential uses of two spaces per unit for one and two bedroom units and two parking spaces for three or more bedroom units. The City's parking standards were assumed for the commercial component of the analysis by using a combination of on-site and on-street parking spaces to meet this demand. The lower parking ratios utilized are strategies found in urban infill environments to achieve higher residential densities and encourage mixed-uses consistent with the vision of the Opportunity Hill Master Plan. A static pro forma evaluation of the scenarios on their returns at the first year of full occupancy was analyzed. This methodology allows planners to test the ways that adjusting the sites' zoning and development standards would affect underlying land values, assuming a reasonable developer profit of 10% (The feasibility analysis assumes a developer profit of 10% based on conversations with local developers. This is a relatively conservative estimate. A higher profit threshold was used in

this analysis because higher density for-sale development in downtown Vacaville is untested).

The development feasibility analysis makes assumptions about anticipated construction, legal, financing, architecture and engineering costs; property taxes; government fees; and other overhead costs for developers. The assumptions about development costs are based on the experiences of developers actively building in Solano, Sacramento, and Yolo Counties. The cost data are also based on the 2007 R.S. Mean Square Foot Construction Costs Manual, which estimates construction costs by type and region. Beyond construction costs, prevailing financing rates, property taxes, and estimated government fees were also determined by contacting local lenders, planners, and brokers.

The feasibility analysis also makes assumptions about development revenues. In general, it assumes above-average pricing for any residential and commercial project because of its proximity to downtown, Ulatis Creek, and available amenities. Leasing rates for such potential projects are relatively high compared to rates for other, more antiquated retail in downtown Vacaville. At the same time, assumptions about capitalization and vacancy rates are relatively conservative at 8% and 10%, respectively. Each of the scenarios assumes that the commercial component would operate under separate ownership as a commercial condominium with a homeowners' association. The commercial condominium could either be sold by the developer or held as revenue property.

Revenues from townhome and condominium sales for the Opportunity Hill and Depot Street projects are assumed to be well in excess of prevailing home prices for existing townhomes and condominiums. Existing townhomes and condominiums are older units and are not comparable in quality to new products expected in downtown Vacaville. The analysis assumes that new townhomes and condominiums would command a price premium because of their ideal downtown location with immediate access to entertainment, recreation, shopping, and services.

The analysis also assumes that 20% of new housing units would be sold to low- and moderate-income households. Half of these units, or 10% of the total units, would be sold to low-income households and the remainder would be sold to moderate-income households. Although assumptions were made for the purposes of the analysis, further Agency review will be needed on a project specific basis to determine if the number of affordable housing units is adequate to meet the requirements of State Redevelopment Law (the funding source utilized to acquire much of the land in the Opportunity Hill area). In many of the higher density scenarios, the calculated price of moderate-income affordable housing is only slightly lower than the market price. Reducing unit sizes only slightly would make many of the market-rate two-bedroom units affordable to moderate-income households. This would allow some units to be sold without resale restrictions or agency oversight.

4.4-2 Opportunity Hill Project

Overview

The Opportunity Hill project site, located at the northeast corner of Wilson Street and East Main Street, is owned by the Redevelopment Agency and is approximately 1.4 acres in size (see Figure 4-2). Three land use alternatives were prepared for the Opportunity Hill site, proposing different mixes of residential densities and including varied assumptions about commercial space. The Opportunity Hill site was evaluated using a mixed-use townhome scenario, a mixed-use condominium scenario, and a hybrid (mixed-use condominium and townhome) scenario. The development program for each scenario is shown on the following pages (refer also to Figures 4-3, 4-4, and 4-5).

Opportunity Hill Site Scenario 1: Mixed-Use Townhomes

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in individual garages, with some shared visitor parking on-site and additional parking available on the street
- A small amount of commercial space located along Main Street beneath the residential units

Development Program

Housing

31 two-story townhome units
(1,400 - 1,750 square feet)

Commercial

7,000 square feet of ground floor retail

Parking

62 on-site tuck under parking spaces

7 visitor parking spaces

30 on-street parking spaces

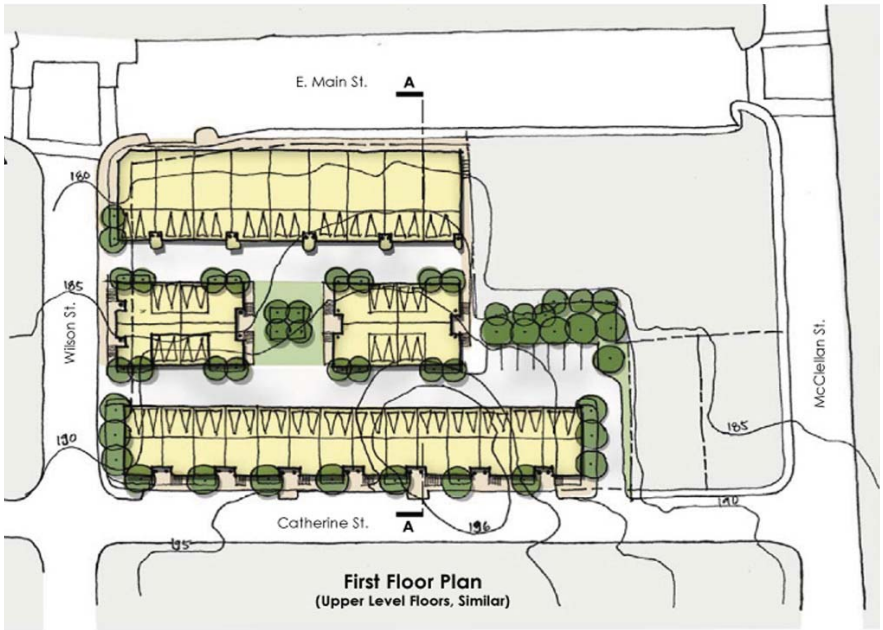


Figure 4-3: Plans and Renderings, Opportunity Hill Site Scenario 1

Townhome Community Examples for the Opportunity Hill Site

Opportunity Hill Site Scenario 2: Mixed-Use Condominiums/ Apartments

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in a podium structure under the residential units
- Commercial space provided along Main Street beneath the residential units

Development Program

Housing

91 apartment/condominium units
(1,000 - 1,200 square feet)

Commercial

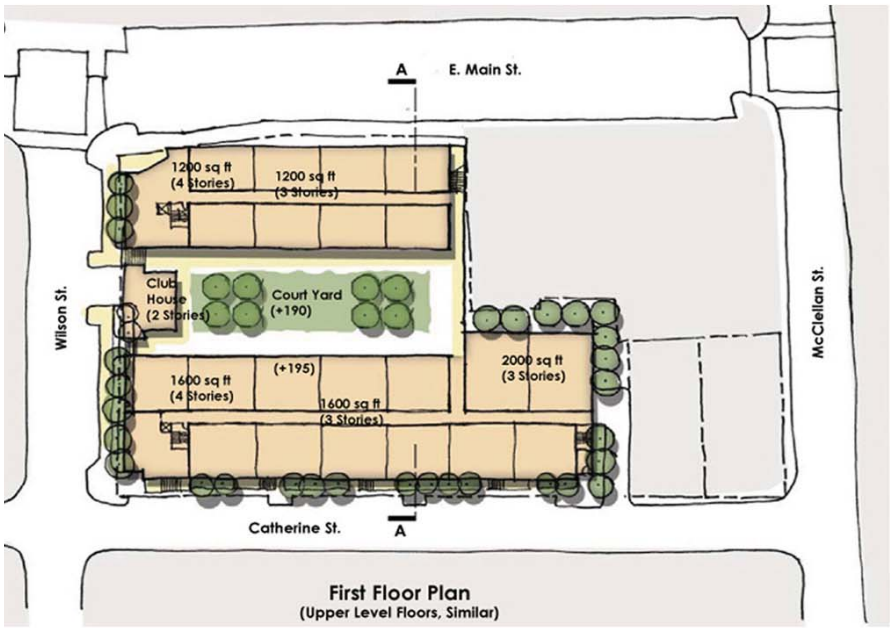
10,500 square feet of ground floor retail

Parking

150 on-site podium parking spaces

7 visitor parking spaces

30 on-street parking spaces



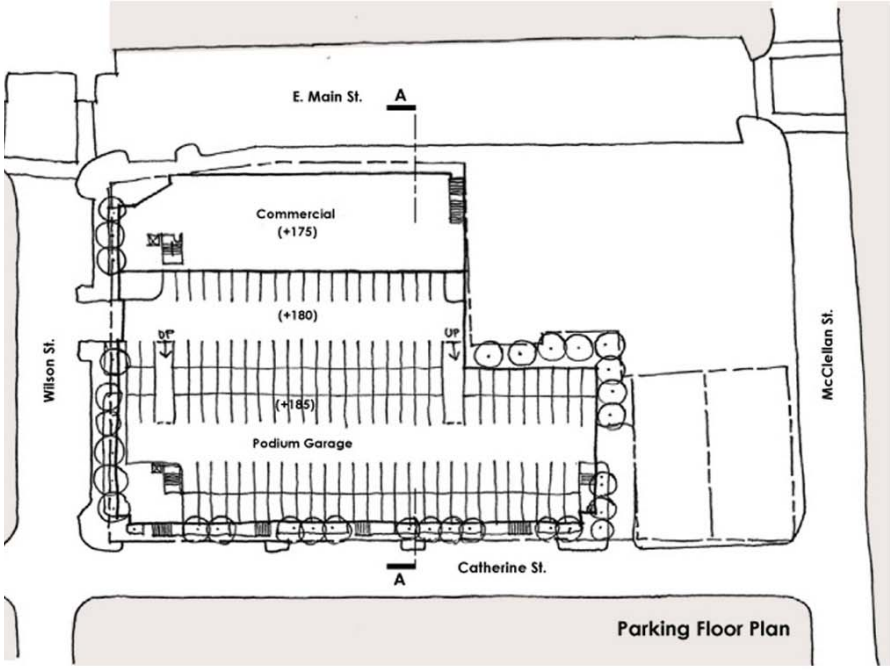


Figure 4-4: Plans and Renderings, Opportunity Hill Site Scenario 2

Examples of Apartments/ Condominiums with Podium Parking for the Opportunity Hill Site

Opportunity Hill Site Scenario 3: Mixed-Use Condominiums/ Apartments/Townhomes

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in a podium structure under the residential units, with tuck-under parking for the townhomes
- Commercial space provided along Main Street beneath the residential units

Development Program

Housing

9 studio units (800 square feet)

54 apartment/condominium units (800 - 1,200 square feet)

12 two-story townhome units (1,200 square feet)

Commercial

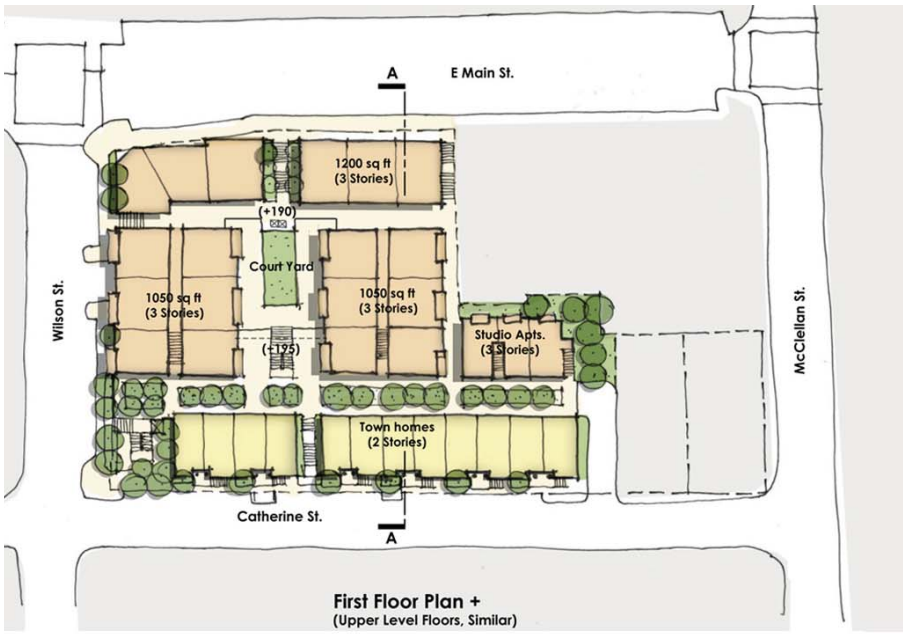
10,500 square feet of ground floor retail

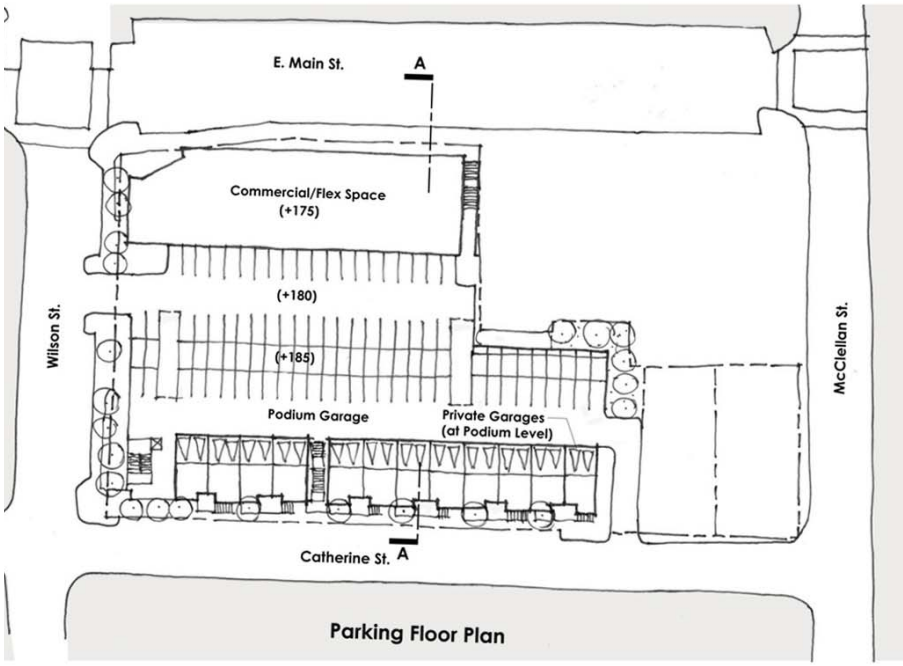
Parking

120 on-site podium parking spaces

6 visitor parking spaces

30 on street parking spaces





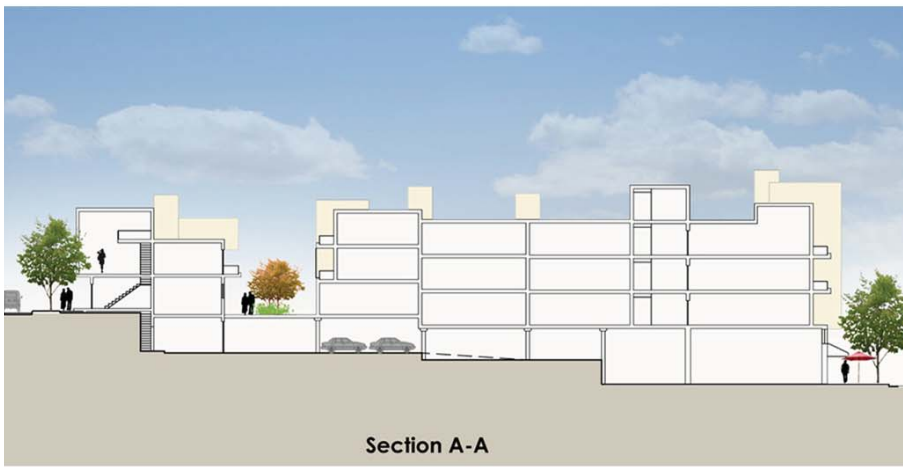


Figure 4-5: Plans and Renderings, Opportunity Hill Site Scenario 3

Conceptual Perspective Renderings of Opportunity Hill Site Scenario 3

Development Feasibility

The mixed-use townhome scenario (Site Scenario 1; see Figure 4-3) would generate the highest return of the land use alternatives. Site Scenario 1 would have an estimated development cost of approximately $12.8 million and revenues of $14.9 million. The project would benefit from lower construction costs and less expensive parking (i.e., tuck-under parking versus podium parking).

The mixed-use condominium scenario (Site Scenario 2; see Figure 4-4) would be burdened by high podium parking costs, more expensive construction, and internal building circulation. This prototype shows projected development returns of only 2% of cost with no residual land values.

The mixed-use townhome and condominium scenario (Site Scenario 3; see Figure 4-5) would generate slightly higher returns than Site Scenario 2, estimated at 7% of total costs. If home prices increased by 5% above development costs, this scenario would be feasible.

4.4-3 Depot Street Project

Overview

The Depot Street site, located on McClellan Street between Bush Street and the terminus of East Main Street, is mostly owned by the Redevelopment Agency and is approximately 2.2 acres in size (see Figure 4-2). Three land use scenarios were evaluated for the Depot Street site, proposing different mixes of residential densities and varied assumptions about commercial space. The Depot Street site was evaluated using a mixed-use townhome scenario, a mixed-use condominium scenario, and a mixed-use mansion home scenario. The program for each site scenario is shown on the following pages (refer also to Figures 4-6, 4-7, and 4-8).

Depot Street Site Scenario 4: Townhomes and Live/Work

Project Overview

- Mixed-use housing and commercial development
- Attached townhomes, live/work units
- Parking for housing tucked under the residential units
- Some commercial space located near the intersection of McClellan and School Streets

Development Program

Housing

46 townhome units
(1,200 - 1,600 square feet)

4 live/work units (1,375 square feet)

Commercial

7.300 square feet ground-floor retail
3,500 square feet live/work commercial

Parking

100 on-site tuck-under parking spaces

2 visitor parking spaces

17 on-street parking spaces

Figure 4-6: Plans and Renderings for Depot Street Site Scenario 4

Townhome Community Examples for Depot Street Site

Depot Street Site Scenario 5: Mixed-Use Condominiums/ Apartments

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in a podium structure under the residential units
- Some commercial space located along McClellan Street

Development Program

Housing

90 units apartments/condominiums (1,050 - 1,200 square feet)

COMMERCIAL

8,600 square feet of ground-floor retail

PARKING

163 on-site podium parking spaces

10 visitor parking spaces

17 on-street parking spaces

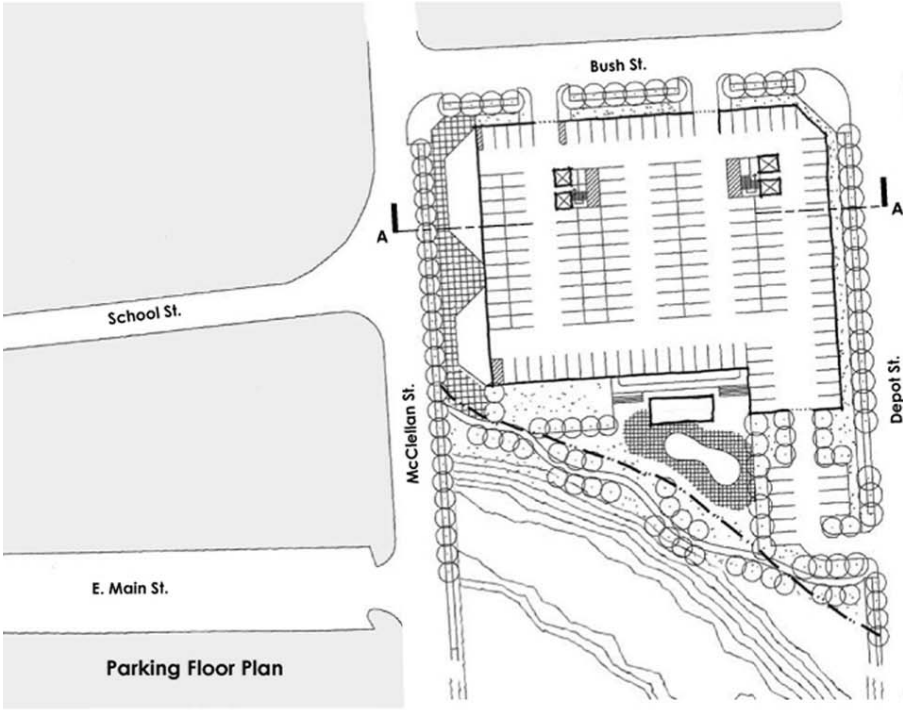


Figure 4-7: Plans and Renderings for Depot Street Site Scenario 5

Podium Apartment/Condominium Examples for the Depot Street Site

Depot Street Site Scenario 6: Mansion Homes

Project Overview

- Mixed-use housing and commercial development
- Parking for housing tucked under the residential units
- A small amount of commercial space located along McClellan Street

Development Program

Housing

28 units apartments/condominiums (900 - 1,400 square feet)

Commercial

8,500 square feet of ground-floor retail

Parking

56 tuck under parking spaces

14 visitor parking spaces

17 on street parking spaces

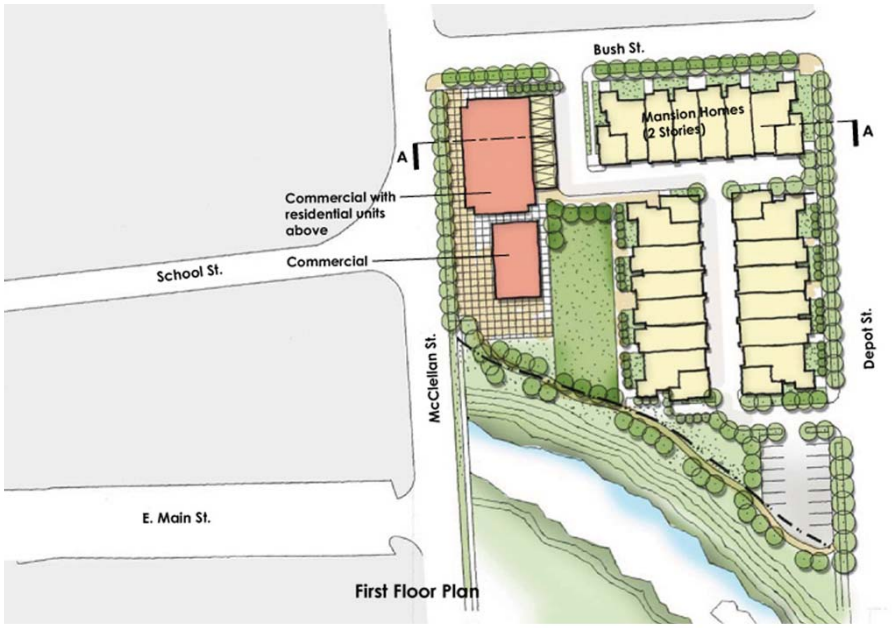


Figure 4-8: Plans and Renderings for Depot Street Site Scenario 6

Conceptual Perspective Renderings of Mansion Homes for the Depot Street Site

Example of a Mansion Home for the Depot Street Site

Development Feasibility

The Depot Street site scenarios (Site Scenarios 4-6; see Figures 4-6, 4-7, and 4-8) generated results similar to those of the Opportunity Hill project. The lower density alternatives (see Site Scenarios 4 and 6) are viable under current market conditions. The two scenarios would have lower construction costs and parking scenarios, with projected returns on costs of 16% for Site Scenario 4 and 28% for Site Scenario 6.

4.4-4 Summary of Findings

Although the current housing prices and construction costs in Vacaville favor medium-density townhomes in the downtown area, the City supports the development of higher density scenarios that inject more pedestrian and retail activity into the area. A higher density housing development component is also supported due to the use of Low Income Set Aside Funds for acquisition of many properties in the Opportunity Hill area. The higher density will help ensure that the affordability requirements of these Set Aside Funds are met and/or the Fund is reimbursed. Under current market conditions, higher density mixed-use construction is not economically feasible because the higher construction costs cannot be offset by sale (or rental) prices. The high construction costs of podium parking can also contribute to the challenge of building a financially feasible project.

The higher density alternatives are preferred despite the underlying economics. Although the lower density alternatives are economically viable at this time, the Agency may choose to hold on to the properties until residential market conditions improve and home prices justify higher density construction. As an incentive for a developer to initiate a higher density alternative despite current market conditions, the City should consider changing the zoning for the project area to heights and densities beyond those suitable to current market conditions. Because redevelopment at the Opportunity Hill and Depot Street projects would be infill projects, the City may also consider allowing lower parking standards for smaller two-bedroom units, as recommended below.

Smaller Units and Lower Parking Standards

The City may consider lower parking standards that limit the number of podium parking spaces if a project with small unit sizes is proposed. Although the three development scenarios used for the Opportunity Hill and Depot Street projects used a lower parking ratio assumption than the current City standard and used small unit sizes ranging between 800-1,200 square feet for one, two and three-bedroom condominium units, the mixed-use, high-density residential projects were challenged by the high construction costs of podium parking under the current market conditions. The high costs of podium parking can adversely affect the economic viability of a project. Smaller units often generate higher values on a per-square-foot basis and fulfill a need among empty-nester households and entry-level homebuyers. Smaller units would also be affordable to moderate-income households without requiring an additional housing subsidy. One-bedroom and two-bedroom units ranging from 650 to 1,050 square feet would be marketable with a single designated parking space. Two and three bedroom units ranging from 1,050 to 1,200 square feet could be marketed with 1.5 parking spaces per unit.

This lower parking ratio is generally acceptable because downtown-area residents may be singles or couples without children. The active-adult baby boomers are continuing to grow as a housing market throughout the United States. Smaller units in downtown Vacaville may also be suitable to buyers, both young and old, desiring a more urban and green lifestyle choice not offered in other housing locations in the community. Downtown housing

is close to services such as grocery shopping, restaurants, entertainment facilities, and transit, reducing the need for an additional car.

4.4-5 Secondary Opportunity Projects

In addition to the two sites owned and initially targeted for development by the Redevelopment Agency, three additional opportunity sites are under preliminary discussions with the City of Vacaville: the Main and Wilson Streets site, the Mason and Wilson Streets site, and the School Street site. The secondary opportunity sites are not analyzed as part of this Master Plan; rather, they will have their own separate planning processes. However, all new projects occurring in the Opportunity Hill area, including the secondary opportunity sites, shall be subject to the standards and design guidelines of this Master Plan.

The Main and Wilson Streets Project

The Main and Wilson Streets site is privately owned. It is an approximately 0.70-acre site proposed for a mixed-use high-density project at 56 du/ac. The proposal and design are in keeping with the overall vision for downtown Vacaville and this Master Plan. The proposed mixed-use project would create a retail face along Main Street and would add attractive residential units in support of the overall land use strategy outlined above.

The Mason and Wilson Streets Project

The major portions of this site are owned by the Redevelopment Agency. Several small homes on Catherine Street are not currently owned by the Agency, making it less efficient to redevelop this site to its fullest intensity and highest and best use.

This site is currently being discussed for potential redevelopment as a two-story office use with surface parking on the remainder of the block. Although a higher intensity, mixed-use development pattern may be considered more in keeping with the vision identified in this Master Plan, an office use that meets the Design Guidelines outlined in Section 6 will promote visual appeal and provide a connection to the development on the south side of Mason Street. An office use is also in keeping with the overall land use strategy of downtown Vacaville by providing employment opportunities in the area.

The School Street Project

The School Street site includes approximately five acres of land owned by the Vacaville School District and another 0.8 acre of land currently owned by the City. Although the School Street site is not analyzed in detail in this Master Plan, it has been recognized and identified by the community as a potential opportunity site. It is also envisioned as a mixed-use development site, with ground-floor commercial spaces fronting School Street and a higher density residential housing community occupying the remainder of the site.

The Vacaville School District and the City should discuss the best solutions for developing the site that ensure its successful contribution to the downtown landscape. When the School District conducts its own studies for potential development of the site, additional ways that the City and the School District may work together to develop the site to its fullest potential may be identified.

4.5 Supporting Strategies

Several strategies, programs, and actions would provide support for the primary land uses and successful development of the opportunity sites in the Opportunity Hill area. The supporting strategies comprise a range of development actions, policy changes, and improvements. The supporting strategies are linked with the implementation of the opportunity sites in the Opportunity Hill area and would help ensure that new development can be implemented successfully. This coordinated approach ensures the long-term success of each new development opportunity and the success of the downtown revitalization as a whole.

The suggested supporting strategies that the City, Agency, and/or developer may take are as follows:

- D1. Design Guidelines and Standards
- D2. Parking Improvements
- D3. Investigate Incentives for Mixed-Use Development
- D4. Changes to the Legal Framework (City General Plan and Zoning Amendments)
- D5. Improvement of Linkages and Connections
- D6. Infrastructure Updates
- D7. Signage and Wayfinding Improvements
- D8. Affordable Housing

Each of these supporting strategies, including objectives and proposed actions, is described below.

D1. Provide Design Guidelines and Standards for Opportunity Hill

Objective: ***Support development in the Opportunity Hill area while maintaining downtown Vacaville's historic character.***

The historic urban form, tree-lined streets, pedestrian-friendly atmosphere, and mix of uses contribute to downtown Vacaville's unique character and charm. These historic design elements must be preserved to ensure that the downtown area maintains this distinctiveness. Chapter 6 outlines and provides specific design guidelines for improvements to the Opportunity Hill area. Additional incentives to promote mixed-use development and residential infill development are discussed under Strategy D3. The guidelines outlined for the Opportunity Hill area are consistent with the design guidelines for downtown Vacaville and cover building design and site layout, landscaping, signage, and streetscape elements.

Action: ***a. Adopt the Opportunity Hill Master Plan and Design Guidelines for use by City staff in reviewing development projects.***

D2. Improve Parking

Objective: ***Ensure adequate and convenient parking for new uses that is easily accessible, highly visible, and supports a sense of personal security and safety of users.***

Parking is arguably one of the most important requirements for successful downtown redevelopment because today's retail shoppers and residents are conditioned by their suburban experiences. However, streets and parking lots that replicate the form and abundance of suburban parking can destroy the historic character of the downtown setting. Parking needs to be provided in a clear, evenly distributed supply and includes on-street parking with off-street options, both publicly and privately owned. The City identified a downtown parking feasibility analysis as part of their 2007-2009 Strategic Plan. The study has been initiated and will analyze the parking needs for future development in the Opportunity Hill area.

Employees should be encouraged to park away from store entrances. On-street parking is critical because it is the most convenient type of parking and provides the steady turnover of shoppers for coffee shops, specialty food stores, and the like. Off-street parking entries need to be highly visible from the street, but should not dominate the streetscape. Parking should be user friendly, with clear signage directing customers to the lots; should be well lit for personal safety; and should provide a more sophisticated comfortable setting.

Downtown residential parking in higher density, mixed-use projects in small towns is also problematic. The expense of structured residential parking can greatly affect housing development costs and ultimately, project feasibility. Strategies and design solutions for residential, mixed-use projects should consider reducing parking requirements because of downtown's central location, access to transit, and the typical family size and lifestyle of urban users (singles, couples, retirees, and active adults).

Downtown Vacaville is on the threshold of development intensity and parking demand that should be resolved with development of districtwide parking structures. However, the costs of parking structures is still financially infeasible. The strategic framework concept diagram (Figure 4-2) provides recommendations for parking structure locations when financing becomes more realistic in the future.

To alleviate potential parking issues, the Master Plan recommends expanding the downtown parking district to include the opportunity projects and the eastern boundary of downtown Vacaville. Within the parking district, targeted strategies can be implemented that allow for more flexible requirements and ways to meet parking requirements. By increasing the area of the parking district, the City would allow new development projects to take advantage of its downtown parking strategies.

The following goals for parking improvement may be considered by the City for the Opportunity Hill area and are consistent with ongoing downtown revitalization efforts:

- Complete a parking study for the development of a potential public parking structure(s) serving the downtown area that may include parking spaces designated for business employees and residents.
- Expand the existing parking district(s) to cover the full downtown area, including Opportunity Hill.

- Revise the parking standards to allow the following:
  - one parking space per efficiency or studio unit versus the current standards of 1.5 per unit,
  - 1.5 parking spaces for one- and two- bedroom units versus the current standard of two per unit, and
  - consider allowing the following reduction to the number of podium parking spaces required in residential podium developments with small unit sizes (defined to be one- and two-bedroom units ranging between 650-1,050 sf and three bedroom units that are 1,200 sf or less):
    - one parking space for one and two bedroom units, and
    - 1.5 parking spaces for three bedroom units.
- Allow on-street parking to count toward parking for commercial and visitor parking in residential projects.
- Allow the use of tandem parking arrangements to meet parking requirements in residential projects
- Allow for a discount in parking requirements in shared parking arrangements for projects participating in improvement costs within the parking district.

Actions:

a. Complete the parking analysis that considers the future parking demand of the Opportunity Hill area.

b. Expand the downtown parking district to include the Opportunity Hill area.

c. Amend the provisions for downtown parking in the zoning ordinance to allow more flexibility in meeting parking requirements.

D3. Investigate Resources to Provide Mixed-Use Development Incentives

Objective: ***Attract new mixed-use development that promotes the economic viability of the downtown area with new jobs, offices, entertainment, and retail businesses by providing economic incentives for redevelopment.***

The major goal of this Master Plan is to allow for increased intensity of mixed-use development projects in downtown Vacaville, specifically in the Opportunity Hill area. Development incentives can help to promote new infill development by reducing project costs and making higher intensity mixed-use projects more feasible.

Development incentives may include:

- reducing governmental constraints—simplifying the permit approval processes, using allowable CEQA exemptions for urban infill housing, reducing development fees, and changing land use controls;
- financial assistance for development costs—land write-downs, reductions in infrastructure and street improvement costs reductions, and parking district programs; and
- technical assistance—streamlining the application process and grant writing.

Action: ***a. Identify alternative resources in order to facilitate mixed-use development incentives.***

b. Initiate a financial analysis to adopt mixed-use development incentive strategies for the Opportunity Hill area.

D4. Initiate Changes to the Legal Framework (City General Plan and Zoning Amendments)

Objective: ***Allow an increased density of up to 65 du/ac in Opportunity Hill, compared with the up to 36 du/ac currently allowed by the City in the downtown area.***

Zoning at heights and densities beyond those suitable to current market conditions can provide developer flexibility. As a result, a developer may become willing to initiate a higher density alternative despite current market conditions. The City should initiate changes to the Vacaville General Plan and the Zoning Ordinance (along with the necessary environmental documents) as an incentive to development.

Action: ***a. Initiate General Plan amendments and zoning changes to implement the Master Plan-recommended land use and design guidelines to allow future private development to proceed in the Opportunity Hill project area.***

D5. Improve Linkages and Connections

Objective: ***Promote efficient linkages for automobile, bus, bicycle, and pedestrian circulation in the downtown area.***

Attractive and efficient pedestrian, bicycle, transit, and auto connections are crucial to the success of projects in downtown Vacaville. Creating clear, visible connections to the downtown area from surrounding neighborhoods and the region enables visitors, residents, and workers to access all the retail shops, public events, and places that the downtown area has to offer. The City is already engaged in achieving this objective, especially with the notable achievement of developing the Ulatis Creekwalk. The City has already incorporated the action to extend the Creekwalk to Depot Street in its Capital Improvement Plan (CIP).

Pedestrian Amenities: Pedestrian amenities should be extended through the downtown area and Opportunity Hill, first along Main Street and School Street, which have the greatest potential for additional retail uses.

Improved Bike Trail Systems: The City of Vacaville may study the potential to improve the bike trail linkages from the downtown to other neighborhood areas, in connection with planned improvements to the Ulatis Creekwalk.

School Street Improvements: School Street has the opportunity to become an extension of the pedestrian plaza space from Andrews Park to Depot Street. School Street can be designed as a mixed-use slow street, with wide decorative paving for pedestrians, while still allowing auto access to future storefronts and parking along the street. The street can be closed off with bollards during civic events, allowing activities such as outdoor dining and gatherings to spill out into the street or to extend down along the Creekwalk. School Street can also be easily accessed from Main Street across existing pedestrian bridges.

Plazas and Gathering Places: In addition to the opportunity to extend the Andrews Park pedestrian plaza and Ulatis Creekwalk, new developments in the Opportunity Hill area can also include opportunities for additional small plazas and gathering places. Gathering spaces can be accommodated at project entries and on the wider sections of sidewalks along retail street frontages. However, new gathering places should not be too large and compete with the Town Square or Andrews Park. Additional small plaza spaces can be created at the terminus of School Street, at corner entries, or by widening sidewalks to allow for outdoor dining along Main Street.

Action: ***a. Adopt a streetscape design plan or transportation plan to be implemented through the CIP.***

D6. Complete Infrastructure Improvements

Objective: ***Complete improvements to infrastructure systems to adequately serve the full buildout of the Opportunity Hill area, consistent with the zoning change recommendations of this Master Plan.***

The City's engineering consultants for the Opportunity Hill area have already prepared studies assessing the capacity of the existing water and wastewater infrastructure systems in the downtown area to serve General Plan buildout of the Opportunity Hill area at an increased density of 65 du/acre (recommended by this Master Plan) for the Opportunity Hill and Depot Street opportunity projects. The results of these studies are summarized here.

The Phase 2 water service analysis, performed by Nolte Associates, Inc. (December 2007), recommends replacing the existing 4-inch and 8-inch water mains on Wilson Street, Catherine Street, McClellan Street, and Bush Street with 12-inch water mains to supply adequate fire flow to the Opportunity Hill project sites. The construction costs (in 2007 dollars) for the above improvements to the project are estimated at $615,000.

The Phase 2 wastewater service analysis for the Opportunity Hill area, performed by West Yost Associates (December 2007), determined and recommended that two sewer segments (identified in Figure 2-8, "Sewer Study Map," in Chapter 2) be replaced because they have substandard diameters and are in poor physical condition. The construction costs (in 2007 dollars) for these improvements are estimated to range between $210,000 and $240,000, depending on the construction method used, field conditions, and various other economic factors.

To serve the potential new projects in Opportunity Hill, the City should move ahead with plans for infrastructure improvements and develop financing mechanisms that help pay for needed repairs.

Actions: ***a. Update the CIP to allow planning and construction of needed infrastructure improvements.***

b. Implement the financial mechanisms required for a developer to be reimbursed for the improvements.

D7. Improve Signage and Wayfinding

Objective: ***Improve signage and wayfinding into and around the downtown area.***

For downtown Vacaville to be successful, people must be able to easily find the downtown area and comfortably access and move around its many streets and sidewalks to find the parking areas and stores they seek. The current sign programs should be finalized and should address how to help identify the downtown area, including the Opportunity Hill area. Signs should help direct visitors from the highway to the main arterial streets, to the downtown area, to parking lots, and to the main commercial streets and public facilities. A well-designed signage program would be consistent with the historic character of the downtown area and contribute to the overall branding of "Old Town" Vacaville as a unique destination.

The signage program should be coordinated with the streetscape elements along Main Street and the entry gateway features on Davis Street. Wayfinding within and around downtown Vacaville would be enhanced by coordinating and extending the downtown streetscape design into the Opportunity Hill area. A system of street trees, sidewalks, lighting, streetscape furniture, crosswalks, and paving patterns would help highlight the City's unique downtown setting and contribute to its overall visibility and special character.

Freeway Signage: Currently it is difficult to find downtown Vacaville unless one is familiar with the City and the local street pattern. Signs along I-80 identifying the historic downtown main street are small and few and can easily be missed. The City's current Gateway Plan signage program (approved by the City Council in 1999) should consider improvements to the wayfinding and directional signage from I-80 and through the local street systems leading into the downtown area.

Downtown Signage: Signage at most primary entries to the downtown area should be attractive. While the downtown arch on Davis Street is particularly effective as a landmark, most approaches to downtown are obscure. A coordinated wayfinding and signage program should be created that helps to more visibly mark the downtown area from all other approaches (Mason Street, Depot Street, Monte Vista Avenue, Cernon Street, and Parker Street). Wayfinding elements may include special landscape planting, street paving at crosswalks, additional landmarks and monuments, and signs, coordinated with the overall historic theme of downtown Vacaville. The City is working on the Downtown Sign Plan Design. The Downtown Sign Plan (adopted by the Planning Commission in resolution number 04-012) provides a unified, clear pedestrian- and vehicle-oriented signage system throughout the City through a common theme and color scheme. The plan applies to all public directional signs in the downtown area as well as to other areas of Vacaville.

Actions:

a. Finalize and adopt a sign program or plan addressing wayfinding and identification signage for downtown Vacaville.

b. Initiate any recommended amendments to the Sign Ordinance regulating development by private tenants.

D8. Provide Affordable Housing

Objective: ***Provide opportunities for new high-density affordable housing within the downtown area.***

A major goal of the City is to encourage the development of housing to meet the needs of residents at all income levels and abilities, including public employees, retail workers, active adults, and persons with disabilities. Redevelopment law requires that 20% of redevelopment tax increment revenues be set aside to increase, improve, and/or preserve the supply of affordable, low-income, and moderate-income housing within the redevelopment project area. Portions of the Opportunity Hill project area were purchased with 20% set-aside funds and are appropriate locations to meet the City's Housing Element and redevelopment goals.

Actions:

a. Pursue public-private partnerships with housing providers and developers to construct affordable housing in the downtown area.

b. Continue to pursue grants and other affordable-housing program opportunities to meet these goals.

5. IMPLEMENTATION

5 Implementation

This chapter describes the different actions or measures that the City may pursue to implement the Master Plan. This chapter describes the recommended redevelopment process for the Opportunity Hill area, implementation priorities and strategies, and potential financing tools for the project, based on the recommended actions described in Chapter 4, "Strategy for Downtown Development."

5.1 Redevelopment Proposal Process

The *Opportunity Hill Master Plan and Design Guidelines* represents the first step in the revitalization of the Opportunity Hill area. The Master Plan sets forth a set of actions that serve as a focus for continued efforts toward downtown revitalization. It also provides a framework for priority actions and future implementation efforts. As each priority action item is implemented, the Agency can move forward to review additional opportunity sites and steps to advance its downtown revitalization efforts. A key implementation step that the Agency should consider is determining the best methods to solicit development proposals from qualified parties or entities to develop the area in different phases by various developers. This process may involve the Agency initiating negotiations with individual developers or conducting an RFP/RFQ process as needed.

Implementation Priorities

1. Develop opportunity sites through solicitation of development proposals.
2. Initiate General Plan amendments and zoning changes to implement the land uses and design guidelines recommended in this Master Plan.
3. Complete the infrastructure system plans and improvements to serve the build-out of the Opportunity Hill area.
4. Amend the downtown parking zoning ordinances to:
   - expand the downtown parking district that includes the Opportunity Hill area,
   - reduce the number of podium parking spaces required for small residential units between 650 and 1,050 square feet, and
   - allow on-street parking to count toward commercial parking requirements.
5. Work with the owners of the adjacent opportunity sites in the downtown area to develop those sites, including:
   - the proposed mixed-use project at Wilson and Main Streets,
   - the proposed office project at Mason and Wilson Streets, and
   - the site located at McClellan and School Streets owned by the Vacaville School District.

Continued Revitalization Efforts

As part of the ongoing implementation process, the City should update its downtown revitalization strategies and continue to review and implement priority actions over time. The *Opportunity Hill Master Plan and Design Guidelines* is one part of an overall downtown revitalization effort. To help ensure that the community's vision is achieved, the following guiding principles should be considered.

- **Build on Strengths**

  Downtown Vacaville has a number of assets and strengths: its historic character, its civic and cultural functions, Andrews Park and Ulatis Creek, unique stores, and entertainment venues and restaurants that make it a destination. New projects and programs should continue to support and build on these existing strengths and the role of the downtown area in the community.

- **Concentrate on High-Priority Actions**

  Not all actions and improvement projects are equal. Given limited resources—staff time, financing funds, and community acceptance to implement projects—the City should identify and concentrate efforts on a limited number of priority projects, such as changes to the legal framework and strategies to address future parking demands. Priority projects should be "doable" with available funding sources and contribute to the overall success of downtown Vacaville. Identify high-priority actions given limited resources.

- **Develop a Realistic Timeframe**

  Not all action steps identified in this Master Plan can (or should) be undertaken immediately. The five highest priority actions, identified as implementation priorities above, offer a guide for staging revitalization efforts over time.

- **Identify Roles and Responsibilities**

  The dedication, commitment, and accountability provided by lead organizations and staff are key to successful implementation. The Vacaville Housing and Redevelopment Agency and Community Development Department are the key organizations for determining the next action steps. The Downtown Vacaville Business Improvement District and the Vacaville Public Works Department can also play an important role in championing ongoing revitalization efforts and actions.

- **Establish Measurable Performance Indicators**

  To determine the success of each action, it is necessary to create measurable performance indicators. These indicators provide the community and City Council with objective measures on the progress of each project or program as it is completed. Easily measurable outcomes help create realistic goals and objectives.

- **Monitor and Evaluate Ongoing Progress and Set New Priority Actions**

  As high-priority projects and programs for the Opportunity Hill area are completed, the City should reassess its downtown revitalization strategies and identify new high-priority projects. This ongoing process of setting priorities and implementing new actions will help the community achieve its vision for the downtown area.

5.2 Implementation Financing Tools

Potential funding sources are key components for the implementation of a successful Master Plan. Some potential financial resources explored were determined not to be viable alternatives for the City of Vacaville such as Project Area Development Impact Fees and Quimby Act Park Fees. Other local funding sources such as General Funds, the City's Gas Tax funds, and Community Development Block Grant funds have already been committed for other projects.

The following list identifies other potential funding sources that may be available or pursued in implementing the Master Plan:

Redevelopment Funds (Tax Increment Financing) and Low Income Set-Aside Funds

The Opportunity Hill area is within the Vacaville Community Redevelopment Area, managed by the Vacaville Housing and Redevelopment Agency. This redevelopment area will sunset in 2013, so these resources are limited. However, a total of 20% of the tax increment received in a redevelopment area must be spent on the development and conservation of affordable housing and placed into a low-income set-aside fund. This money is to be used to provide for low- and moderate-income housing. Some of the Agency-owned properties in the project area were acquired using the low-income set-aside fund. Purchase prices for Agency-owned properties shall be fair market value in accordance with State Redevelopment Law and other applicable requirements of the funding sources used by the Agency for the acquisition of the sites.

Property-Based Business Improvement District

Property-based business improvement districts (PBIDs) allow local property owners to tax themselves for specific activities clearly detailed in their PBID service plans. PBIDs are self-assessed and self-governed by the affected property owners. A PBID is an enhancement of city services and may not be used to replace services already provided by the City. PBIDs normally become a means to improve business conditions by acting as a collective marketing and maintenance district, although they can support capital improvements as well. A PBID can earmark monies for capital improvements consistent with the district's adopted management plan. (The formation of a PBID is contingent on interest among property owners in paying for the physical improvements and service improvements envisioned.) Normally, forming a PBID can take anywhere from one to two years.

Business Improvement District

A business improvement district (BID) is similar to a PBID; however, rather than assessing property owners, it assesses the owners of businesses located within the district. The DVBID was formed in 1996 and represents approximately 550+ business owners located in the Downtown Vacaville area that also includes the Opportunity Hill area. Since its formation the DVBID has been active in enhancing, promoting, and preserving Downtown Vacaville by representing the issues affecting its members, promoting the downtown and various special events, helping to facilitate business retention and development, and continuing to work with the City to enhance the Downtown environment.

Improvement programs typically funded by a BID can include parking district, streetscape improvements and maintenance, public events coordination, business retention and development, and joint marketing efforts.

Special Assessment District

Special assessment districts can pay for both capital facilities and city services, including the operation and maintenance of public facilities within a district. The formation of a special assessment district requires a majority vote from property owners within the special assessment area, with their vote weighted based on their proportionate share of the total annual assessment. The majority of special assessment districts are formed within planned greenfield developments and not within existing neighborhoods. This is partially because of state constitutional requirements imposed in the late-1990s by Proposition 218, which mandates public notification of property owners, conformance to clear administrative and reporting requirements, and a majority vote of property owners, weighted by their proportionate share of the assessment. Nevertheless, a special assessment district could support the operation and maintenance of services in the Opportunity Hill area (such as landscape maintenance) in addition to paying for street improvements and infrastructure improvements.

The formation of a special assessment district is contingent on the magnitude of cost to each property owner and the political support for forming a special assessment district. As an example, if property owners were asked to pay half of the estimated $7.7 million in costs for street work, each property would pay approximately $40 per linear foot of frontage per year for 10 years, meaning that a property owner with 50 feet of frontage could pay $2,000 per year for 10 years (assuming a bond rate of 6.5% and bond administrative costs of 2% of the loan with a term of 10 years).

Possible applications of the special-assessment-district include a parking district, or special assessment districts for streetscape improvements and maintenance or infrastructure improvements.

Mello-Roos Community Facilities District

Mello-Roos districts are similar to special assessment districts except that they must be approved by a two-thirds majority of noticed voters (*not* proportionate to their assessment). Mello-Roos districts are not special assessments, but a special tax used to pay for public facilities and/or services. Many practitioners feel that the Mello-Roos proceedings provide more flexibility in allocating district costs than special assessment districts.

The City currently has a Community Facilities District (CFD) for infill development for the purpose of funding ongoing police and fire services. Although not all small, infill projects are required to participate in this CFD, the recommended higher-density development in the Opportunity Hill area may be required to annex into this CFD during the development review process.

Possible applications of the Mello-Roos district include parking district improvements, streetscape improvements, infrastructure improvements, and operations and maintenance.

Park Impact Fees

The City charges a park impact fee to new development. These funds must be spent within the planning area of the proposed development. Through a park impact fee, new development would help pay to acquire and build planned park space within the project area.

Possible applications of Quimby Act fees include acquisition of parks or public open space, park development, and/or improvements.

Regional, State, and Federal Funding Sources

The City may have the opportunity to pursue federal, state, and regional funding sources to fund improvements detailed in this Master Plan. Federal funds described are distributed through the State Transportation Improvement Program and through the Metropolitan Transportation Commission's (MTC's) Regional Transportation Improvement Program. The Bay Area will receive an injection of transportation-related funds generated from Proposition 1A and 1B bonds. These funds will augment existing transportation-related improvement programs, focused primarily on capital improvements related to roadways and public transportation.

Metropolitan Transportation Commission

Through federal funding programs, the MTC has developed regional funding programs to promote smart growth and improve air quality. The programs available are described below.

Transportation Development Act

The Transportation Development Act provides two funding sources for public transportation—the Local Transportation Fund and the State Transit Assistance fund. Locally, these funds are distributed to the MTC. Transportation Development Act funds distributed to the MTC can be used for improvements along public-transportation corridors. Furthermore, a small portion of the Local Transportation Fund (2%) is directed toward pedestrian and bicycle improvements.

Possible applications of Transportation Development Act funds include planning and engineering, bicycle lanes, and pedestrian improvements.

Regional Transportation Improvement Program

The Regional Transportation Improvement Program is the regional plan to fund transportation improvements. It identifies a number of federal and state transportation programs that will be used in transportation capital improvement projects. These include federal distributions such as those from the Transportation Enhancement Activities Program, the Congestion Mitigation and Air Quality Improvement Program, and the Regional Surface Transportation Program.

Possible applications of Regional Transportation Improvement Program funds include planning and engineering, capital financing, operation and maintenance of streetscape improvements, and bicycle lane and bicycle path improvements in the downtown area.

Recreation Trails Program

The California Department of Parks and Recreation administers the Recreation Trails Program, which finances trail improvements in cities and counties. Cities must match at least 12% of the planned capital improvement costs. This is a competitive program with a small annual budget of approximately $5 million statewide.

Possible applications of Recreation Trails Program funds include enhancements to the Ulatis Creekwalk and improvements to bikeways and pedestrian trails in the downtown area.

Livable Communities Initiative

The Livable Communities Initiative provides funding for planning activities and capital improvements that facilitate public transportation ridership and alternative means of transportation. Eligible capital activities or capital project enhancements of demonstration projects include property acquisition, restoration or demolition of existing structures, site preparation, utilities, building foundations, walkways, and open spaces that are physically and functionally related to mass transportation facilities. The Initiative can also be used for site design improvements including sidewalks, aerial walkways, and bus access. The Federal Transportation Administration administers this program.

Possible applications of Livable Communities Initiative funds include planning and engineering, capital financing, operation and maintenance of streetscape improvements, infrastructure improvements, transit-oriented developments in the downtown area, and projects related to improving bus routes and bus connections downtown.

California Housing and Community Development Sources

The California Department of Housing and Community Development manages a number of housing and community development activities that support redevelopment and affordable housing in urban infill areas. The following are programs that Vacaville could access to implement the Master Plan.

The Multi-family Housing Program

The Multi-family Housing Program provides deferred loans for acquisition, rehabilitation, and new construction of housing, and the conversion of nonresidential structures to rental housing.

Possible applications of this program include infrastructure improvements, transit-oriented development, affordable housing, and conversion of underutilized commercial and industrial buildings to residential uses.

The Brownfield Economic Development Incentive

The Brownfield Economic Development Incentive (BEDI) is a competitive grant program to stimulate and promote economic and community development. BEDI assists cities with the redevelopment of abandoned, idle, and underused industrial and commercial facilities where expansion and redevelopment is hindered by real or potential environmental contamination.

Possible applications of this program include purchasing property, infrastructure improvement, and environmental remediation, and business/development financing that spur economic benefits. BEDI projects must increase the economic opportunity for persons of low-and moderate-income or stimulate and retain businesses and jobs that lead to economic revitalization.

Vacaville's Downtown Loan Program

Vacaville's Downtown Loan Program may be a potential funding source for development in the Opportunity Hill area. The Downtown Loan Program is designed to stimulate building improvements and seismic upgrades for commercial properties in the Downtown Economic Development area. The current program consists of Design Assistance Grants, Façade Loans, and Building Loans. An analysis of this program is currently underway and may be modified.

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6. DESIGN GUIDELINES

6 Design Guidelines

The purpose of these design guidelines is to direct the quality and character of future development. The guidelines are intended to ensure that new developments in the Opportunity Hill area are consistent with the historic themes and architecture of Downtown Vacaville and are consistent with the City's goals and objectives for downtown revitalization and the vision and goals of this Master Plan. Conformance with the design guidelines will ensure that new development projects within the Opportunity Hill area enhance the downtown environment and establish quality standards for site planning, architecture, and landscape design.

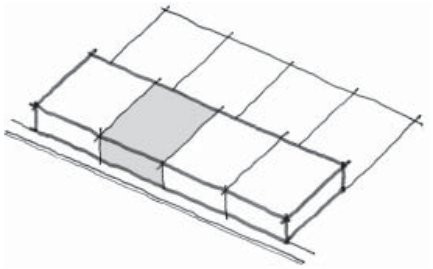
The design guidelines describe and illustrate approaches to site, building, and landscape design that are appropriate for the Opportunity Hill area. The design guidelines provide an explanation for each design element and standards that provide a framework for project review. The design guidelines are required actions. However, exceptions to the design guidelines may be permitted through the City's Design Review Process so long as the intent of the guideline is upheld. All developments within the Opportunity Hill area shall be subject to the City's Design Review Process and the approval of the Director of Community Development.

6.1 Site Design

This section of the Design Guidelines provides direction for the site design of new development or renovation of existing structures. The design of the streetscape should address the relationship between buildings and the public realm by providing amenities such as street trees, street furniture, landscaping, and paving. These elements contribute to a more pleasant and pedestrian-friendly downtown environment and support public activity and interaction.

Building Orientation

Building orientation is an essential element of site design that helps to define pedestrian access and the relationship to the street. Buildings in the historic downtown area are oriented to create a continuous street wall along the major pedestrian streets—Main Street, Merchant Street, Parker Street, Mason Street, and Dobbins Avenue, with parking located behind the buildings. Historic buildings are rectangular, approximately 20–40 feet wide, and placed perpendicular to the front property lines. Newer, contemporary buildings have larger office floor plates and are typically oriented east-west on the lots. Contemporary building patterns with deeper setbacks and parking located in front of the buildings shall be avoided. New buildings in the Opportunity Hill area should be oriented to access and use solar energy, to the extent possible, except when this creates issues of neighborhood incompatibility with the development pattern in the historic downtown district.

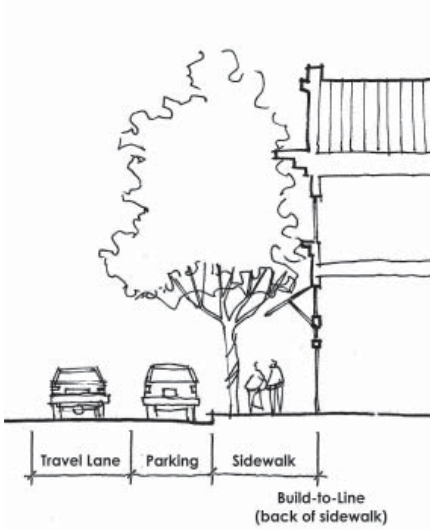


Traditional development pattern—buildings are oriented parallel to lot lines and form a continuous street wall along the main street

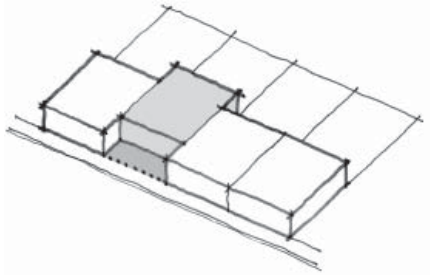
Guidelines

The guidelines for building orientation are as follows:

- The orientation of buildings shall follow traditional and historic development patterns of downtown Vacaville, in which buildings are parallel to lot lines and the street.
- Parking areas shall be easily accessed and located to the side or rear of the buildings.



Buildings located along a build-to-line create a well-defined building edge



A building set back from the build-to-line allows for public uses such as outdoor dining

- Primary building entries shall be oriented to the major pedestrian-oriented streets—Main Street, School Street, McClellan Street, Wilson Street, and Catherine Street.
- Secondary building entries shall be oriented to parking or service areas.

Building Setbacks and Build-To-Lines

A build-to-line is generally used in urban or downtown settings to define locations where the building façade should be located within a certain distance of the public right-of-way. The street wall may be varied to create usable outdoor public space such as entries, outdoor dining areas, sidewalk seating, public plazas, and other amenities in the public realm. The design intent of setbacks and build-to-lines in the context of the Opportunity Hill area is to ensure that buildings are pulled forward toward the sidewalk and street to create a well-defined building edge or street, consistent with the historic development pattern of downtown Vacaville. The building setback line and sidewalks widths should be of sufficient width to support activity between the building and the edge of the sidewalk and the street.

Guidelines

The guidelines for building setbacks and build-to-lines are as follows:

- Buildings shall be sited to the front of the property line and behind the sidewalk in the downtown area, to the extent feasible (see Figure 6-1, "Build-to-line Diagram" for locations where build-to-lines shall be required).
- Façades that front onto a public street shall be built parallel to the public right-of-way.
- Where build-to-lines are required, a portion of the front setback may be increased by as much as 15 feet, if the additional setback is used as public space for outdoor dining, or as a courtyard or entry area for public access. A minimum of 60% of the front façade of each building shall be constructed up to the front setback.
- Side yards shall be of sufficient width to create usable space between buildings. Small, narrow side yards between buildings without a well-defined purpose shall be avoided.
- Buildings on street corners shall be set back to create corner entries.
- Build-to-lines for residential buildings shall be set back from the back of the sidewalks a maximum of 10 feet to accommodate entry stoops and porches. Front setbacks for residential façades shall be landscaped between the entry stoops and porches.
- Overhangs, awnings, bay windows, and upper floor shall not project more than three feet over the sidewalk and shall provide a minimum height clearance of 8 feet from the top of the sidewalk.

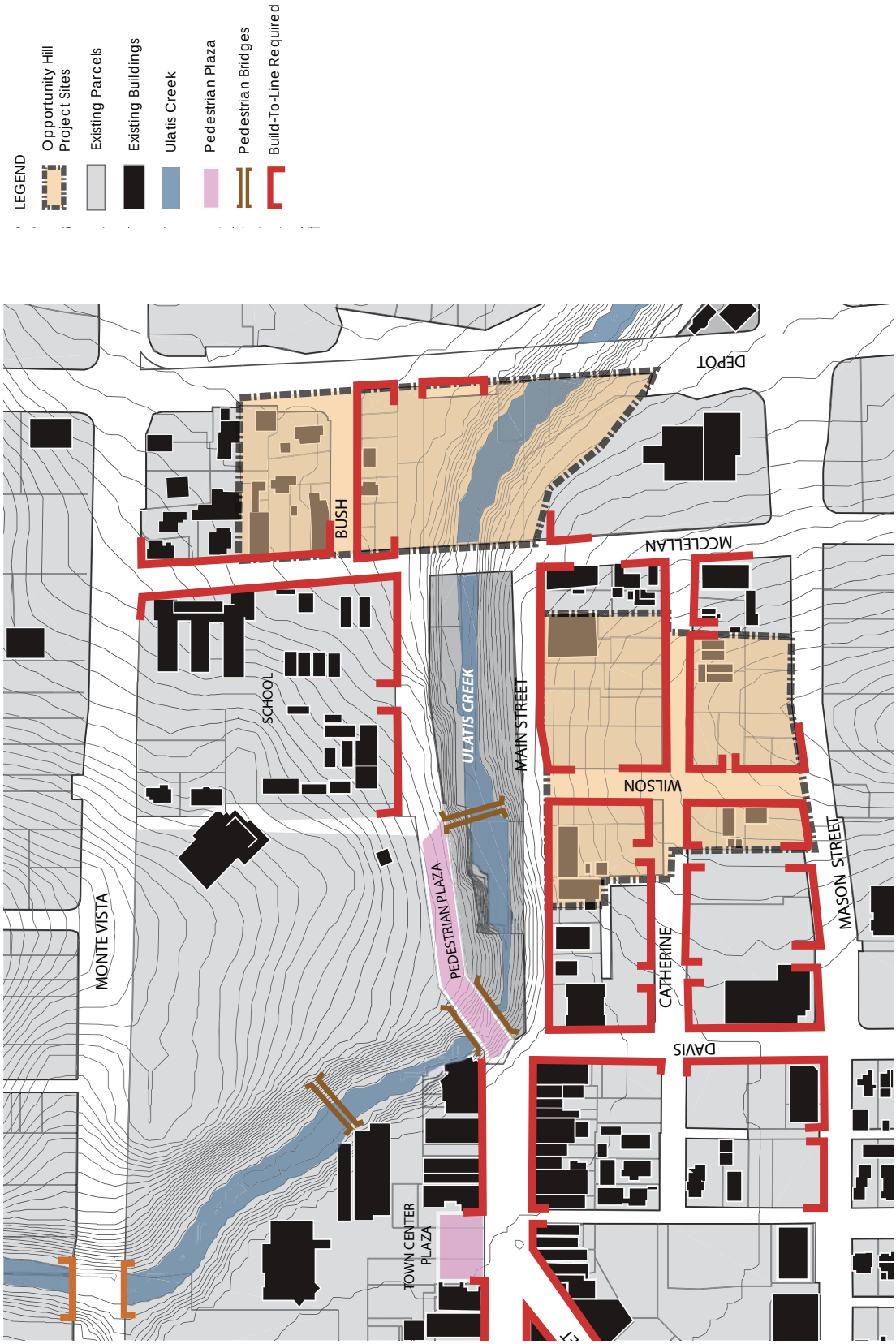


Figure 6-1: Build-To-Line Diagram

Public and Private Open Space

Andrews Park and the Ulatis Creekwalk are public open space amenities that bring nature into the downtown area

Open space in the Opportunity Hill area includes public open space such as the Ulatis Creekwalk and Town Square and private open space such as planters, landscaped yards, and common open space in private development projects. Common open space may include courtyards, play areas, pools, recreation facilities, tennis courts, spas, and hot tubs. A variety of open space is encouraged in the Opportunity Hill area to encourage outdoor activity and connections to the parks and open spaces system provided in the downtown area.

Guidelines

The guidelines for public and private open space are as follows:

- Open space areas shall be designed to complement the existing site, built, or natural environment.
- Existing natural features such as mature trees shall be maintained, whenever feasible.
- Public open spaces shall connect to the on-site pedestrian circulation system, sidewalks and/or trails, to provide maximum accessibility to all residents and users.
- Shops or residences shall be sited to provide visual surveillance of parks and open spaces for the safety and security of residents and users.
- To the extent possible, open spaces shall be designed to take advantage of solar orientation, shade in the summer months, and natural breezes.
- Common open space amenities shall be designed to serve the anticipated residents (such as play areas for families with children, less parking and more accessible walking paths for senior housing, etc.).
- Private open spaces (porches, patios, stoops, balconies, and/or decks) shall be designed at a reasonable size to provide a functional and comfortable outdoor living environment.

6.2 Streetscape Design

This section of the design guidelines provides direction on streetscape design. Components of streetscape design include streets and paths; street trees; pedestrian street furniture; plazas, parks, and outdoor gathering spaces; parking; signage and graphics; building and site lighting; and service areas and utilities.

Landscaping

Landscaping helps foster an attractive and comfortable downtown environment. Well-designed landscaping in the downtown area also helps to reinforce the historic character of the public realm, provide for safety and security of residents with "eyes on the street," improve air quality, and help reduce heat gain on paved surfaces.

Landscaping of the public realm in the Opportunity Hill area consists of street trees, flowers and shrubs in parking islands and the Town Square Plaza, Andrews Park, and the extension of Ulatis Creekwalk.

The landscaping of private and semi-private areas of projects in the Opportunity Hill area is also critical in maintaining an attractive and functional environment for downtown users. Landscaping in yards, patios, private plazas, and courtyards within new projects should be well designed with high-quality materials and details. Well-maintained landscaping within each site helps preserve property values and contributes to the character and quality of life for residents and downtown users.

Guidelines

The guidelines for landscaping are as follows:

- Plant species shall be selected that are suitable to the Vacaville climate and complement the existing plant palette established for the Vacaville Downtown Historic District (refer to the "City of Vacaville Downtown Street Tree List").
- Use of low-water and low-maintenance landscaping materials is encouraged.
- Minimize the area of impervious surfaces of pavements, sidewalks, and parking through the use of landscaping, permeable paving materials, and landscaped open space.
- The full growth of landscaping shall be anticipated so that trees and shrubs do not conflict with lighting and roofs.
- Deciduous shade trees and shrubs shall be planted, where appropriate, to shade the west and south sides of buildings and shade paved areas to reduce heat transmission and be consistent with City shading requirements..
- Irrigation controls shall be adequately screened from view, to the satisfaction of the Director of the City's Community Development Department with landscaping materials or other attractive site materials.

Landscaping, placed along the public right-of-way, enhance the pedestrian experience along the street

The use of low-water, low-maintenance landscaping materials is encouraged

Streets and Paths

Streets and paths should be designed to provide efficient circulation through the downtown. Bicycle and pedestrian facilities are encouraged to promote walking, bicycling, and bus transit.

Bike rack facilities are encouraged to promote biking in the downtown area

This midblock alleyway leads to parking located behind Main Street

Guidelines

The guidelines for streets and paths are as follows:

- The street widths of new streets shall be minimized to maintain the pedestrian character in the downtown area. Sidewalks shall conform to the City Standard Downtown Commercial width of 10' for Main and School Streets. Additional concrete patio areas, behind the City rights-of-way, are recommended for outdoor dining opportunities.
- Sidewalks shall be a minimum of five feet on residential streets and eight feet for main pedestrian sidewalks in the downtown area.
- Pedestrian amenities including benches, trash cans, street furniture, and signage shall be placed at regular intervals along sidewalks and paths, where appropriate, without obstructing the minimum required sidewalk widths for handicap accessibility.
- Alleyway connections or paths are encouraged between developments or commercial and high density residential blocks.
- Pedestrian paths and access connections shall be clearly visible in the day and well lit at night.

Street Trees

Street trees should be planted on all streets to frame the street, soften the appearance of the commercial streetscape, and provide shade and comfort to pedestrians. Historically, London plane trees were used as street trees downtown to create a large deciduous canopy along the streets. Currently, Flowering Pear, Crape Myrtle, and Liquid Almond trees are also included. School Street uses a formal row of palm trees, spaced evenly down the street, while plazas and public entry areas include ornamental varieties such as pear and crape myrtle varieties. Light poles are often decorated with banners or with flowering plants and vines.

Street trees soften the building and street edge

Street trees evenly spaced frame the street and provide shade and comfort along the street

Guidelines

The guidelines for shade trees are as follows:

- Street trees shall be London plane trees or conform to the "City of Vacaville Downtown Street Tree List" and spaced no farther than 25 feet on center, and shall be located in a metal-grated tree planter adjacent to the curb, with an area of at least four feet by four feet. Tree grates shall allow adequate area for tree growth.
- Street trees shall be chosen that are easy to maintain, cause minimal or no sidewalk damage, and provide a sufficiently large canopy to shade the sidewalks.
- Street trees must be pruned in accordance with City standards to provide a clear space between the lower branches and sidewalk and to maintain a clear view of building signage, ground floor windows, and doors.
- Street tree species selected shall be water conservative and suitable to the Vacaville climate, in accordance with City standards.

Plazas, Parks, and Outdoor Gathering Spaces

Plazas and small public gathering places should serve as focal points for development. Opportunities to create small plaza spaces may exist in the Opportunity Hill area by continuing the existing pedestrian plaza along School Street; providing an end cap to School Street on the Depot Street site; on East Main Street near the pedestrian bridge; and at the north end of Wilson Street. These small plaza spaces can help define the eastern edge of downtown Vacaville, serve as visual focal points to the Ulatis Creek spine, and draw visitors to the north-south pedestrian connection on Wilson Street from East Main Street to Mason Street. These outdoor gathering spaces can be easily created by widening the sidewalk, placing building entries next to the sidewalk, and extending pedestrian paths along the creek.

Plazas serve as landscaped outdoor spaces that enhance the ambiance of the downtown

Guidelines

The guidelines for plazas, parks, and outdoor gathering spaces are as follows:

- Parks, plazas, courtyards, and entry plazas shall include landscape elements such as ornamental plants, public art, seating, streetscape furniture, and water features to create a visually interesting, comfortable, and functional outdoor environment for the pedestrian.
- The pattern and texture of ground-paving materials shall fit into the context of the downtown environment. Hardscape materials shall be selected to endure the weather conditions in Vacaville. Use of high-quality paving materials, such as brick, set stone, or interlocking paving materials consistent with existing materials in the downtown area, is recommended.
- The color of the plaza paving materials shall be consistent with those used in the downtown area. The use of red brick colors is appropriate.

Pedestrian Street Furniture

Street furniture—pedestrian kiosks, benches, transit shelters, newspaper racks, trash cans, and café tables—should be selected and installed to encourage strolling, window shopping, and casual social interaction. Well-designed street furniture enhances the appeal and vitality of the downtown area.

Street furniture placed in relationship to the pedestrian path should not block sidewalks or access to parking

Guidelines

The guidelines for pedestrian street furniture are as follows:

- Street furniture shall be attractive, functional, easy to maintain, high quality, and vandal resistant.
- Street furniture shall not obstruct sidewalks or access to parking.
- Seating is highly encouraged. A variety of seating alternatives is possible including benches, seat walls, and café tables.
- Street furniture shall be compatible with the quality of selections currently used in the downtown area.
- Flowering pots, landscaping, and colorful banners on lampposts in the historic downtown shall be extended into the Opportunity Hill area to create a festive, downtown commercial atmosphere.
- Public art is encouraged to be incorporated into site and building designs. Public art may include monuments, sculpture, or building design elements attached to building façades. Refer to the City of Vacaville's public art policy.

Public art such as sculptures are encouraged along the Main Street

Parking

This parking court is located on the side of the retail buildings along the main street

Pedestrian entries and routes to parking lots or structures should be clearly defined

Parking structures should be designed with architectural features that compliment historic buildings in the downtown

Parking areas should provide vehicular access without compromising pedestrian accessibility or the character of the public realm on primary public streets in the historic downtown area. Parking in the downtown area needs to be convenient, accessible, safe, screened from street views, and well landscaped to reduce summer heat gain. All parking areas shall be designed in accordance with Chapter 14 of the City's Land Use and Development Code.

Guidelines

The guidelines for parking are as follows:

- Large surface-parking lots shall be avoided in favor of several smaller parking lots and on-street parking.
- Parking lots shall be located behind commercial and residential frontages on major pedestrian streets, including Main Street, McClellan Street, Wilson Street, and School Street. Angle parking is encouraged on major pedestrian streets.
- Where parking behind the building is not possible, parking shall be located on an interior lot.
- When feasible and in accordance with city standards, driveways into parking lots shall be located on side streets such as Bush Street, Wilson Street, and Catherine Street. Access to parking on major pedestrian streets shall be minimized.
- Parking lots shall include signage, locations for ingress and egress, and clearly defined pedestrian paths and/or routes.
- Access to buildings from rear or side parking lots or alleys shall be well maintained and kept clear of obstructions.
- Parking lots, driveways, and walkways shall be consolidated with adjacent sites, whenever feasible, to minimize the number of curb cuts and reduce conflicts with pedestrian and automobile circulation.
- Parking structures are encouraged where financially feasible. Public/private partnerships to construct parking structures are encouraged.
- Parking structures located on primary commercial streets shall be designed with retail, office, or other uses at the street level to avoid monotonous blank walls.
- Parking structures shall be designed with architectural features that complement existing commercial, office, and mixed-use buildings in the downtown area.
- All parking structure designs shall include security features that ensure personal safety within the parking structure as well as provide safe access and egress routes to or from the parking structure.
- Entry and exit ramps to parking shall be located midblock or toward service areas rather than facing the primary pedestrian street—Main Street, School Street, or McClellan Street.
- Pedestrian entries to parking structures shall be clearly marked and open onto pedestrian streets and routes.

Signage and Graphics

Signage should be used for information, direction, and wayfinding and should not advertise specific products. Signs should relate in placement and size to other site and building elements. Signage should enhance the character and attractiveness of streets in the downtown area, while minimizing the appearance of clutter.

Guidelines

The guidelines for signage and graphics are as follows:

- Signage shall be modest in scale and appearance and complement, not overpower, the building structure. Signs shall also not obscure important architectural elements such as windows, cornices, or decorative details.
    - The materials and colors of signage shall be compatible with those of the building as well as adjoining buildings.
    - Signs shall be professionally designed and fabricated with high-quality materials such as metal, stone, and wood.
- Signs shall be wall mounted, projecting, combined with awnings, or placed on windows consistent with the historic character of downtown Vacaville.
- Multiple signs detract from the building's overall appearance and shall be discouraged.
- A sign program shall be provided for multitenant buildings to coordinate all signs to create a consistent and compatible image.
    - Combined directories located at the building entry for multitenant buildings are encouraged.
    - Individual shop signs on a single storefront or multitenant building shall be designed to relate to each other in size, color, lettering style, and/or building placement.
- All other signage standards shall be established by the City's Sign Ordinance, and the number of signs used shall be consistent with the ordinance.
- Animated, moving, flashing, blinking, reflecting, and revolving signs that detract attention from the buildings and historic character of downtown Vacaville shall not be permitted, in accordance with the City's Sign Ordinance.
- Exposed conduit and tubing are not permitted. All transformers and other equipment shall be concealed.
- Cabinet- and pole-mounted signage is not permitted.

Signs should be designed to relate to and enhance the character of the building and/or site

Multi-tenant building directories such as the above are encouraged

Building and Site Lighting

Pedestrian-scale lighting fixtures placed along the sidewalk enhance the pedestrian safety and quality of the downtown

Lighting should be provided on the site and on buildings to improve the safety and security and pedestrian-friendly character of the downtown area during the evening hours. The form, quality of light, and character of the lighting contribute to the attractiveness and distinctiveness of the historic downtown area. The design and placement of lighting shall complement existing lighting and shall be compatible with the character of the area.

Guidelines

The guidelines for building and site lighting are as follows:

- Street lighting shall match the existing street light system and conform to the City's decorative street light standards.
- Light fixtures shall be installed on buildings in appropriate locations and shall not obscure major architectural features.
- The material, size, color, design, and brightness of exterior light fixtures shall be considered when selecting a light fixture.
- Lighting shall provide an even illumination level. Flashing or pulsating light fixtures are not permitted.
- Exterior light fixtures shall not cast glare on the public way and adjacent properties.
- Pedestrian-scale lighting fixtures along the sidewalk, at the edge of the property, are encouraged to enhance pedestrian safety and the walkability of the downtown area.
- Sign lighting shall not cause glare or light spillover to other properties.
- Lighting shall conform to the provisions of the *Downtown Vacaville Historic District Design Guidelines*.

Service Areas and Utilities

Decorative fencing used to screen the service area

Areas used for services should be designed to protect nearby areas and the pedestrian streets from unsightly, noisy, or other noxious environments.

Guidelines

The guidelines for service areas and utilities are as follows:

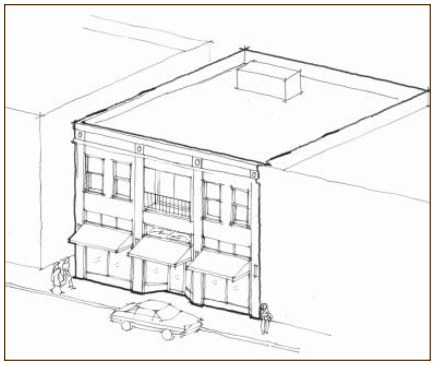
- Service areas—loading docks, storage areas, trash bins, and rooftop and ground-mounted mechanical equipment—shall be screened from view from adjoining properties and public rights-of-way to the satisfaction of the Director of the City's Community Development Department.
- Evergreen vines, evergreen shrubs or trees, or decorative walls or fences shall be used to screen mechanical equipment, loading areas, and other service areas.
- Loading areas shall be accessible from side streets or alleys rather than from the front of buildings, where feasible. Such areas shall be functionally separated from parking and pedestrian walkways for safety and shall provide convenient access for delivery trucks, to the satisfaction of the Director of the City's Community Development Department.

- Trash receptacles shall be located in the rear of buildings, with alley access for sanitation trucks.
- Roof-mounted satellite dishes and antennas shall be placed as far back from the front roofline as possible and shall be adequately screened from view on public streets, to the satisfaction of the Director of the City's Community Development Department.
- All existing overhead utilities and proposed utilities shall be undergrounded in accordance with the City's Undergrounding ordinance.
- Utility boxes or meters shall be installed on secondary building façades instead of primary building façades.

Side street designed to provide service area access

6.3 Building Design

The guidelines for building design address the exterior of buildings and their relationship to the surrounding built context. Building styles in historic downtown areas are often various turn-of-the century Victorian, Spanish Colonial, and Tudor styles. However, no matter what the building style may resemble, buildings should complement the community setting and should contribute to historic character and public realm of the downtown area. Figures 6-2 and 6-3 are examples that apply the building design guidelines that follow in this section. These figures illustrate various design features to help describe the intent of the guidelines in ensuring new building designs in the Opportunity Hill area complement the historic architecture in downtown Vacaville.



New or infill buildings should be designed to be pedestrian friendly and compatible with the character of the historic downtown

Building Height, Massing, and Scale

The size and scale of buildings should be compatible with existing development in the historic downtown area and should ensure a human-scaled environment. To ensure compatibility with existing development in the historic downtown area, new development should appear similar in massing and scale. New buildings and additions to existing buildings should generally fall within the height range of existing buildings along each block. Larger scale buildings containing blank, uninteresting, and unappealing street walls should be avoided. Most commercial buildings in the historic downtown area are one or two stories high with a high floor-to-ceiling measurement (typically 15 feet or more). Building parapets on one-story commercial buildings create the illusion of higher buildings and help to create the sense of street enclosure along the commercial street.

Guidelines

The guidelines for building height, massing, and scale are as follows:

- Larger-than-average buildings on the same block should break up the mass of the structure with articulation of the structure into smaller components to maintain the traditional human scale. Architectural treatments such as building setbacks, cornice lines, parapets, and header and sill details on upper-story windows, as well as bay windows shall be used to break up the massing of building façades.
- Appropriately scaled doors, windows, awnings, and detailing can reduce the appearance of mass.

A variety of architectural features such as articulated entries and window openings break up the building mass along the street

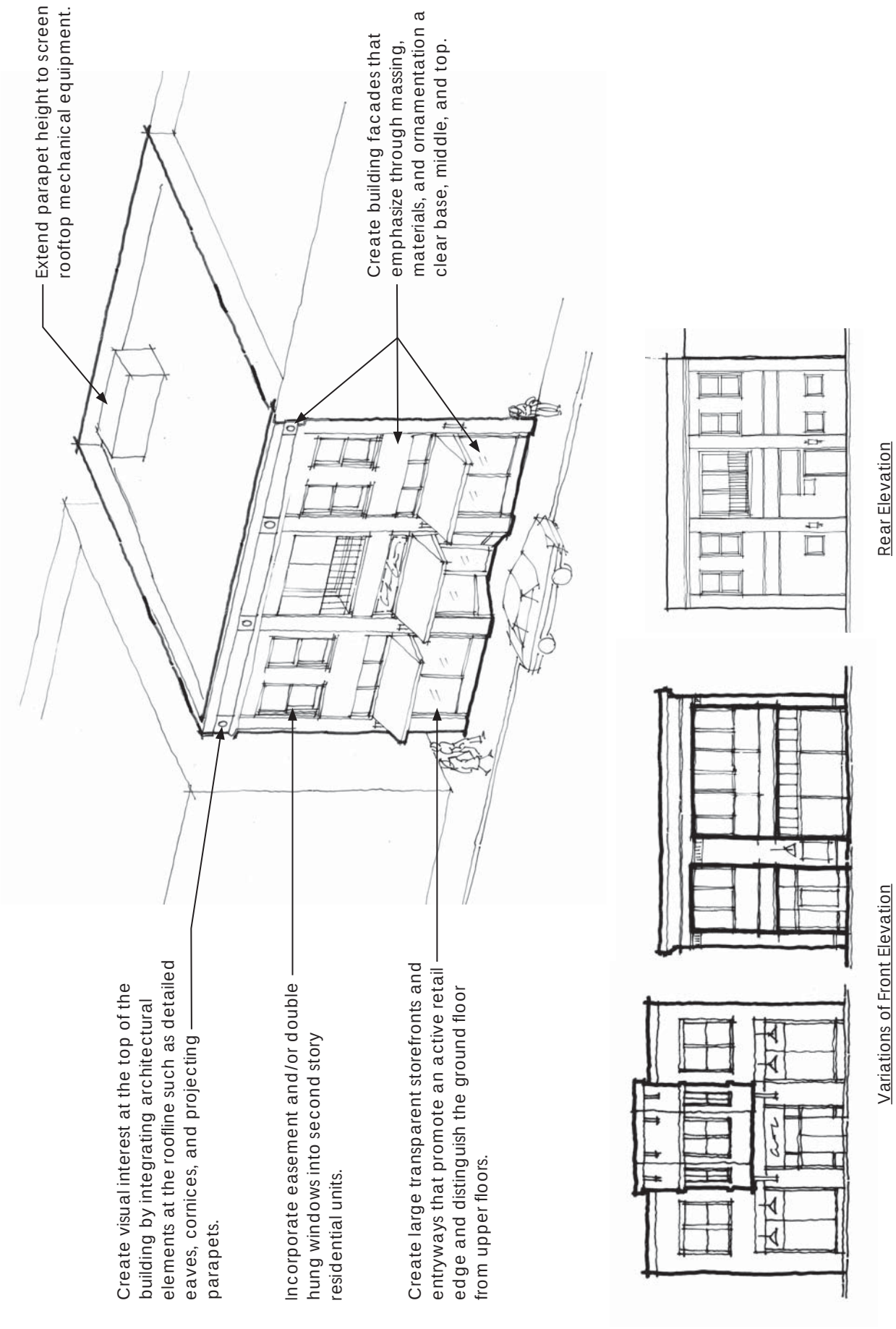


Figure 6-2: Building Design Guidelines—Mixed-Use Infill Example

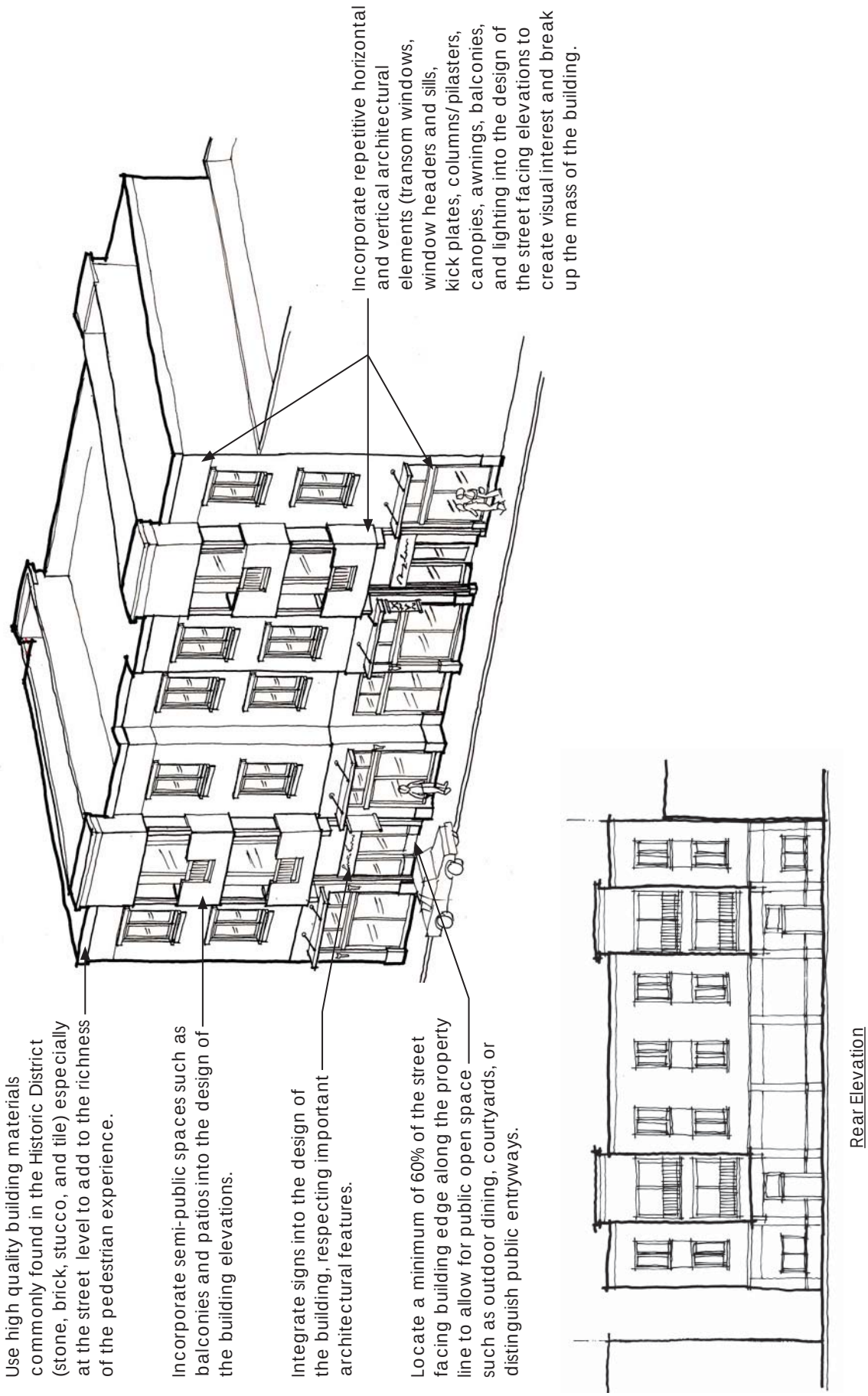


Figure 6-3: Building Design Guidelines—Mixed-Use Infill Example

- New, higher buildings can reinforce the established building heights along a block by stepping back upper floors that are above the average building height for the street.
- Buildings on corner lots provide an opportunity for the use of building elements that exceed the average height on the block and that serve as a focal point for the block.
- Architectural features such as display windows, pilasters, lattices, and alcoves for product display can provide visual relief to buildings that cannot achieve continuous openings along the street and sidewalk.

Materials, Finishes, and Textures

Example of appropriate building materials—brick and steel

Buildings should be constructed with high-quality materials that are durable and enhance the building character, particularly on the ground floor, where people are most likely to come in contact with the building and can easily see and touch the materials.

Guidelines

The guidelines for materials, finishes, and textures are as follows:

- Use of materials commonly found in the historic downtown area is encouraged. Stucco, brick, stone, terracotta, and tiles are common in historic downtown Vacaville.
- Durable, solid facing materials shall be used.
- Use of the following materials are not permitted:
  - Vinyl, synthetic wood, grooved plywood, or metal siding;
  - Sprayed on, textured stucco; and
  - Raw, raised grain, or rough sawn wood

Color

Building colors complement the natural materials such as brick and stone found on the building façades

Color should be used in a way that complements the colors of the surrounding structures, adds to the liveliness and character of the downtown area, and appropriately reflects the downtown area's historical character.

Guidelines

The guidelines for color are as follows:

- Primary building colors shall complement natural materials such as brick, stone, tile, and terracotta. Buildings shall avoid using more intense colors as primary design elements.
- Contrasting accent colors are required for architectural details, awnings, and entrances.
- Colors shall be selected with consideration for the orientation of buildings and historical character of the downtown area. Because of sun exposure, colors on south- and west-facing façades will often appear warmer than the same colors on the north or east sides.
- Fluorescent, neon, and Day-Glo colors are not permitted.

Façade Rhythm

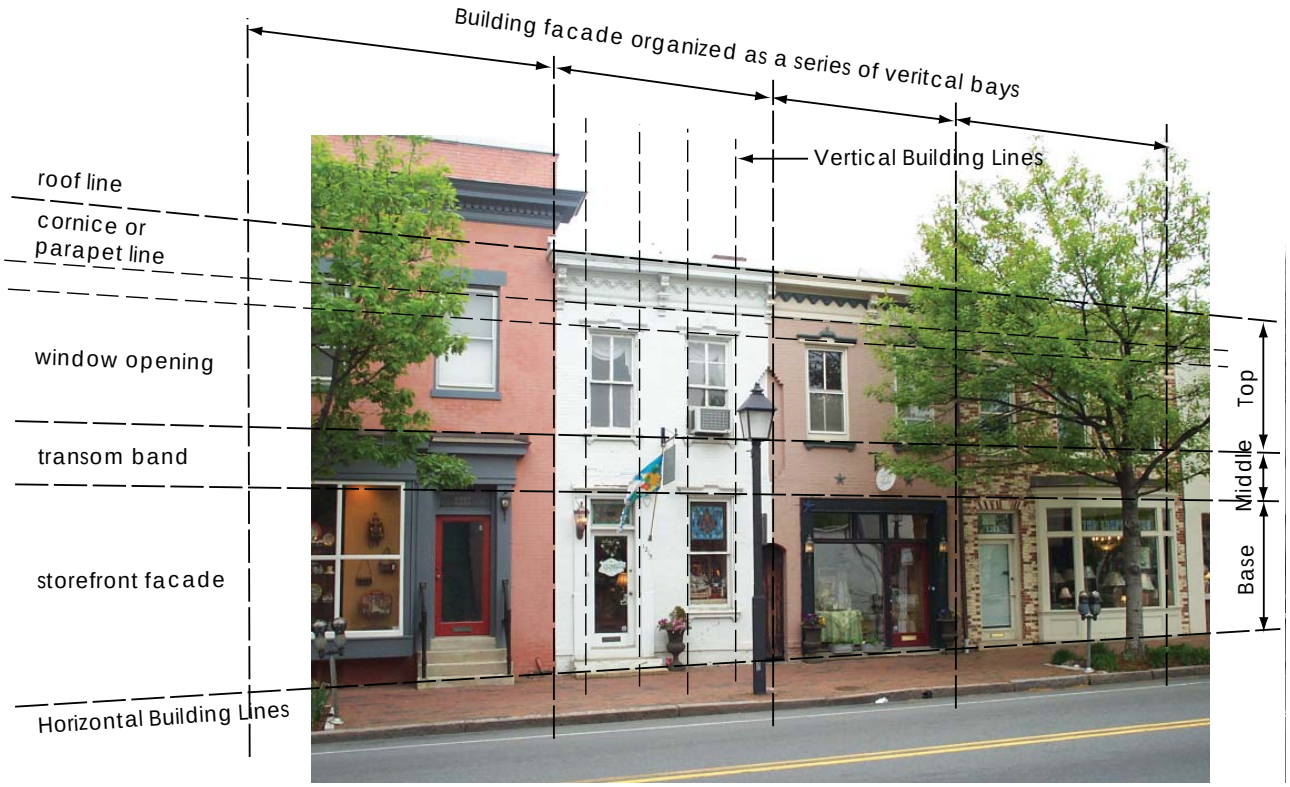
Building façades create the interface between the building face and the public realm of the street. Historically, commercial districts have consisted of buildings that are one or two stories high and repeat a consistent rhythm along the street. This pattern creates a regular rhythm of smaller, 20- to 40-foot building widths and 30- to 45-foot-high street walls. In larger towns, the downtown building heights may be higher—three to four stories. The pattern and rhythm of architectural elements such as window openings, commercial display windows, frequent building entries, ornamentation, awnings, and canopies also contribute to the historic urban streetscape.

Doors, windows, cornice lines, and awnings establish the façade rhythm for the building and the street edge

Guidelines

The guidelines for façade rhythm are as follows:

- Building openings such as windows and doors shall maintain the proportions and spacing of openings on the block. The rhythm of commercial street façades is typically divided into 20- to 40-foot-wide increments.
- Buildings on wider lots shall maintain the rhythm of the front façades by breaking the building's façade into small increments of window displays and entries.
- Horizontal and vertical elements shall be used to articulate a building facade and create a top, middle, and base to give definition to the building and break its elements down to a more human scale. Building proportions used in new construction or additions shall be consistent and compatible with the proportions of buildings in the Historic Main Street District (see figure 6-4 for an illustration of these concepts).
- Doors, windows, floor heights, cornice lines, signage, and awnings shall be appropriately scaled to reduce the mass of buildings experienced by the pedestrian.
- A building façade facing the street shall be lined with windows, entries, and openings that provide indoor and outdoor views to the public rights-of-way and sidewalks.
- Windows, doorways, and storefront entries shall repeat the rhythm of historic buildings in downtown Vacaville.



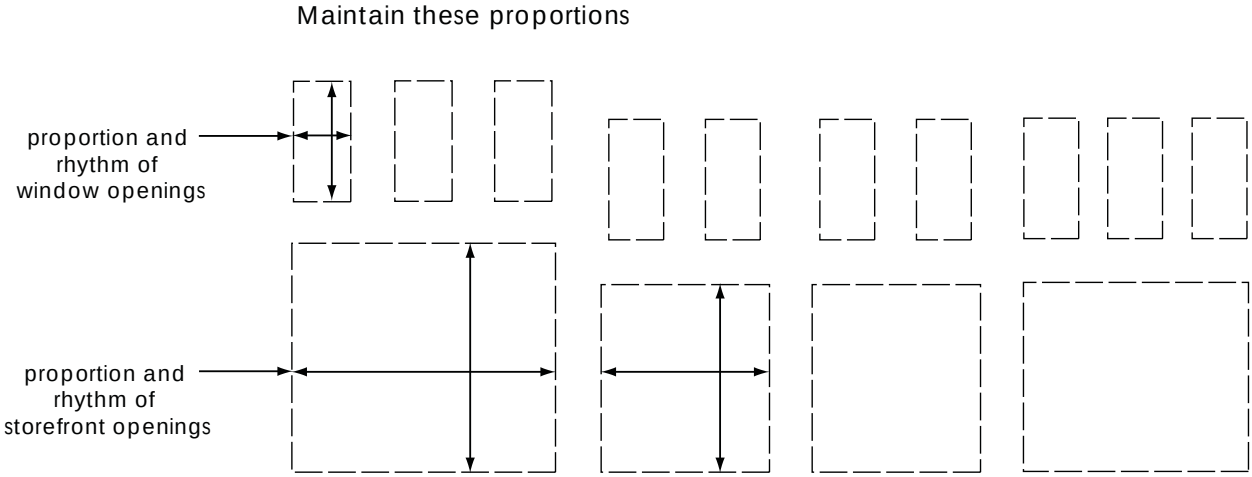


Figure 6-4: Illustration of Facade Rhythm

Roof Forms and Parapets

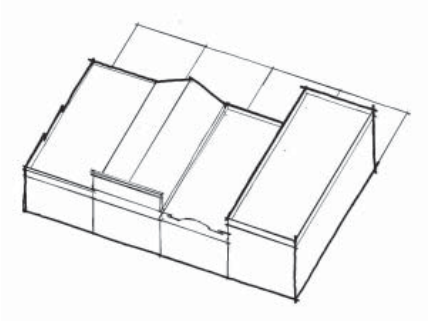
Historically, building roofs in downtown Vacaville used flat roofs, or pitched or arched roofs hidden behind a parapet. Parapets are often capped with a cornice and provide space for wall-mounted signs. Residential buildings are generally provided with steep-sloped roof forms and articulated with dormers, parapets, and varying shapes and heights.

Guidelines

The guidelines for roof forms and parapets are as follows:

- Variation of roof lines and a variety of roof forms, including flat roofs or sloped roof forms, is appropriate in Opportunity Hill area.
- Free form and geometric roof shapes shall not be permitted.
- In general, sloped roofs shall be steeply pitched with multiple shapes and variations. Use of dormers, special corner design elements, and varying roof heights to break down the massing of the roof form is appropriate.
- Roof equipment shall be screened from view on public streets and/or integrated into the roof design.
- Roof materials in view of the public streets shall be of high quality, solid materials such as tiles, metal, and terracotta.

Example of a flat roof form similar to buildings in the historic downtown



Windows, Bays, And Storefronts

The placement of windows and doors along a street frontage is one of the best methods of creating visual interest in a building. Storefront windows at the street level can be used to allow pedestrians to see into the structure and improve the visual surveillance of the area outside of the building.

Guidelines

The guidelines for windows, bays, and storefronts are as follows:

- Windows, entries, and doors shall occupy the wall surface in the ground-floor retail spaces along all major pedestrian streets—Main Street, McClellan Street, and School Street. Retail display windows and entries shall occupy at least 60% of the ground-floor building façade.
- Buildings shall follow the historic use of windows, in which windows were rectangular and vertically placed on the building façade.
- Headers, trims, and sills of windows of new buildings shall be well articulated in design, dimensions, and patterns of historic downtown architecture. Building façades of the Historic District follow a consistent pattern of building lines at each floor level, along the eaves of roofs, at the building base on the ground level, and following common window sill heights
- Storefront windows shall be made of clear glass to allow pedestrians to see into the structure and allow interior users to see out onto the street. Mirrored or dark-tinted glass is not allowed. Interior-lighted storefronts in the evening hours provide additional lighting to the sidewalks, increasing safety and security at night.
- Windows with articulated mullions and true divided lights are encouraged. Long, continuous ribbon windows are not permitted.

Building with a variety of roof forms, shapes, and heights

Maintain the transparency of windows and entries along the street front facade to provide eyes on the street

Chapter 6 / Design Guidelines

Commercial Doorways and Entrances

Corner entries are clearly defined with an unique massing form and articulated with signage, awnings, and lighting

The entry features of commercial buildings should be clearly visible to pedestrians, with a defined relationship to the street and sidewalk. Recessed entries help break up the massing of a building and can make the entry threshold more immediately apparent to pedestrians. Decorative features such as awnings, canopies, lighting, and signage can also be used to clearly define and articulate an entryway.

Guidelines

The guidelines for commercial doorways and entrances are as follows:

- Windows and entries of ground-floor storefronts shall be compatible with the pattern of historic retail buildings in downtown Vacaville. Historic storefront windows include larger retail window displays and entries with overhanging awnings, a tile base, and a transom with a sign frieze above. Retail storefronts extend the length of the building façade and are approximately 40–50 feet in width. Wider buildings (100 feet wide or more) shall break up the façade length into smaller segments with building columns or pilasters, consistent with the pattern of the commercial block.
- Primary entries shall be located on the primary façade of the building facing a public street and provide clear and visible pedestrian access.
- The size of the entry shall be proportional to the building.
- The main entrance of a building along a street-edge façade shall open directly onto a publicly accessible walkway that connects directly into adjacent street sidewalks. An entry foyer or landing may be inset into the building façade to prevent doors from opening onto and blocking the public way.
    - New buildings in the downtown area shall include details such as sidelights, transoms, columns, and pediment trim that are often inset and embellished on traditional entries.
- Secondary entries may be located at the side or rear of the building to provide access from parking areas.
- Entries shall be clearly defined with signage and architectural details.

Residential Doorways and Entrances

Residential doorways and entries in downtown Vacaville should be clearly visible to pedestrians, with a defined relationship to the street and sidewalk. Recessed entries, entry stoops, and entry porches help break up the massing of a building façade and help make the entry threshold immediately apparent to pedestrians. Raised stoops and porches help provide a small separation and sense of privacy between the private residence and the public realm along the sidewalk. Decorative features such as awnings, canopies, lighting, and signage can also be used to clearly define and articulate the entryway.

Residential entry articulated using the architectural details of the building

Guidelines

The guidelines for residential doorways and entrances are as follows:

- Primary residential entries shall be located on major sidewalks to provide clear and visible pedestrian access.
- The size of the entry shall be proportional to the building.
- New buildings in the downtown area shall include details such as sidelights, transoms, columns, and pediment trim that are often inset and embellished on traditional entries.
- Secondary entries may be located at the side or rear of the building to provide access from parking areas.
- Residential mixed-use projects, townhomes, and apartments shall provide multiple entries, stoops, and/or porches along the streets whenever possible. Multiple entries to ground-floor flats and townhomes improve the sense of safety and security along the street and help to activate the public realm.

Porches and entry stoops activate the street edge

Canopies, Awnings, and Arcades

Awnings used to protect building storefront windows and entries create variety and interest at the street level

Canopies, awnings, arcades, and other overhangs are traditional elements of commercial design that articulate the building façade and create variety and interest at the street level. They also provide space for signage, shade windows during the summer to reduce energy use, and provide weather protection for pedestrians.

Guidelines

The guidelines for canopies, awning, and arcades are as follows:

- Use of canopies, awnings, arcades, and overhangs is encouraged over window displays and entries along the public sidewalk on the ground floor of commercial buildings.
- Canopies, awnings, and arcades shall be designed with respect for the size, shape, and placement of the building, unless a unique architectural style encourages something different.
- Canopies and awnings shall fit within individual bays or structural divisions of the building façade rather than extending beyond a single bay, unless the building structure dictates an alternative placement.
- A variety of solid- and stripe-colored awnings may be considered.
- Canvas, fire-resistant acrylic, and metal are preferred materials for awnings. Vinyl, plastic, plasticized fabric, fiberglass, and glass awning are not permitted.
- Awnings, decorative roofs, and miscellaneous entry features may project into the front public right-of-way, provided that they are not less than 8 feet above the sidewalk.
- Canopies and awnings shall only be internally illuminated where appropriate to the architectural style of the building.
- Canopies and awnings shall be designed to provide window shading to reduce energy use.
- Overhangs, awnings, bay windows, and upper floor shall not project more than three feet over the sidewalk and shall provide a minimum height clearance of 8 feet from the top of the sidewalk.

OPPORTUNITY HILL MASTER PLAN AND DESIGN GUIDELINES
ADDENDUM #1

April 9, 2008

Introduction

This addendum provides the revisions to the *Opportunity Hill Master Plan and Design Guidelines* in response to comments received from the Planning Commission on March 18, 2008 and City Council and Redevelopment Agency on April 8, 2008. The following changes will be incorporated into the Plan:

1. Include a small specialty grocery use into the plan;
2. Examine the feasibility of a parking structure in conjunction with a parking master plan for the downtown area;
3. Add a map and incorporate the comments received from the Solano Transportation Authority discussing the connectivity of the project area to transit including the City Coach transfer station and Davis Street park-and-ride lot; and
4. Encourage the use of the Design Guidelines contained in the plan for existing and future projects and developments in the existing downtown areas.

The *Opportunity Hill Master Plan and Design Guidelines* was unanimously approved by the City Council and Redevelopment Agency on April 8, 2008, with the inclusion of the following revisions recommended by the Planning Commission and City Council/Redevelopment Agency:

Revisions

Based on the comments received during the Planning Commission and City Council and Redevelopment Agency, the following are revisions to the *Opportunity Hill Master Plan and Design Guidelines*. Additions to the original text in the document are underlined and deletions are indicated with a strike-through font.

Page number	Section Number	Addition or Revision
Grocery Use		
4-7	**4.3 Primary Land Uses**	4. ~~Specialty~~ Retail uses in the downtown area <u>including specialty retail and small specialty grocery uses</u> are distinct from "big box" retail chain stores in large commercial centers along the freeways or neighborhood grocery shopping in suburban centers. Specialty retail activities <u>including a grocery use are encouraged in the downtown to</u> support downtown Vacaville's role as a shopping destination ~~experience~~. The downtown area should continue to strengthen its position in the region as a destination for specialty shopping.
Parking Structure		
4-27	**4.5 Supporting Strategies**	**D2. Improve Parking** Downtown Vacaville is on the threshold of development intensity and parking demand that should be resolved with development of

		districtwide parking structures. However, the costs of parking structures ~~is still~~ may still be financially infeasible. The feasibility of providing a public parking structure in conjunction with a parking master plan for the downtown should be examined. The strategic framework concept diagram (Figure 4.2) provides recommendations for parking structure locations ~~when financing becomes more realistic in the future~~. The following goals for parking improvement may be considered by the City for the Opportunity Hill area and are consistent with ongoing downtown revitalization efforts: • Complete a parking study and parking master plan for the development of a potential public parking structure(s) serving the downtown area that may include parking spaces designated for business employees and residents.
Transit Connections		
4-29	**D5. Improve Linkages and Connections**	**Transit Systems:** The Opportunity Hill area is adjacent to existing transportation sites and City Coach bus transit routes that currently run adjacent to the Historic Downtown Main Street and Opportunity Hill area. The existing City Coach transit routes that serve the downtown area and currently run on Depot Street, Mason Street, Dobbins Avenue, Merchant Street, Monte Vista Avenue, and Cernon Street can also serve the Opportunity Hill area. The location of additional transit stops should be studied for the Opportunity Hill area. Figure 4.9, "Transportation Sites," shows the proximity of the project area to existing transportation sites including the bus transfer station at Monte Vista Avenue and Cernon Street and park and ride lots on Davis Street; and the adjacent City Coach transit routes 5, 6, and 8.
Design Guidelines		
6-1	**6 Design Guidelines**	These design guidelines have been created to compliment the existing downtown and to extend the hometown feel that it generates eastward through the Opportunity Hill area. In recognizing the importance of the complimentary quality and character desired, the City should encourage the use of these guidelines for existing and future projects and developments to follow in the existing downtown areas. In addition, the City may determine that extending these guidelines to apply throughout Downtown Vacaville may be beneficial.

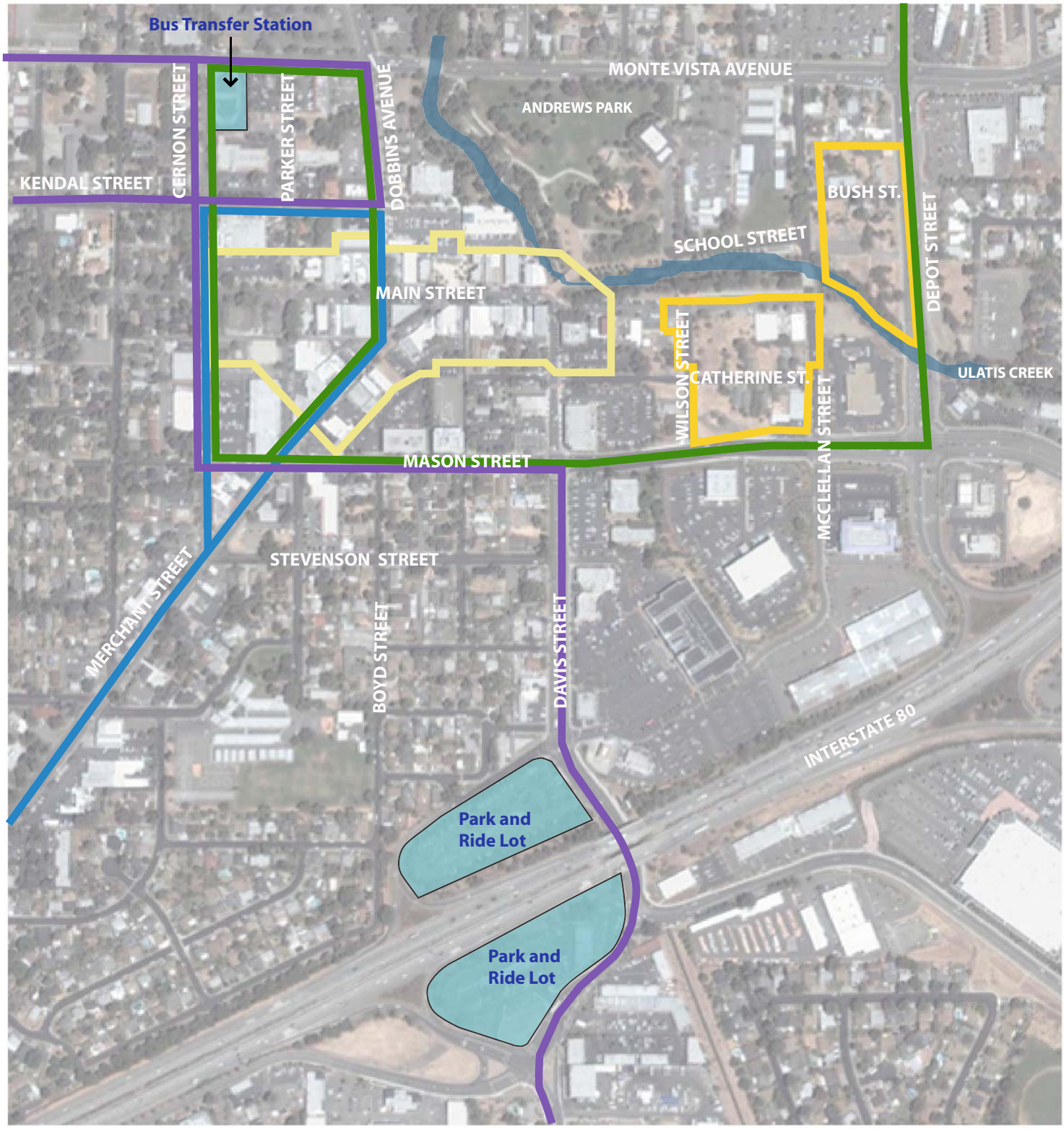


Figure 4.9: Transportation Sites

LEGEND

- Transportation Sites
- Master Plan Project Sites
- Main Street Historic District Boundary

City Coach Routes

- Route 5
- Route 6
- Route 8

NORTH

0' 250' 500'

VACAVILLE

EDAW | AECOM

APPENDIX C

APARTMENT PROJECT FINANCIAL FEASIBILITY ANALYSIS

bae urban economics

Draft Memorandum

To: Tyra Hays, City of Vacaville
Fred Buderi, City of Vacaville

From: Matt Kowta, Principal

Date: April 15, 2014

Re: Apartment Project Financial Feasibility Analysis

Current City of Vacaville policy requires that new apartment projects annex into an existing Community Facilities District (CFD) and then pay an annual special tax for each apartment unit, which provides the City with revenue to supplement annual General Fund revenues that are used to finance Police and Fire/Emergency Medical Services. The maximum allowed special tax varies by location. The maximum allowable special tax in CFD number 11 was set at $1,313.26 per multifamily unit in 2006/2007. The maximum allowable special tax in CFD number 12 was set at $748 per multifamily unit in 2007/2008. In any year, the maximum allowable special tax can increase over the base year values in accordance with the change in the Consumer Price Index. Currently, the City levies a special tax of $500 per multifamily unit. This special tax can be viewed as a $500 per unit increase to a given apartment complex's annual operating costs.

The City of Vacaville has received feedback from multifamily housing developers that the requirement for multifamily projects to annex into a Community Facilities District and pay the ongoing annual special tax is too onerous and is blocking developers' ability to develop multifamily rental projects that are financially viable. In response to these concerns, the City of Vacaville retained BAE to prepare a development pro-forma, to model the effects of the CFD requirement on project feasibility.

This memo presents the pro-forma that BAE prepared to analyze the impacts of the CFD requirement on apartment project feasibility, and then discusses the results, including the impact of the CFD requirement on overall project feasibility.

Methodology

As mentioned above, the tool used to evaluate the impact of the CFD requirement on project feasibility is a pro-forma financial model. This is a type of financial worksheet that developers use to estimate costs to develop a real estate project and then compare the costs to the

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Emeryville, CA 94608
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803 2nd Street
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Davis, CA 95616
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448 South Hill St.
Suite 301
Los Angeles, CA 90013
213.471.2666

Washington DC
1436 U Street NW
Suite 403
Washington, DC 20009
202.588.8945

New York City
121 West 27th Street
Suite 705
New York, NY 10001
212.683.4486

www.bae1.com

revenues that the completed project would generate. Developers typically use a pro-forma analysis to make an initial determination as to whether a project would be capable of generating a sufficient profit in order to make the project worth undertaking. If the initial pro-forma analysis produces favorable results, the developer will typically prepare a much more complicated cash flow model that accounts for the timing of expenditure outflows and revenue inflows in a much more fine-grained fashion. Although less detailed, the pro-forma analysis is adequate to illustrate the impact of the CFD requirement on overall project feasibility.

In terms of physical characteristics, this analysis is loosely based on the Quinn Crossing apartment project, currently under construction at 5085 Quinn Road. This was done because the City had recently computed City permit and impact fees for the project; thus providing key data that would be needed to model the costs of developing a similar apartment project in Vacaville.

Assumptions

Numerous assumptions about development costs, the revenue-generating potential of the completed project, and the operating costs for the completed project are necessary in order to construct the pro-forma model. One of the most significant development cost assumptions is the "hard" construction cost. This is the cost that a developer would have to pay a contractor to build the apartment building. To establish this assumption, BAE consulted with a multifamily housing developer active within the Bay Area, including a project that is under development elsewhere in the North Bay area. BAE also consulted the RS Means construction cost estimating service, which provided online access to construction cost estimates for 3-story apartment buildings in the Solano County area. Based on those references, plus BAE's prior experience, the pro-forma assumes a construction cost averaging $130 per habitable square foot of apartment space. BAE used a cost assumption of $1,500 per uncovered parking space and $2,500 per covered (carport) parking space. Total parking requirements were computed based on the City of Vacaville Zoning Ordinance parking standards for multifamily apartment projects. An additional allowance equal to $5.00 per square foot of site area is added for on and off-site site improvements. This can include expenditures for items such as grading, utility installation, frontage improvements, site landscape/hardscape improvements, and drainage/stormwater improvements as well as required off-site improvements.

As mentioned previously City permit and impact fees are a significant cost component and BAE utilized the permit and fee information from the Quinn Crossings apartment project to establish this assumption. This requires that the pro-forma assume the same number and size of residential units as the Quinn Crossing project. BAE obtained Vacaville Unified School District and Solano County impact fee schedules and used those schedules to estimate the additional fees that would be paid to agencies outside the City of Vacaville. Additional cost components include the "soft costs" that represent items such as architecture and engineering, and developer overhead. Construction financing costs represent a significant cost item. BAE based the construction financing cost assumptions on loan terms that are

typical for real estate development projects of this type, with the interest rate tied to current U.S. Treasury bond yields plus a "spread" which along with the up-front fees charged to the developer, accounts for the additional risk associated with lending on a construction project versus investing in treasury bonds. The assumed loan interest rate and loan fees are representative of what a developer could expect to pay to obtain a construction loan from a commercial bank. Finally, the pro-forma incorporates the assumption that a developer will not be willing to undertake the project unless there is the potential to earn a profit sufficient to justify the risk. A typical threshold for this type of pro-forma analysis is gross profit equal to 10% of total project development costs.

In order to estimate the value of the completed project, BAE utilized the capitalized value approach. Using this approach, a capitalization rate is applied to the project's estimated annual net operating income. The apartment rental rate assumptions drive the operating income calculations. Apartment rental rates vary by size, configuration, and quality of unit. In order to establish assumptions for rents, BAE surveyed currently renting apartment complexes in Vacaville, targeting newer projects or relatively recently remodeled projects that offer units in the same size ranges as those assumed for the pro-forma exercise. BAE estimated apartment rents per square foot of livable area would range between about $1.40 per square foot up to about $1.90 per square foot, with the lowest rents per square foot applying to the largest units, and the highest rents per square foot applying to the smallest units. In a pro-forma analysis, it is necessary to allow for periodic turnover of apartment units, and rental income must be reduced accordingly. The pro-forma assumes a stabilized average vacancy rate of five percent. Operating income is further reduced by project operating costs, which includes normal ad-valorem property taxes, administration, insurance, utilities for common areas, maintenance, capital reserves, etc. BAE estimated the annual operating costs for the apartments at about 30 percent of gross scheduled rents, or about $5,500 per unit, per year. The 30 percent ratio is a typical assumption within the multifamily housing industry, and the resulting $5,500 per unit annual cost is also reasonable. The pro-forma assumes that the City would continue to levy the police and fire CFD special tax at the current level of $500 per unit, per year, rather than the applicable maximum allowable special tax. This is included in addition to the $5,500 annual per unit operating cost.

The pro-forma is structured to solve for the "residual land value". Residual land value is the price that the developer could afford to pay for the land, after accounting for all other costs and revenues, including the need to achieve the minimum profit threshold.

Findings

The pro-forma printout listing all of the base assumptions and calculations is attached as Exhibit 1. As shown the residual land value is minus $15 per site (land area) square foot. This means that the project could not be feasibly built, unless the developer was able to acquire the land for free and also received a subsidy equal to about $6.7 million. Based on these findings, the project is not feasible under current economic conditions.

The next question is what impact the CFD levy has on overall project feasibility. Without the $500 per unit annual CFD levy, the residual land value would be minus $11. Put another way, the required subsidy would be reduced by about $1.7 million, to about $5 million; however, the developer would still need to acquire the site without cost. Alternatively, if the CFD levy remains in place, the project rents would need to increase by about 4.2 percent in order to offset the effect of the levy. On a larger one-bedroom unit currently assumed to rent for about $1,500 per month, the monthly rent would need to increase by about $63 dollars to offset the effect of the CFD levy. Or, if City permit and impact fees were reduced by about one-third, this would also offset the effect of the CFD levy.

While a 4.2 percent increase in market rents would be necessary to offset the impact of the CFD levy, a total rent increase of about 22 percent would be necessary to provide for project feasibility while allowing for a nominal $5 per square foot residual land value. This information can help to put the impact of the CFD levy in perspective. In other words, based on the project characteristics and economic assumptions used in the pro-forma, the CFD levy accounts for 20% of the shortfall in project feasibility. The remaining 80% of the feasibility gap is related to other project costs or revenue shortfalls.

Exhibit 1: Pro Forma for Rental Apartment Project, Vacaville

Major Assumptions

Project Characteristics		Acres	Sq. Ft.
Site - gross acres / square feet (20 d.u./acre)		10.25	446,490
Building and parking/circulation footprint			200,507
Landscaped/hardscaped area			245,983
Unit Types / Rentable Square Feet	**Monthly Rent**	**Units**	**Rentable Sq. Ft.**
Total		**205**	**189,586**
1BR / 742 sq. ft.	$1,410	24	17,808
1BR / 734 sq. ft	$1,395	36	26,424
1BR / 772 sq. ft.	$1,428	15	11,580
1 BR / 855 sq. ft.	$1,496	18	15,390
1BR / 977 sq. ft.	$1,661	18	17,586
2BR / 1103 sq. ft.	$1,710	30	33,090
2BR / 1216 sq. ft.	$1,823	55	66,330
3BR / 1369 sq. ft.	$1,917	9	1,378
Clubhouse (conditioned space)			4,652
Carports			19,440
Parking (a):			
Uncovered Parking Spaces			191
Covered Parking Spaces			205
Total parking spaces			396
Size of average parking space, with circulation, sf			335
Parking sf - residential			132,660
Total number of stories			3
Building Footprints (Sq. Ft.)			67,847

Development Costs	
Construction hard costs, per sf.	$130
On and off-site costs, per site sf	$5
City Permit and Impact Fees, total (b)	$4,498,380
Solano County Facilities Impact Fee (per unit)	$6,726
VUSD School Impact Fee	
Per apartment sq. ft.	$2.05
Per non-residential sq. ft. (carport)	$0.33
Soft costs, % of hard costs	20%
Parking construction cost, per space:	
Surface parking spaces, uncovered (each)	$1,500
Surface parking spaces, covered (each)	$2,500
Developer profit, % of total project value	10%

Revenues and Operating Expenses	
Annual op. cost - per dwelling unit	$5,511
Vacancy rate - residential	5%
Annual CFD Charge Per Unit	$500

Financing	
Construction loan to cost ratio	60%
Loan fees	2%
Interest rate	6.0%
Period of initial loan (months)	24
Drawdown factor	60%
Total hard + soft construction costs	$39,486,968
Total loan amount	$23,692,181
Capitalization Rate - Residential	6.00%

Notes

(a) Parking ratios - resid'l & comm'l (basic / transit area)

Studio or 1-bedroom	1.5	
2-bedrooms and 3-bedrooms	2	
Guest Spaces	1	space per 5 units
Covered Spaces	1	space per unit

(b) Based on fees charged North Point/Quinn Crossing Apts.

Pro Forma Analysis

Development Costs (Excludes Land)	
Residential construction costs	$24,646,180
On and off-site costs	$2,232,450
Parking costs	$799,000
Soft costs	$5,535,526
Impact fees and Permits	
City Impact Fees and Permits	$4,498,380
County Impact Fees	$1,378,830
School District Impact Fees	$396,602
Total construction costs	**$39,486,968**
Total cost, per rentable sf	$208
Interest on construction loan	$1,705,837
Points on construction loan	$473,844
Total financing costs	$2,179,681
Total development costs	**$41,666,648**
Average Dev. Cost/Unit	$203,252

Projected Income	
Residential	
Gross scheduled rents	$3,765,834
Less vacancy	($188,292)
Adjusted annual rents	$3,577,542
Less operating expenses	($1,129,750)
Less Annual CFD Charge	($102,500)
Total net operating income	$2,345,292

Development Feasibility	
Capitalized value	$39,088,202
Less development costs	($41,666,648)
Less developer profit	($4,166,665)
Residual land value	**($6,745,111)**
Residual land value, per site sf	($15)

Note: Residual land value represents the amount available for purchase of vacant sites, improved sites without improvements to be demolished, and/or extraordinary site development costs such as those associated with environmental remediation, stabilization, extraordinary off-site improvements, or other factors.