

## VI. CITY OF PITTSBURG

### LOCATION, ADMINISTRATION AND OPERATIONS

Pittsburg began as a settlement along the banks of the Sacramento River in 1839 and was incorporated in 1903. Pittsburg is located in eastern Contra Costa County and directly west of the City of Antioch. The City encompasses approximately 15.8 square miles, has 30 square miles within its Sphere of Influence (SOI), and 42 square miles within its Planning Area. (Refer to Exhibit A: Planning Area Map, and Exhibit B: Sphere of Influence Map) The current City population is approximately 63,500. (State Department of Finance; January 2008)

Pittsburg is characterized as relatively flat in the northern portion of the City along the Sacramento River, then increasing in elevation as it expands southerly into the hills of the Diablo Range. Elevations range from 30 feet Mean Sea Level (MSL) along the northerly shoreline to 1,900 feet MSL at the southernmost ridge of the Planning Area.

Land uses in the City range from industrial along the waterfront to smaller-scale residential and commercial uses in the Historic Downtown area, then larger residential subdivisions toward the south and commercial development along Railroad Avenue. Open space is also a significant land use adjacent to the Sacramento River and primarily west of the Downtown area.

The City is served regionally by State Highway 4, the Burlington Northern & Santa Fe and Union Pacific railroads, Bay Area Rapid Transit (BART), and the Tri-Delta Transit bus system.

### **City Governance**

Pittsburg is a 'general law city'<sup>1</sup> and operates as a municipal corporation pursuant to the laws of the State of California (Government Code Section 34000 *et seq.*) Pittsburg utilizes a 'Council-Manager' form of government.<sup>2</sup>

#### City Council

The City is governed by a publicly elected, five-member City Council, which consists of a Mayor and Vice Mayor, and three Council Members. Council Members are elected 'at large' in November for staggered four-year terms. The Mayor and Vice Mayor are selected by the Council for one-year terms.

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<sup>1</sup> Under the California Constitution, Article 11, § 2, and Government Code § 34102, cities organized under the general law of the State are 'general law cities' as opposed to 'charter cities' which operate under an individual city charter.

<sup>2</sup> The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

The City Council also serves as the governing boards for the Pittsburg Redevelopment Agency, the Pittsburg Power Company, the Pittsburg Housing Authority, the Pittsburg Public Financing Authority, and the Pittsburg Geological Hazard Abatement District.

The City Council meets regularly at 7:00 PM on the first and third Monday of each month. Meetings are held in the City Council Chambers, Third Floor of the Civic Center. City Council Agendas are posted at least 72-hours in advance of the meeting. Agendas are posted on the outside reader boards at the Civic Center and at the Pittsburg Library. As a courtesy, Agendas are also posted on the City's website. (Alice Evenson, City Clerk; personal communication; July 10, 2007)

City Council members receive a stipend of \$500 per month, as well as \$30 per meeting when sitting as the Redevelopment Agency Board. Council Members also receive health and dental insurance benefits, and a \$75,000 life insurance policy. (Sandra Navarro, Payroll Technician; personal communication; July 10, 2007)

#### City and Regional Commissions and Committees

The City has four advisory commissions: Planning Commission, Community Advisory Commission, Youth Advisory Commission, and Historic Resources Commission. Details on these Commissions are available on the City website: [www.ci.pittsburg.ca.us](http://www.ci.pittsburg.ca.us).

In addition, the City Council appoints Council representatives to: the Association of Bay Area Governments (ABAG); the Bay Area Water Quality District; the Delta Diablo Sanitary District; the Contra Costa County Library Commission; the Contra Costa Mosquito and Vector Control District; the Eastern Contra Costa Transit Authority (Tri-Delta Transit); the TRANSPLAN Committee (coordinates regional transportation); East Contra Costa Regional Fee and Finance Authority (ECCRFFA) (transportation mitigation fee program); eBART Partnership Policy Advisory Committee (ePPAC) (BART extension policy recommendations); and the East County Habitat Conservation Joint Powers Agency (regional habitat conservation plan and fee).

#### City Information

The City maintains an extensive website that is updated regularly ([www.ci.pittsburg.ca.us](http://www.ci.pittsburg.ca.us)). The City also publishes (in conjunction with the Los Medanos College Journalism Program) a quarterly newsletter ('Anchor Lines'). Public hearing items for both the City Council and Planning Commission are published in the East County Times, posted at the Civic Center and Library, and for planning-related matters, directly mailed to affected property owners within 300-feet of the project site. (Pittsburg Municipal Code § 17.16.060(C))

### **City Operations**

City government is divided into 23 functional areas and operates with 11 City Departments plus five specialized services. City Departments include: 1) City Manager's Office; 2) City Clerk's Office; 3) Human Resources Department; 4) Finance Department; 5) Economic Development Department; 6) Planning Department; 7)

Public Works Department; 8) Engineering Department; 9) Recreation Department; 10) Police Department; and 11) Community Access Department. The number of full time equivalent positions for each department is allocated as a component of the adopted City budget.

Specialized Services include City Attorney, Redevelopment Agency, Pittsburg Power Company, City Golf Course and City Marina. An overview of each municipal function is provided below.

- City Manager's Office

The administration of the City is the principal responsibility of the City Manager, who provides a liaison between the City Council and Staff; and carries out, on behalf of the City Council, its policies, rules, regulations and laws. The City Manager serves at-will. Key duties for the City Manager and Assistant City Manager include implementing policy direction from the City Council and directing staff resources. Day-to-day functions are made possible with the assistance of the City Senior Management Team. The City Manager also oversees preparation of the annual budget, is involved with the Redevelopment Agency and the Pittsburg Power Company, and is responsible for the information and communications systems. A total of 3.4 full time equivalent (FTE) positions are assigned to the City Manager's Office.

- City Clerk's Office

The City Clerk is an elected position. The City Clerk is responsible for preparing City Council agendas and minutes, preparing resolutions and ordinances, providing public notices, conducting general municipal and special elections, and maintaining official records through the Records Management Program. The City Clerk is the local filing officer for Fair Political Practices Commission forms. A total of 3.0 FTE positions are assigned to the City Clerk's Office.

- Human Resources Department

The Human Resources Department administers the City's personnel merit system, worker's compensation program, employee benefits, employee relations program, and equal employment opportunity program. Under the direction of the Director of Human Resources, the Department also is responsible for all recruitment, hiring, placement, transfers, and promotion. The Director represents the City Council and City Manager with respect to recognized employee organizations. A total of 5.0 FTE positions are assigned the Human Resources Department. There are currently 280 full-time and 120 part-time and seasonal employees working for the City.

- Finance Department

The Finance Department is responsible for financial management of all City funds, financial reports, budget preparation, payroll, accounts payable, accounts receivable, purchasing, utility billing and collection, and business

license issuance. A total of 16.25 FTE positions are assigned to the Finance Department.

The Finance Department also provides financial support services to the Redevelopment Agency, Pittsburg Power Company, and Housing Authority.

The City Treasurer is an elected position and is responsible for auditing and examining all City investments. Semi-annual investment reports prepared by the Finance Department are reviewed by the Treasurer and submitted to the City Council.

- Economic Development Department

The Economic Development Department's purpose is to provide resources to the business and development communities in order to attract, retain, and expand employment opportunities in the City.

The Economic Development Department also provides support to the Redevelopment Agency, the Marina, and the City Enterprise Zone, offering State Tax Credits, Local Incentives, and Fee Waiver Reductions to eligible businesses. A total of 2.0 FTE positions are assigned to the Economic Development Department.

- Planning Department

The Planning Department is responsible for long range planning (including preparation, maintenance, and implementation of the General Plan and special studies) and current land use planning (processing anticipated and submitted planning applications). The Department is also responsible for development and administration of the Zoning Ordinance, Sign Ordinance, and Subdivision Ordinance. The department administers the East Contra Costa County Habitat Conservation Plan (HCP) and the NPDES Clean Water Program, and coordinates and facilitates the preparation of environmental documents. A total of 8.1 FTE positions are assigned to the Planning Department.

The Planning Department also serves as staff to the Planning Commission and is responsible for preparation of agendas, minutes, hearing notices, and staff reports. The Director of Planning serves as the City Zoning Administrator. Design review is incorporated into the responsibilities of the Planning Commission.

- Public Works Department

The Department of Public Works manages and maintains all public facilities and infrastructure in the City, and has five operating divisions: 1) Administration; 2) Water Treatment; 3) Utilities and Facilities (which includes water distribution, streets, street lights and traffic signals, sanitary sewer collection, storm drainage collection, building maintenance, and vehicle and equipment repair and maintenance); 4) Parks and Landscaping (which includes park, median and feature bed landscape maintenance, street tree maintenance, sidewalk repair,

and graffiti removal) and; 5) Environmental Affairs (which includes recycling). A total of 75 FTE positions are assigned to the Public Works Department.

- Engineering Department

The Engineering Department, under the direction of the City Engineer/Director of Engineering, has four functions: 1) the Capital Improvement Program Division, responsible for managing capital projects; 2) the Building Division, responsible for permit applications, plan checking and inspection of all building construction in the City; 3) the Engineering Development Section, which coordinates all private development projects including subdivisions; and 4) the Traffic Division which analyzes traffic impacts of new development and long range transportation planning. The Department also maintains the City's Geographic Information System (GIS) and administers the Citywide Landscaping and Lighting Assessment District. A total of 20.65 FTE positions are assigned to the Engineering Department.

- Recreation Department

The Recreation Department is responsible for the administration and operation of a diversified, year-round recreation program including aquatics, sports, leisure-time activities, community events (Farmer's Market, Blues Festival, Renaissance Festival), Small World Park, Senior Center (meals, bingo, exercise, dancing, speakers, excursions), youth activities, teen activities, and cultural arts. A total of 8.05 FTE positions are assigned to the Recreation Department along with 60 to 80 seasonal aides and program assistants.

- Police Department

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department operates under two basic functions, the Operations Bureau (which includes the Patrol Division and the Traffic Division), and the Support Services Bureau (which includes the Investigations Division and the Records Division). In addition, the Department provides code enforcement and operates a graffiti hotline. Pittsburg PD is also involved in the East Bay Terrorism Early Warning Group, Neighborhood Watch, and Business Watch. A total of 103 FTE positions are assigned to the Police Department.

- Community Access Department

The Community Access Department consists of three programs: 1) Housing Authority to provide rental subsidies to low-income families; 2) Community Development Block Grant (CDBG) to utilize Federal funds for public service, housing activities, public facilities and improvements, economic development and other activities to serve low to moderate-income residents; and 3) Housing Rehabilitation to provide low-interest loans to low to moderate income

homeowners for home improvements. A total of 12 FTE positions are assigned to the Community Access Department.

- **Specialized Services**

City Attorney – the City contracts with the law firm of Meyers Nave Riback Silver and Wilson for legal services.

Redevelopment Agency – The Redevelopment Agency (RDA) utilizes tax increments to fund various projects, which rehabilitate or revitalize blighted areas of the City. The City Council serves as the Agency Board. Current programs include Commercial Rehabilitation Loans, First Time Homebuyer Loans, Enterprise Zones, and West Boulevard Housing Rehabilitation Loans. As the 19<sup>th</sup> largest redevelopment agency among the 386 in California, the Pittsburg RDA plays a significant role in community revitalization and capital improvements. A total of 28.25 FTE positions are assigned to the Redevelopment Agency.

Pittsburg Power Company – PPC is a Joint Powers Authority between the City of Pittsburg and the Pittsburg Redevelopment Agency. Under the Island Energy name, the company has been providing electrical power and natural gas to Mare Island, Vallejo, California. The current project is a proposal to construct a 55-mile High Voltage Direct Current (HVDC) transmission line from Pittsburg to San Francisco in San Francisco Bay. A total of 3.6 FTE positions are assigned to the Pittsburg Power Company.

Golf Course – The Delta View Golf Course is a par 71, 6,317-yard municipal course first opened in 1947. Also included within the golf complex is an all-grass driving range, the 19<sup>th</sup> Hole Pub & Grill, and the Wedgewood Wedding and Banquet Center. A total of 8 FTE positions are assigned to the Golf Course.

Marina – The Pittsburg Marina is a 575-slip municipal marina located at the confluence of the Sacramento and San Joaquin Rivers. Included in the Marina complex are 274 covered berths, water and electrical hook-ups, restrooms, fuel dock, haul-out service, public launch ramp, and a dockside market. The Pittsburg Yacht Club is located in the center of the complex. A total of 7.1 FTE positions are assigned to the Marina.

### City Infrastructure

The City of Pittsburg owns an extensive inventory of public land, buildings and other facilities. The City owns 108 separate parcels of land totaling 600 acres. Major City-owned facilities include:

- **Administrative Facilities** – are concentrated at the Pittsburg Civic Center, a three-story building completed in 1999, and located on Railroad Avenue just north of State Highway 4. This facility houses 'City Hall,' most City service-oriented functions (including the Police Department), and the City Council Chambers. The Civic Center has ample parking and additional acreage in which to expand.

Within this same complex are the County Superior Court, Pittsburg Unified School District offices, the Pittsburg Branch Library, and the Community Center.

Through the Pittsburg Redevelopment Agency, plans are being formulated for development of a 6-story mid-rise office building at the corner of Railroad Avenue and Power Avenues adjacent to the Civic Center. Project design is programmed for FY 2007-08, with construction in FY 2008-09. Upon completion, the currently undersized branch library (circa 1966) and the school district administrative offices would relocate to this new building.

- **Public Works Facilities** – includes the City Corporation Yard (which is housed in a functional but antiquated facility near Old Town); a water treatment plant with seven reservoirs and 122 miles of water distribution lines; and a wastewater collection system consisting of 95 miles of sewer lines and one pump station. A majority of older water and sewer lines in the Old Town area have been replaced, and identified problem lines in other parts of the City are replaced on an annual priority basis. (Walter Pease, Assistant Director of Public Works; personal communication)
- **Park and Community Facilities** – The City provides a number of community facilities in conjunction with City parks. These include: City Park (Neighborhood Center and ball fields – 28 acres); Buchanan (Community Center, Sullenberger Swim Center, bocce courts – 16 acres); Central Park (playing fields – 36 acres); and Small World Park (train, carousel, party castle – 8 acres). The City also provides five other community parks, 11 neighborhood parks, and five mini-parks. Maintenance of parks and park facilities is the responsibility of the Parks and Landscaping Division of the Public Works Department, which is also responsible for the City's graffiti abatement program. Parks and landscaped medians within the City are well maintained.
- **Other Major Facilities** – include the 18-hole Delta View Golf Course (with driving range, restaurant, and banquet facilities); and the City Marina (575 slips, covered berths, fuel, launch ramp, restrooms).

## **Budget**

Pittsburg utilizes a two-year budget process. The rationale in utilizing a two-year budget is to better anticipate and consider short-term trends in expenses and revenues. The City Manager, with assistance of the Finance Department, prepares a budget for consideration by the City Council. The Council, by Resolution, approves a budget plan in January and a final budget in June. In effect, adoption of the FY 2007-08 Budget 'extends' the FY 2005-06 and 2006-07 Two-Year Operating Budget Plan by one additional year. The current budget reflects revenues in the amount of \$89.6 million and expenditures of \$90.6 million.

Pittsburg's budget is segregated into five units: General Fund; Internal Service Funds; Enterprise Funds; Special Revenue Funds; and Debt Service. An expanded review of all these budget units follows. A separate budget is also adopted for the Redevelopment Agency (RDA). For FY 2007-08, the RDA budget is \$54.2 million.

### General Fund

The City's adopted budget for 2007-2008 anticipates General Fund revenues of \$34,977,000 and expenses of \$34,980,000. Due to an existing revenue shortfall, the City is balancing the current General Fund operating budget by the sale of vacant land to the Redevelopment Agency for \$1.9 million. The current shortfall is attributed to the increased costs for workers compensation, employee health benefits, and retirement, as well as transitioning from extensive residential development to more modest residential growth (and lessening in property tax revenue). This reduced revenue source is anticipated to be offset by increased sales tax revenue from the auto mall, new retail commercial and restaurant development, and the multiplier effect of new base industries in the community.

The General Fund is the primary financing mechanism for City operations with 'unrestricted' revenues from a variety of sources. Following are projected General Fund Revenues and Expenditures for the 2007-08 Fiscal Year:

#### **Revenues**

Property Taxes	\$3,785,000
Sales Taxes	8,300,000
Other Taxes	1,254,000
Development Service Fees	2,490,270
Use of Money & Property	655,000
Other Government Agencies	6,120,107
Franchise Fees	2,221,200
Recreation Fees	530,600
Police Fines & Fees	761,520
Public Works Fees	229,590
Miscellaneous Revenues	2,627,713*
Transfers-in <sup>3</sup>	<u>6,005,429</u>
Total General Fund Revenue	\$34,980,429

\* Includes \$1.9 million from sale of property to RDA

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<sup>3</sup> Transfers are transactions between funds and are normally repaid within the current Fiscal Year. 'Transfers in' are monies paid to the General Fund primarily from the Redevelopment Fund, Water and Sewer Enterprise Funds, Gas Tax Fund, other Special Revenue Funds.



**Expenditures**

City Attorney	\$426,960
City Manager	208,495
City Clerk	333,895
Council Services	90,168
Treasurer	7,038
Human Resources	898,572
Finance	1,378,766
Utility billing	709,035
Economic Development	101,894
Planning	954,902
Building Inspection	1,240,792
Engineering	1,884,049
Recreation Services	2,055,893
Police Services	17,653,447
Public Works Administration	185,673
Public Works Streets	1,875,388
Swim Center	219,547
Non-Departmental	3,308,802
Transfers-out <sup>4</sup>	<u>1,443,600</u>
Total General Fund Expenditures	\$34,976,916

Almost one-fourth of Pittsburg’s projected General Fund revenues are expected to be drawn from sales tax (24%). Other key General Fund revenues are expected to be from Other Government Agencies (State subventions) (17%) and property taxes (11%).

The primary General Fund expense is Police Services (50%), followed by Recreation Services (6%), Engineering (5%), and Streets (5%).

Internal Service Funds

Internal Service Funds are General Fund monies used to allocate costs over all functions and include: Information and Communications Systems; Vehicle Fleet Maintenance; Building Maintenance; Employee Fringe Benefits; and General Liability Insurance. These funds total \$7,529,530 for the Fiscal Year.

Enterprise Funds

Enterprise Funds account for the City’s municipal operations that are intended to be self-funding through user fees and charges. Enterprises services in Pittsburg include water service, sewer service, golf course, marina, Island Energy, and Pittsburg Power Company. For FY 2007-08 these funds are expected to generate \$28,774,941 in revenues and expend \$23,265,652.

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<sup>4</sup> “Transfers out” are monies paid from the General Fund to specific funds including the Water Fund, the Fringe Benefit Fund, and the Citywide Landscape District Fund.

### Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that may be used by the City for specific purposes. Pittsburg has established 23 special revenue funds, most of which derive their monies from specific sources, such as grants, assessments and developer fees. In 2007-2008, Pittsburg expects to accrue \$22,752,197 and expend \$21,717,819 for its 23 Special Revenue Funds. Major expenditures include Housing Authority (\$10.7 million), Citywide Lighting and Landscaping (\$3.8 million), and the Pension Obligation Fund (\$1.8 million).

### Debt Service

The City's long-term debt is primarily tied to bond funding for the Redevelopment Agency. The City also carries a Pension Obligation Bond (2007 principal and interest payment of \$1.6 million), as well as Water and Sewer Revenue Bonds, Assessment District Bonds, and two golf course equipment lease-purchase agreements.

In addition to the five primary funds detailed above, Pittsburg maintains a Budget Stabilization Fund, which is set aside each year. For the Fiscal Year ending June 30, 2007, this reserve fund had a balance of \$2.7 million.

### Capital Improvement Program

The City's Capital Improvement Program (CIP) is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The Plan covers a 5-year period, and is updated by Staff and approved by the City Council each year. Pittsburg has an extensive CIP, with the 5-year period FY 2006-07 through FY 2010-11 consisting of over 190 projects.

A total of 28 projects have been completed since implementation of the previous CIP, with an additional 32 projects having been designed, out to bid, or under construction. There are a number of major funding sources available to fund CIP projects. For the 2007-08 Fiscal Year, these include: Traffic Mitigation Fund (\$1.1 million); Measure C Transportation Sales Tax (\$1.3 million), Sewer Operations Fund (\$1.6 million); Water Operations Fund (\$5.5 million); Park Dedication Fees (\$1.0 million); and Tax Allocation Proceeds from the RDA (\$20.8 million).

Projects are divided into seven categories, with FY 2007-08 fund amounts as follows:

Streets – street rehabilitation and reconstruction	\$6,700,000
Signals – installation of traffic signals	200,000
Water – water system rehabilitation and maintenance	10,520,000
Sewer – sewer system rehabilitation and maintenance	1,600,000
Storm Drain – storm drain system installation/upgrades	2,000,000
Building – new construction and improvements	7,050,000
Parks – construction of new parks and improvements	<u>1,990,000</u>
Total	\$30,060,000

For the 5-year period, the CIP has programmed \$101.5 million in capital improvements. Major projects for FY 2007-08 include: Bailey Road Widening, Citywide Street Rehabilitation, Water Treatment Plant Backwash Water Reclamation, Water Treatment Plant Sludge Handling Facility, West Leland Avenue 20-inch Water Main, Annual Storm Drainage Project, and Mid-rise Office Building.

In addition to 190 projects programmed for funding and construction under the 5-year CIP, there are an additional 107 that have been identified for which no funding currently exists. Details are contained in the 'City Five Year Capital Improvement Program, March 2007.'

## CITY PLANNING BOUNDARIES AND GROWTH

### **City Boundaries**

#### City Limits

Within the existing corporate boundary (City Limits) are approximately 10,094 acres (15.8 square miles). (Refer to Exhibit A) The City Limits extend into the Sacramento River on the north; are coterminous with the Antioch City Limits on the east; extend toward hillside areas of the Diablo Range and the Concord City Limits on the south; and are adjacent to the unincorporated community of Bay Point (approximate population of 21,000 and 2,300 acres) on the west.

#### Sphere of Influence

The adopted Sphere of Influence (SOI) for the City comprises approximately 30 square miles and includes the community of Bay Point as well as marshland and industrial areas north of Willow Pass Road, and 160 acres in the lower hillside area (Sky Ranch II). (Refer to Exhibit B)

#### Planning Area

The existing General Plan Planning Area comprises approximately 42 square miles and includes (in addition to the above areas) the Port Chicago area on the northwest and the southwest hills to the uppermost ridgeline. (Refer to Exhibit A)

#### Urban Limit Line

In November 2005, the voters within the City of Pittsburg approved Measure P, which established an Urban Limit Line (ULL). (Refer to Exhibit C) The measure was approved 51.75% to 48.25% and amended the City's General Plan by creating an urban limit line around the entire City, which could only be changed by a vote of the electorate. The ULL that was approved by Measure P does not include the adjacent community of Bay Point; however, in 2006, the County voters as a whole approved a countywide ULL Line that coincides with Pittsburg's Measure P and also includes the Bay Point community. In an effort to remedy the fact that Bay Point was not included in the City ULL, in January 2007, the City amended its General Plan to also incorporate the 2006 voter approved countywide ULL, which does include the Bay Point community. The City's growth initiative is tied to the countywide Measure J, which extended the one-half cent sales

tax (originally approved in 1988) to the year 2034. Measure J ties transportation funding to locally adopted urban growth boundaries.

## **General Plan**

The Pittsburg General Plan was comprehensively updated in 2001 (except for the Housing Element, which was updated in November 2004 and certified by the State Department of Housing and Community Development in January 2005). The General Plan covers the period to the year 2020 and places emphasis on: employment growth including larger-scale office and business parks; downtown and waterfront revitalization; hillside-ridgeline preservation; a jobs-housing balance; capitalizing on regional transportation improvements, enhancing community character; and increasing linkages between different parts of the City.

The “General Plan” includes a total of 12 elements. This includes the seven mandatory elements required under Government Code §65302 – land use, circulation, housing, open space, conservation, noise, and safety – along with five additional elements – growth management, urban design, downtown, economic development and public facilities. The Open Space Element also incorporates Youth and Recreation.

The guiding principles with respect to the land use framework include: compact urban form; promotion of the downtown area as a focus of activity; modulated development intensities that reflect accessibility; promotion of infill development; increased connectivity between and within neighborhoods; designation of mixed-use and pedestrian-oriented activity centers; increased diversity in housing types; protection of ridgelines and creeks, and expansion of the trail and park network; and flexibility and mixed use areas.

Key infrastructure policies included in the General Plan are as follows:

- Continue using the Urban Water Management Plan as the mechanism for detailed water supply planning, implementation, and conservation.
- Continue water district and user conservation efforts to help reduce demand.
- Work with Delta Diablo Sanitation District in planning the expansion of the wastewater treatment plant.
- Work with Pittsburg Disposal Services to increase participation in curbside recycling programs for residential neighborhoods.
- Cooperate with Contra Costa Fire Protection District to insure that new or relocated fire stations are constructed on appropriate sites within the 1.5-mile response radii from new or existing development.
- Continue to rely on the five-year Capital Improvement Program to provide for needed utilities in relation to the City’s financial resources.

## Population Growth

Pittsburg (along with the other East County cities of Antioch, Brentwood and Oakley) has experienced significant residential growth since the beginning of the 1970s. Upon incorporation in 1903, Pittsburg claimed a population of around 3,000 people. Over the next six decades, the City's population grew steadily but slowly, averaging about 300 new residents per year. The period between 1970 and 2003 resulted in a population increase from 20,651 in 1970 to 61,036 by the end of 2002, or an average of 1,224 persons per year. Residential growth has slowed recently, averaging 650 new residents per year since 2003. The current City population is approximately 63,500. (State Department of Finance; January 2008)

Pittsburg is currently ranked as the 131<sup>st</sup> largest city in California (out of 478) and is ranked 217<sup>th</sup> in population increase between January of 2006 and January of 2007 at 0.8%. Population projections prepared by the Association of Bay Area Governments (ABAG) anticipates a modest annual growth rate of 1.1% for Pittsburg, reaching a population of 78,100 by the year 2035.<sup>5</sup> Should the Bay Point community be annexed to the City, the projected population in the year 2015 (with the 1.1% annual growth rate) would be 93,400, and by 2025 would reach 103,100.

## Jobs-Housing Balance

In 2005, ABAG estimated that there were 18,260 jobs within the City and 33,950 employed residents. This results in a job to employee ratio of 0.54, an imbalance that indicates that the residential workforce is commuting to other areas for employment.

As part of the City's General Plan Update in 2001, increased emphasis was placed on economic development and job generation. The General Plan estimates that by the year 2020, the number of jobs within the City will total 59,380<sup>6</sup>. Interpolating the ABAG projections, there would be 44,195 employed residents, which improves the current jobs to employee ratio to 1.34, indicating that Pittsburg will have a positive jobs-housing balance.

## Vacant Land

Within the existing City limits, there are 1,820 acres of vacant land. It is estimated that of this total, 328 acres are zoned residential, 127 acres are zoned commercial, 251 acres are zoned industrial, and 1,114 acres are designated as 'open space.' (2004 Housing Element; and Brad Nail, Director of Economic Development, City of Pittsburg; personal communication; February 1, 2008)

Within the existing City Limits, approved or under construction residential projects will utilize approximately 44 acres (or 13%) of available vacant residential land and will yield 246 dwelling units. This figure does not include three affordable housing projects (with a

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<sup>5</sup> ABAG, Projections 2007

<sup>6</sup> 2001 General Plan, Table 2-6, page 2-23.

total of 188 dwelling units) being undertaken by the Redevelopment Agency. The Housing Element estimates that within the entire Planning Area, vacant residential land would yield between 3,785 and 6,885 dwelling units. Current approved or planned residential projects in these areas (see detail below) will provide a significant portion of the Housing Element estimate. City staff indicates that there are approximately 1,500 dwelling units in the pipeline today that are either completed or nearing completion.

A majority of the commercial and industrial vacant land is located within the Loveridge Sub-Planning Area (centered around Loveridge Avenue and the Pittsburg-Antioch Highway, and including Century Boulevard). However, the City is actively pursuing development of commercial and industrial properties for which infrastructure improvements are in place. Recent successes include the SeAH Steel Pipe Mill, Hampton Inn and Suites, the Entrata Building retail and office project, Mazzei GMC expansion, Delta Gateway Multi-tenant building, WinCo, American Auto Body, Aquamatic Fire Protection, Arco Service Station, Auto Zone, Chili's Restaurant, Loveridge Commercial Center, Mazzei Hyundai, and Outback Steakhouse.

### Development Projects

There are a number of development projects currently undergoing review by the City. Details are contained in the City's 'Project Pipeline List,' available at the City's website and updated periodically. Current projects that are approved or under construction are summarized by type of development as follows:

Project Type	No. of Projects	Acres	Residential Units or Square Footage	
Single-Family Residential	13	1,049	3,515	
Apartments/Condominiums	4	194	2,456	
Mixed Use	3	9	226	52,687
Commercial	18	130		733,268
Industrial	<u>6</u>	<u>212</u>	<u>        </u>	<u>631,044</u>
Totals	44	1,594	6,197	1,416,999

### Growth Management

Growth Management is addressed as a separate Element in the 2001 General Plan. Pursuant to Countywide Transportation Measures C and J, the Growth Management Element attempts to balance new urban development consistent with public facilities. These facilities include streets and roads, police, fire, parks, water, sewer, flood control, schools, and community facilities. Performance standards have been developed for each public facility and are discussed in the Municipal Services Section below. The City has not yet adopted a Growth Management Ordinance, but does utilize a Transportation Demand Management (TDM) ordinance and a Transportation Systems Management (TSM) ordinance to monitor growth within the City.

## **Urban Pockets**

There are no 'unincorporated islands' (County lands surrounded by the City) within the existing Pittsburg City Limits. The current City Limit line provides a recognizable perimeter, which simplifies future annexation proposals.

## **Annexations**

Three annexation proposals have recently been approved by Contra Costa LAFCO:

- Ambrose Park – the annexation of an existing 12.3 acre park to the City.
- Mirant Power Plant Reorganization – the annexation of 1,467 acres to the City and the Delta Diablo Sanitation District (DDSD) for industrial and open space uses.
- Sky Ranch II Reorganization – the annexation of 160 acres to the City, the Contra Costa Water District (CCWD), and DDSD for 415 single-family homes.

Should the proposal to annex the unincorporated community of Bay Point move forward, approximately 9.3 square miles would be added to the City.

## **Sphere of Influence Expansions**

With the approval of the City Urban Limit Line (Measure P) by the electorate in 2005, the City is anticipating that lands within this line (but that were at the time, outside the County Urban Limit Line under Measure J) would be added to the City's SOI. These lands include three potential hillside residential projects: Thomas Ranch; Montreux Property; and Faria South Property. (Refer to Exhibit C) This land comprises nearly 1,600 acres and could collectively yield as many as 1,800 homes. Because of their location in the southern hills area, they would be subject to the City's Hillside Planned Development (HPD) District pre-zoning requirements. Before these areas can be proposed for annexation, Contra Costa LAFCO would need to approve amendments to the City's SOI. It is the City's expectation that the City SOI would then include all areas within the Measure P ULL as well as the area within the countywide ULL, which includes Bay Point. (Marc Grisham, City Manager; personal communication)

## MUNICIPAL SERVICES

### **Public Safety Services**

#### Police

The Police Department operates under a Community-Oriented Policing philosophy. Police Officers within the Patrol Division are assigned to a specific beat for a maximum of 6-months in which they become familiar with that beat area and provide first responder services. The Traffic Division insures the safe and effective movement of vehicles throughout the City and provides parking enforcement. At the present time, the Police Department has 76 sworn officers including one Chief, two Captains, four Lieutenants, 9 Sergeants and 60 Police Officers. A total of 27 support staff also provides

a variety of services including records management, code compliance, fingerprinting, and abandoned vehicle abatement.

The Police Department is housed at the Civic Center at 65 Civic Avenue. Calls for service remain consistent with population growth, reaching approximately 70,000 calls in FY 2007-08. Per capita crime rates continue to decrease, down by 9.7% for FY 2006-07. The rate for violent crime in the City is lower than surrounding cities and the California State average. The current ratio of sworn officers for every 1,000 residents is 1.2. The annual per capita cost for police services is \$280.

#### General Plan Performance Standards: Police

- Maintain a three- to five-minute response time for emergency calls, five- to eight-minute response time for priority non-emergency calls, and 10 to 20 minute response time for non-emergency calls. For the 2006-07 Fiscal Year, actual average response times were 4 to 5 minutes for emergency calls and 15 to 20 minutes for priority non-emergency calls.
- Strive to achieve 1.8 sworn police officers per 1,000 residents. The number of sworn officers has remained relatively static, having increased by one officer in FY 2007-08. While the current sworn officer to population ratio of 1.2 is similar to the other cities in the East County Sub-region, it is less than the City's General Plan performance standard.

#### Fire

Fire protection within the City is provided by the Contra Costa County Fire Protection District (CCCYPD). CCCYPD is a well-equipped, full-service fire agency. The District provides fire protection and emergency medical services to nine cities and the unincorporated portion of a 304 square mile area. Other services provided include fire and arson investigation, building plan review, code enforcement, public education, and weed abatement. The District has a total of 30 fire stations, three of which are located in Pittsburg and one in Bay Point.

Based on District-wide statistics for 2007, each station on average, responded to 1,914 calls for service, of which 82% were for emergency medical.

The District comprises 344 uniformed personnel with 12 Battalion Chiefs and 62 support personnel. Typical fire crews by type of response are: Emergency Medical – Nearest Fire Unit plus Ambulance provider; Structure Fire – Four Engines (each with a three-person firefighting crew, one of which is also a paramedic) and a Battalion Chief; Vegetation Fire – Four Engines plus a Battalion Chief or One Engine depending on the situation; Vehicle Accident – Single Engine plus Ambulance provider. The current District-wide ratio of firefighters for every 1,000 residents is 1.7. CCCYPD maintains an ISO Class 3 rating (1 best – 10 worst). The annual District-wide per capita cost for fire service is \$170.

Station No. 86 is located at 3000 Willow Pass Road in Bay Point, just west of the Pittsburg City Limits (2,053 responses in FY 2007-08 of which 70% were emergency medical and



9% were fire-related). Station No. 87 is located at 800 W. Leland Road (741 responses of which 67% were emergency medical and 7% were fire-related). The remaining two stations serving Pittsburg are being relocated with the assistance of the Pittsburg Redevelopment Agency. Station No. 84 will be relocated from 200 E. Sixth Street to a new 5,700 square foot facility at 1903 Railroad Avenue (1,077 responses of which 63% were emergency medical and 5% were fire-related). Station No. 85 will relocate from 2555 Harbor Street to a 7,300 square foot facility at 2331 Loveridge Road. (2,515 responses of which 61% were emergency medical and 4% were fire-related). This site will also house an adjacent 6,000 square foot Fire Prevention Bureau office. Relocating Stations 84 and 85 will provide a more cohesive 1.5-mile response radii.

#### General Plan Performance Standards: Fire

- Maintain a five-minute response time for 90% of emergency calls. For the 2006-07 Fiscal Year, actual average response times for the four stations serving Pittsburg were as follows: 6 minutes for Emergency Medical; 6 minutes for Structure Fire; 8 minutes for Vegetation Fire; and 7 minutes for Vehicle Accident.
- Ensure that fire stations can be located within 1.5 miles of all residential and non-residential development.
- Pursue appropriate sites as needed to construct fire stations for efficient emergency response to all City residents.

### **Community Development Services**

#### Planning

The Planning Department is involved in a number of permit application and development projects. These include: 20 Single-Family Residential Subdivisions; six Apartment/Condominium projects; two mixed-use projects; 21 commercial projects; and nine industrial projects. The Department is also administering five Environmental Impact Reports and preparing the Hillside Performance Standards.

The Planning Department is responsible for monitoring the General Plan. Since the Plan was adopted in 2001, a number of projects have been completed that assist in implementing the General Plan. These include: the Redevelopment Agency establishing Unified Development Areas (UDA's) for the Marine Commercial Area and the East Tenth Street Corridor; upgrading the Subdivision and Historic Resources Ordinances; and development of the Railroad Avenue Specific Plan. Currently underway is the Sign Ordinance update and the Downtown Streetscape Master Plan. Details are contained in the General Plan Annual Progress Report issued in September of each year.

#### Building

The Building Division is part of the Engineering Department and is responsible for processing building permit applications, plan checks of all residential and commercial projects for code compliance, and conducts inspections during construction. The Division is also responsible for the Residential Rental Property Inspection Program (RIP) in which owners of rental units are required to meet minimum standards.

Building Permit activity has been relatively stable over the past eight years averaging 300 new single-family home construction permits and eight commercial permits per year. There has been a recent surge in multi-family residential permits, averaging 130 units per year since 2003. Residential and commercial remodel projects make up a major portion of the actual permits issued, averaging over 1,200 permits per year. Total annual building permits issued now tops 2,000 per year with a total annual permit valuation of almost one billion dollars.

Residential development has fueled the development surge since the mid-1970's, and began to slow dramatically in 2008 with the downturn in residential construction. Residential building permits issued since 2000 are as follows:

<u>Year</u>	<u>Single-Family Units</u>	<u>Multi-Family Units</u>
2000	263	204
2001	415	0
2002	296	0
2003	482	296
2004	213	10
2005	388	24
2006	139	12
2007	229	330
2008*	12	62

\*as of 6-30-08

### Housing

The Pittsburg Housing Authority provides rental subsidies to assist low-income families with their rent. This Section 8 program is federally funded and currently provides assistance to 948 families. However, there is a current waiting list of approximately 1,800 people.

The Housing Rehabilitation Loan Program is administered by the Community Access Department and provides low interest loans to City residents of low to moderate income. The maximum loan amount is \$35,000. Funds are used for home repairs such as heating, cooling, roofing, plumbing, and electrical work. Funds are currently available for eligible applicants. This program is funded by Community Development Block Grant (CDBG) funds and program income (repayment of loans).

### Economic Development

The Economic Development Department is actively involved in business attraction and retention activities. Through the Department's GIS-Properties Online service, prospective businesses can research available commercial and retail properties. Currently 51 properties are listed as well as detailed demographic and property information. The Department also works closely with the Pittsburg Redevelopment Agency, Pittsburg Chamber of Commerce, Contra Costa Industrial Association, and the Contra Costa Economic Partnership. The Department is also involved in the City's Enterprise Zone, the Small Business Growth Center, and a Business Incentive Program.

Details are available on the City website under 'Departments - Economic Development.'

### Redevelopment

As the 19<sup>th</sup> largest Redevelopment Agency (RDA) in California, the Pittsburg RDA is a significant participant in City revitalization, capital improvements, affordable housing, City infrastructure, and financial assistance. Current programs include Commercial Rehabilitation Loans, First Time Homebuyer Loans, the Enterprise Zone, and the West Boulevard Housing Rehabilitation Loans. The Agency is currently involved in a number of projects in the 'Old Town' area including the Gateway Mixed Use Building, California Theater Project, Enean Theater Project, Marina Bed and Breakfast Project, Mariner Walk Subdivision, New Marina School Project, and Vidrio Mixed Use Project. Although funding for two housing projects has been delayed, all other projects are moving forward. With an annual budget of \$56.5 million, the RDA is able to participate in a number of development projects and capital improvements simultaneously.

### **Transportation and Road Services**

#### Transportation

The Traffic Division of the Engineering Department is responsible for analyzing traffic impacts from new development and long range transportation planning. The Division also responds to traffic complaints, pursues transportation funding, implements the traffic calming program, manages the Traffic Mitigation Fee program, serves as staff liaison to regional transportation agencies, conducts speed surveys and traffic counts, maintains the City's GIS System, maintains traffic records and a collision data base, and assists in implementing the General Plan Transportation Element.

The Transportation Element characterizes the transportation system with respect to regional modes, the road system, public transportation and alternative modes. Routes of regional significance have been identified including the extension of James Donlon Boulevard, the extension of West Leland Road, and San Marco Boulevard. These routes are coordinated through the TRANSPLAN Committee, which is the Regional Transportation Planning Committee (RTPC) for the East County area.

Public transit is provided by Bay Area Rapid Transit (BART) through the Pittsburg-Bay Point BART Station, and by Tri-Delta Transit, which provides fixed route bus service within the East County area as well as commuter express service to Martinez, Livermore, and Pleasanton.

Historically, State Route 4 (that passes through Pittsburg in an east-west direction) has been heavily congested during the AM and PM peak commuter periods. This places additional pressure on local streets as drivers seek alternative routes to avoid congestion. Traffic on Highway 4 has increased substantially over the past 15 years, primarily due to residential development in Pittsburg, Antioch, Oakley and Brentwood. Until additional travel lanes are added to Highway 4, this congestion will increase. Recent funding from the State Transportation Bond Measure (Proposition 1B) in the

amount of \$85 million should allow construction for the congested segment of Highway 4 from Somersville Road to the new State Route 4-State Route 160 interchange.

The City will also benefit from Proposition 1B funds (approximately \$2 million). These funds will be combined with the existing Regional Traffic Mitigation Fee (TRANSPLAN) and the City's Traffic Mitigation Fee (in place since 1997). These funds are expected to allow construction of James Donlon Boulevard (formerly the Buchanan Road Bypass) between Kirker Pass Road and Somersville Road) and the extension of San Marco Boulevard (between Highway 4/West Leland Road and Bailey Road). The current General Plan does not contemplate connecting James Donlon to San Marco across the lower hills.

### Road Services

The Utilities and Facilities Division of the Department of Public Works is responsible for street maintenance, storm drainage, street signs and pavement marking/stripping, traffic signals, and street sweeping. Street lights are maintained partly by PG&E and partly by City Public Works staff, all of which are funded by the City. The Division maintains 148 miles of streets, and oversees repair and maintenance of 3,800 street lights (of which 1,170 are owned by the City) and 55 traffic signals. Priorities for street maintenance are established with the computer-based 'Paver' Pavement Management System (PMS) of the Metropolitan Transportation Commission (MTC). Maintenance falls into several categories including pothole patching (cold mix), crack filling, permanent patch paving (hot mix), surface sealing, rehabilitation, and reconstruction. Funding for street maintenance comes from the General Fund, Gas Tax Fund, Measure C Tax Fund, Citywide Landscape and Lighting Assessment District Fund, NPDES-Stormwater Fund, and the Traffic Mitigation Fund.

Street sweeping is actually the responsibility of the Delta Diablo Sanitation District (DDSD), which contracts with City Public Works to perform the sweeping. The City is divided into eight sub-areas, with residential sweeping twice monthly and commercial and industrial areas weekly. Funds for this service are collected by DDSD from the ratepayers as an assessment on property tax bills.

### **Water and Sewer Services**

#### Water

Pittsburg's water system is maintained and operated by the City Public Works Department. The raw water supply is provided by Contra Costa Water District via the Contra Costa Canal, and is supplemented by two municipal wells. Water treatment is provided by the City Water Treatment Plant adjacent to the canal. From the water treatment plant, water is distributed throughout the City and to three customers outside the City Limits. The City provides water service to approximately 16,300 accounts.

A detailed review of Pittsburg's water system, including capacities and demands, was prepared as part of LAFCO's *Municipal Service Review/Sphere of Influence Updates: Water/Wastewater – East County* (October 2007). The study is available at the LAFCO office or website: [www.contracostalafco.org](http://www.contracostalafco.org)

Current water demand is approximately 10.3 million gallons per day (mgd), based on a water usage of 180 gallons per capita per day.

The current Water System operating budget is \$12.8 million, which is generated by the Water Enterprise Fund, with a projected revenue of \$ 14.5 million. The current annual cost per capita for water services is \$203 per year.

#### General Plan Performance Standards: Water

- Ensure that adequate water supply, quality, and distribution infrastructure will be available to serve all proposed development projects.
- Provide an average of 180 gallons per capita per day of treated water per resident.
- For fire flow demands, maintain water pressure at 20 pounds per square inch.

#### Sewer

The City of Pittsburg operates a wastewater collection system only. Treatment and disposal are provided by the Delta Diablo Sanitation District (DDSD). The City currently serves approximately 15,900 connections through 126 miles of sewer mains.

A detailed review of Pittsburg's sewer collection system and the Delta Diablo Sanitation District's wastewater treatment and disposal system was prepared as part of LAFCO's *Municipal Service Review/Sphere of Influence Updates: Water/Wastewater – East County* (October 2007). The study is available at the LAFCO office or website: [www.contracostalafco.org](http://www.contracostalafco.org)

The current Wastewater Collection System operating budget is \$2.5 million, which is generated by the Wastewater Enterprise Fund, with a projected revenue of \$ 3.7 million. The current annual cost per capita for Wastewater Collection is \$40 per year.

#### General Plan Performance Standards: Sewer

- Ensure that adequate sewage collection, transfer, and treatment facilities will be available to serve all proposed development projects.
- Design and construct sewer mains to act at 60% capacity, and trunklines at 100% capacity.

## **Parks, Recreation, Library and Cultural Services**

### Parks

The Parks and Landscape Division of the Department of Public Works is responsible for maintenance of all City parks, 10 miles of landscaped street medians and public planter beds, five miles of public trails, 30,000 street trees, and curb, gutter and sidewalk repair damaged by city trees. The Landscape Division also maintains the Community swimming pool and handles the City Graffiti Abatement program. Parks maintenance as well as new improvements is provided to 26 City parks ranging from half-acre mini-parks to the 190-acre Stoneman Park. These parks comprise approximately 340 acres. Proposed parks as indicated in the General Plan will add six more parks with a total of 65 acres. The primary source of funding for park maintenance comes from the Citywide Landscaping and Lighting Assessment District. Rates were recently raised following a successful election from \$77 per year to \$102 for a single-family residence. Park maintenance is also provided by developer fees, the Redevelopment Agency, and the General Fund.

### General Plan Performance Standards: Parks

- Provide a ratio of five acres of community and neighborhood parkland per 1,000 residents. Ensure that residential developers dedicate parkland in accordance with this standard.
- Pursue the development of park and recreation facilities within reasonable walking distance of all residents.
- Ensure that all new park sites consist of level, usable recreation space by requiring a minimum of 80% of the park site to have slopes of less than 3%.
- Limit minimum park acreage dedications in new residential neighborhoods to generally no less than two acres.

### Recreation and Cultural Services

The City Recreation Department operates a comprehensive recreation and leisure time program including aquatics, sports, leisure time activities, community events, Small World Park, Senior Center, youth activities, and excursions. The Department also sponsors cultural events, festivals, concerts and art shows centered in Old Town. In the 2005-06 Fiscal Year (latest information available), there were 517 participants in recreation classes, 8,737 participants in the swim program, and 320 participants in the softball program. Small World Park generated 18,600 in gate attendance, while the Senior Center Nutrition Program and exercise class generated 21,423 participants. Recreation programs are funded by the General Fund (\$2.05 million) and participation fees (\$530,600).

### Library

The Pittsburg Branch Library (Vincent A. Davi Memorial Library) is located at 80 Power Avenue adjacent to the City Civic Center. The Pittsburg Branch is part of the County Library System and is located in an approximate 10,000 square foot building that opened in 1966. The City owns the library building and the library is operated by the

Contra Costa County Library. With supplemental funding from the City (\$88,000 per year), the library is open 6-days a week from six to 10 hours per day. Existing facilities are undersized and over used. A new 15,000 square foot library has been proposed as part of the mid-rise office building to be located adjacent to the Civic Center.

### **Solid Waste Collection and Disposal Services**

Solid waste collection (garbage service) is provided under a City franchise by Pittsburg Disposal Service (a private company), 180 E. Leland Road, Pittsburg. Residential rates are \$22.75 per month for curbside pickup with owner's garbage can, and \$25.75 per month for the Disposal Company 96-gallon 'toter.' Residential and commercial solid waste is presently transported to the Portrero Hills Landfill located east of Suisun for disposal.

Non-recyclable industrial waste is disposed at the Keller Canyon Landfill adjacent to the City. Pittsburg Disposal also operates a Recycling Center and Transfer Station at 1300 Loveridge Road. This facility is currently being expanded, and will result in a full-scale state-of-the-art Materials Recovery Facility (MRF) capable of recovering all types of materials. The current (2006 report year) diversion rate (percent of solid waste diverted from landfill disposal) for the City of Pittsburg is 41%. Implementing the MRF should increase the City's diversion rate beyond to required 50% amount.

The Environmental Affairs Division of the Public Works Department is significantly involved in recycling. The Division, in conjunction with Pittsburg Disposal Service, coordinates a Curbside Recycling Program and a Green Waste Program. The Disposal Company provides two crates, one for newspaper and cardboard, the other for cans and bottles. The homeowner provides 32-gallon containers or bags green waste for pick-up every other week.

Recycling Drop-off and Buy-Back Centers include 20-20 Recycling at 3033 Harbor Street, and Christensen's at 1501 Loveridge Road. The Delta Diablo Sanitation District operates a Household Hazardous Waste collection facility at 2500 Pittsburg-Antioch Highway. This facility will also accept electronic waste.

### SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Pittsburg Sphere of Influence, and based on the above-contained information, the following written Determinations are intended to fulfill the requirements of Government Code Section 56430(a).

### **General Statements**

- A. The City has been proactive in addressing community needs, public services, and necessary infrastructure improvements.

*"To provide responsive and high quality public services in partnership with our citizens celebrating our community's rich history, cultural diversity, and pride in its prosperous future."*

## Fiscal Year 2007-08 Priority Work Plan - Overall Goal/Mission Statement

- B. Determinations relating to Pittsburg as adopted by the Commission in December 2007 as part of the East County Water and Wastewater Services Municipal Service Review remain valid and appropriate.

### **Infrastructure Needs and Deficiencies**

1. Existing Infrastructure – City streets, water treatment plant, sewage collection system, storm drainage system, parks, and government buildings meet acceptable standards for functionality and usability. Annual monitoring of existing infrastructure is accomplished through annual review and updating of the Capital Improvement Program (CIP), and by annual maintenance program planning.
2. Planned Infrastructure – The City maintains a comprehensive Capital Improvement Program projects list, updated annually to reflect planned infrastructure and facilities improvements for a five year period.
3. The CIP currently lists 107 projects estimated to cost over \$200 million (in 2007 dollars) for which funding sources have not been identified. Many of these projects are street and utility projects. Opportunities to pursue grant funding and/or Redevelopment Agency participation may be warranted in order to reduce the number of unfunded projects.
4. The Public Works Department Corporation Yard is located near Old Town in what can be characterized as a functional but antiquated facility. A proposal to secure an adjacent parcel to expand the Corporation Yard is on the Unfunded CIP list. Another alternative would be to seek adequate acreage and/or facilities away from the Old Town area and more appropriately located for logistics and access. Perhaps utilizing a vacant industrial building and yard would be possible.
5. The Utilities and Facilities Division of the Department of Public Works is responsible for repair and prioritizing replacement of all water and sewer lines. The Division has developed an effective system to video existing sewer lines and determine those most in need of replacement on a priority basis. Several million dollars each year are utilized for this work.
6. James Donlon Boulevard is proposed as an east-west Major Collector Street along the lower hillside area. However, there is no planned connection along this route between Kirker Pass Road and the easterly segment of San Marco Boulevard at Bailey Road.
7. West Leland Road between San Marco Boulevard and Willow Pass Road is planned for expansion to four lanes, and Range Road will be connected in a north-south direction across State Route 4.



8. If designated planned park sites are improved and become part of the City park system, the General Plan Performance Standard of five acres per 1,000 residents will be met. New residential development is required to meet this standard.
9. Completion of the Mount Diablo/Pittsburg Disposal Company Materials Recovery Facility (MRF) will insure City compliance with the 50% waste stream reduction mandated by the State.

### **Growth and Population Projections for the Affected Area**

10. Pittsburg's growth is consistent with the other cities within the East County area, and reflects the reality that much of the growth in Contra Costa County is slated for this area. However, with the recent slow-down in residential development, and an emphasis on commercial and industrial growth, the City will likely experience slower population growth than the cities of Antioch, Brentwood and Oakley.
11. The City's growth is constrained on all four sides: on the north by the Sacramento River; and the east by the City of Antioch; on the south by the foothills of the Diablo Range and the City of Concord; and on the west by the unincorporated community of Bay Point. In a sense, these constraints require the City to emphasize compact development; that is, there are only so many places for the City to grow.
12. In the past, Bay Point has entertained the idea of incorporation. The current approach is to consider annexation to Pittsburg. As with any 'inhabited' annexation (in this case 21,000 residents) there are complex governance, service, and planning issues to be resolved.
13. For new residential development, the City has placed a new emphasis on 'higher-end, larger lot' residential subdivisions. These are planned for the hillside areas where more complex development issues are present including viewsheds, ridgeline preservation, extensive grading, erosion and sedimentation, higher infrastructure costs, and low density and intensity of development.
14. Existing residential vacant land within the City Limits is minimal, and most areas have ongoing or proposed subdivisions. There is however, sufficient residentially designated land within the General Plan Planning Area to accommodate residential growth at the projected 1.1% annual growth rate to the end of the planning period in 2020 and beyond. In addition, sufficient commercial and industrial land is available to accommodate projected commercial and industrial development until the end of the planning period in 2020.

### **Financing Constraints and Opportunities**

15. The two-year budget process allows the City Council and management more flexibility than an annual budget. It also allows for more substantive periodic

review and opportunities to make adjustments based on changes in revenues and expenditures.

16. For the past 15 years, the City has relied on new residential construction to expand its tax base (increased property tax increment). This may be a contributing factor in the General Fund revenue shortfall being experienced in the current Fiscal Year. With the slowdown in residential construction, the City is placing an increased emphasis on retail development and job generation. Current priority areas for the City Council are Fiscal Sustainability (No. 2) and Economic Development Opportunities (No. 5). (FY 2007-08 Work Plan – Current Priority Areas) The City is anticipating that these new priorities will pay future dividends for the City, and will allow General Fund revenues to exceed expenditures. In conjunction with the new emphasis on economic development, opportunities to improve the jobs-housing balance also need to be explored.
17. The current budget dedicates one half of General Fund revenues to Police Services. This emphasis is reflected in the City Council's No. 1 priority: Health and Safety. Statistics also suggest a trend toward less crime, which is also reflection on the effectiveness of the Police Department and its Community-Oriented Policing program. Applying significant revenues to one function can cause disproportionate funding for other services, although none were specifically identified in this study.
18. Even with the substantial General Fund resources dedicated to Police Services, the City does not meet its General Plan Performance Standard of 1.8 sworn police officers per 1,000 residents. Experience indicates that this ratio may be unnecessarily high, given the comparable ratios in the surrounding cities and the crime rate reduction being experienced by the City with the current 1.2 ratio.
19. Fire protection provided by the Contra Costa County Fire Protection District is serving the City well. With the relocation of Stations No. 84 and 85, the City will have full coverage per the General Plan Performance Standard. The City also receives the services of a fire agency with a Class 3 ISO rating at a per capita cost of \$170.

### **Cost Avoidance Opportunities**

20. The City, in partnership with Delta Diablo Sanitation District (DDSD) has begun to utilize treated effluent (recycled water treated to Title 22 Standards) for irrigation purposes. Recycled water lines ('purple pipes') have been installed to serve Central Park, Linear Park, and Marina Vista Park. If the Delta View Golf Course is added to the system, up to 1 million gallons per day could be used to irrigate the golf course during the summer, thereby saving an equivalent amount of potable water.

## Opportunities for Rate Restructuring

21. A 'Master Fee Schedule' for all City-related charges and fees was adopted in December 2004. The fee schedule needs to be revisited at regular intervals to insure that costs for services are being adequately recovered.
22. Currently all water service connections in the City are metered except for City facilities themselves. Metering City buildings, parks, sports fields, and other City facilities will provide cost and usage information, as well as assist in water consumption reductions. (See also Cost Avoidance Opportunities No. 19, above.)

## Opportunities for Shared Facilities

23. The Traffic Division of the Engineering Department maintains the City Geographic Information System (GIS) including parcel map, zoning map, and infrastructure (water, sewer, storm drainage). GIS layers also show housing rehabilitation loans, code enforcement activities, and Section 8 Housing. It is appropriate that this information be shared with other City Departments and the public, most likely through the City website.
24. The proposed Mid-Rise Office Building project adjacent to the Civic Center offers at least two opportunities for shared facilities: a new Pittsburg Branch Library relocated from an adjacent building on Power Avenue; and the Pittsburg Unified School District Administrative Offices re-located from an adjacent building on Railroad Avenue.

## Government Structure Options

25. There are limited opportunities for changes to the existing government structure. There are currently three out-of-agency sewer service connections, and these will be eliminated when the affected parcels are annexed to the City. The City is receiving efficient and capable services from the Contra Costa County Fire Protection District, the Delta Diablo Sanitation District, and the Pittsburg Disposal Service. There are no unincorporated 'islands' within the City.
26. The East County Water/Wastewater MSR/SOI Update identified the following government structure option for the City of Pittsburg:

**Consolidate sewer service with DDSD:** The City provides wastewater collection services, while DDSD provides conveyance, treatment and disposal services to the City. The advantages of this option are potential economies of scale and other efficiencies that might be available due to the single-purpose focus of DDSD. Disadvantages include a potential increase in administrative costs, political opposition, and loss of local control for the services and infrastructure management within the city. In addition, City staff is shared across public works programs, an efficiency that would be impacted if the City no longer provided wastewater services. Further study would be needed to determine the merits of

this option and benefit/costs which would affect ratepayers for both the City of Pittsburg and DDSD.

### **Evaluation of Management Efficiencies**

27. Based on interviews with City staff and a review of relevant budget, program, and project documents, the following programs have been identified as exceptionally efficient or effective: economic development, recreation programs, graffiti removal, Old Town revitalization, the Finance Department, building permit plan check, and the Pittsburg Power Company.
28. Within the Public Works Department, the Facilities and Utilities Division is responsible for six separate functions: fleet maintenance; sewer maintenance; storm drainage maintenance; streets; street lights; and water distribution. Upon the retirement of the incumbent Superintendent, it may be beneficial to consider reorganizing the Division into at least two new Divisions: 1) Utilities; and 2) Streets and Facilities.
29. The City has Public Works stand-by staff to cover all 'after hours' unscheduled maintenance needs. These calls include: water distribution; wastewater collection system; buildings; landscape; and streets. The staff consists of one supervisor and two maintenance workers.

### **Local Accountability and Governance**

30. The City provides and maintains an extensive website. This website provides a wealth of information and is fairly easy to navigate. As in most public agencies, information can become outdated and needs to be monitored by the City Webmaster. New features such as 'City E-news' and 'City Council electronic agenda packets' should prove helpful in making 'City business' more accountable. Electronic agenda packets should also be provided for the four City advisory commissions.

### **SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update the sphere of influence (SOI) for each of the special districts and cities within the county.

Given the considerations addressed in the Municipal Service Review, three options are identified for the City of Pittsburg SOI:

- **Retain the Existing SOI**

If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained. This option would enable the City to continue to include the areas within its SOI in its long-term planning.

- **Reduce the SOI**

If LAFCO determines that an area or community should be served by an agency other than the City of Pittsburg, or if the City has no plans to annex the area or community within the foreseeable future (10-20 years), then reducing the City's SOI would be appropriate. Examples of areas which could be removed from the City's existing SOI include open water areas of the Sacramento River; areas located on the periphery designated as permanent open space; and the Concord Naval Weapons Station blast easement area (depending on the Base Reuse Plan). Removal of these areas would not impact current service, but may affect capital and long-term planning for these areas.

- **Expand the SOI to Coincide with the City's Urban Limit Line (Measure P)**

If LAFCO determines that the City has the capacity to extend municipal services to these areas in a timely manner, and that such an expansion is supported by this MSR; and further, determines that it would benefit the region, then adjusting the City's SOI to coincide with the City's Urban Limit Line would be appropriate. (Refer to Exhibit C)

## **Recommendations**

It is recommended that the existing Sphere of Influence for the City of Pittsburg be retained. The City is providing adequate services within the City boundaries given the current and planned land uses, and has the ability to expand these services to accommodate new development within the established SOI. A number of large residential, commercial, and industrial projects are currently underway within the City. In addition, three annexation/reorganization proposals have just been completed by LAFCO.

An expansion of the City's SOI cannot be supported by the MSR at this time, as explained below.

The intent of an SOI is to identify the most appropriate areas for an agency's extension of services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to SOIs, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated. Accordingly, territory included in an agency's sphere is an indication that the probable need for service has been established, and that the subject agency has been determined by LAFCO to be the most logical service provider for the area.

In determining the SOI for an agency, LAFCO must consider and prepare written determinations with respect to four factors (Government Code §56425(e)). These factors relate to the present and planned land uses including agricultural and open-space lands, the present and probable need for public facilities and services, the present capacity of public facilities and adequacy of public services, and the existence of any social or economic communities of interest in the area.

Further, Contra Costa LAFCO policies relating to SOIs specify that future requests for SOI amendments should address all relevant factors of Government Code §56668. Such requests should also specify how the policies of the CKH Act will be fostered with respect to the 1) orderly formation of local agencies (§56001) and 2) preservation of open space (§56059) and prime agricultural land (§56064), both within the existing boundaries of the agency and the proposed SOI of the agency (§56377).

LAFCO will need to rely on the appropriate CEQA documents to provide the necessary analysis to support and enable LAFCO to make such determinations relating to land uses and services per the Government Code.

These factors will need to be substantively addressed in a CEQA document, as a prerequisite for an SOI expansion.

The voter approved urban limit line did not undergo an environmental review process. There is currently no environmental documentation available, either for the establishment of the ULL, or for future development within the area that evaluates the impacts of expanding municipal services to the area.

**Table 1 - City of Pittsburg**

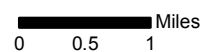
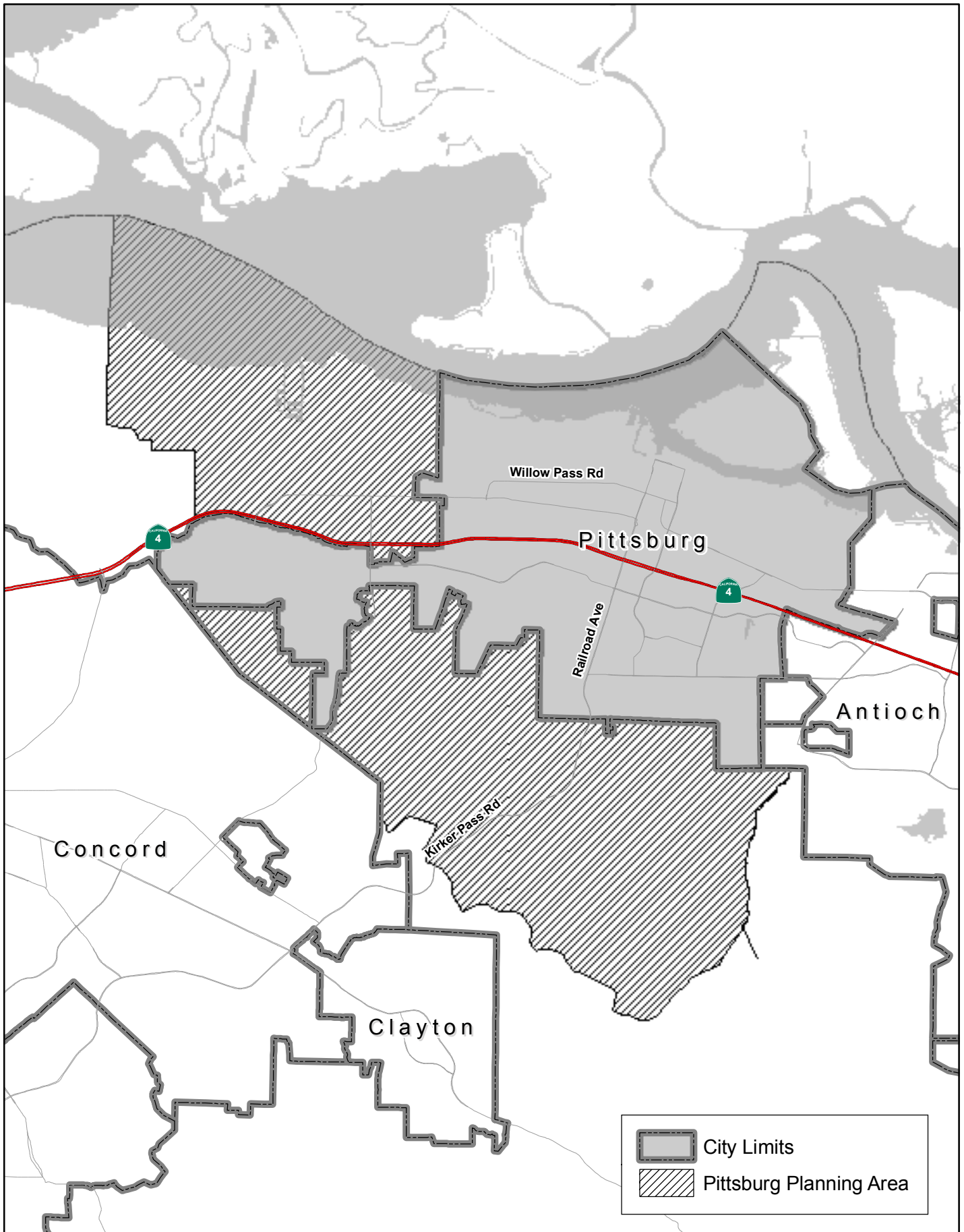
**SOI Issue Analysis**

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides a full range of municipal services including police, water treatment, wastewater collection, stormwater, parks, recreation (including marina and golf course), streets, landscape and related maintenance services directly, and provides wastewater treatment and disposal, solid waste collection, street sweeping, and library services through arrangements with other public and private entities.
Present and planned land uses in the area	The City primarily consists of urban development, including residential, commercial and industrial and some open space lands. The City has an active Redevelopment Agency, with a number of large projects in progress. Development areas are further defined by Measure P, which establishes an Urban Limit Line for the City.
Potential effects on agricultural and open space lands	Most open space within the City is located along the riverfront and in the southern hills. Only 8% of total land area in the City Limits is open space. There are some prime agricultural lands or lands under Williamson Act contract in the Planning Area.
Projected growth in the City	The population in the City is expected to continue to grow, with an estimated annual growth rate of 1.1%. There will continue to be a need for City services. In addition, there are discussions underway regarding the potential annexation of the Bay Point community to the City of Pittsburg.
Present and probable need for public facilities and services in the area	<p>Although a majority of the land within the ULL is already developed, there will be a need for extension of public facilities and the provision of additional public services to new development areas. The City has developed infrastructure master plans to insure the proper size, location, and timing of infrastructure improvements. The City also charges participation fees and other mitigation fee programs and exactions to insure that adequate public services are available to new development.</p> <p>Likewise, areas within the City already receiving services are monitored for proper operation, replacement and rehabilitation, or reconstruction.</p>
Opportunity for infill development rather than SOI expansion	Within the existing City limits, there are 1,820 acres of vacant land, of which approximately 40% is zoned for development (residential, commercial, industrial). In addition, the City has an additional 14 square miles outside the City Limits and within its existing SOI.

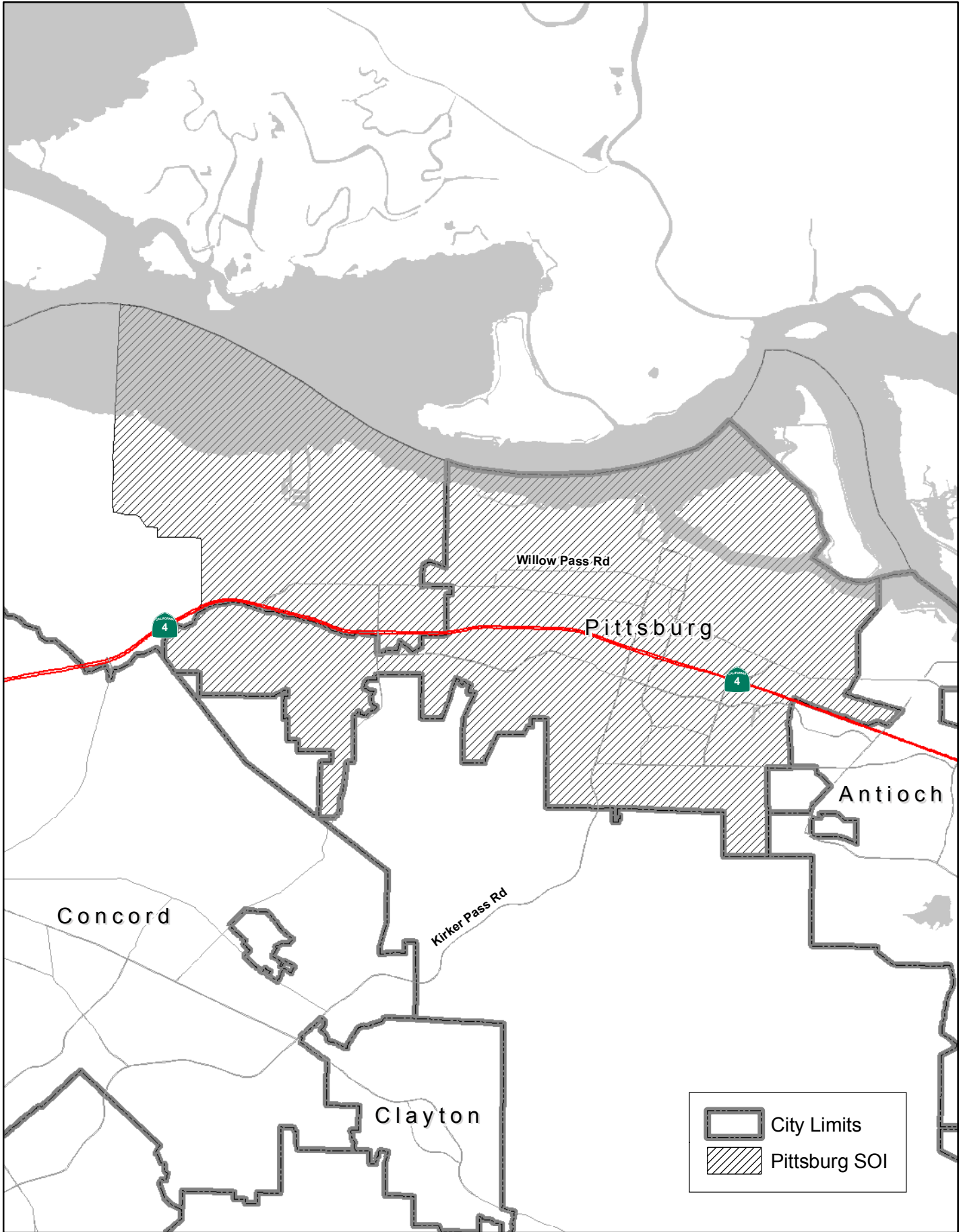
<p>Service capacity and adequacy</p>	<p>The present capacity of public facilities, including streets, water, sewer, storm drainage, and parks is regularly monitored. There are no deficiencies in the City’s public facilities.</p> <p>Public services including police protection, fire protection, and emergency medical services are provided by those agencies that are trained, equipped and readily available to perform their duties.</p> <p>Deficiencies have been identified in police protection (ratio of sworn officers per 1,000 population) and park development (5 acres of developed parks per 1,000 population).</p>
<p>The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.</p>	<p>The City incorporated in 1903 and has continued to grow. The City’s current SOI includes the community of Bay Point, which is considered to be a community of interest with respect to its relationship to the City of Pittsburg. However, in order for the Bay Point community to annex to the City, a citywide vote would be required to amend the City’s Urban Limit Line, and the annexation of Bay Point may require an election.</p>
<p>Effects on other agencies</p>	<p>Maintaining the existing SOI would have no effects on other agencies.</p>
<p>Potential for consolidations or other reorganizations when boundaries divide communities</p>	<p>The City’s boundaries do not divide communities. Consolidation with DDSD would require further study.</p>
<p>Location of facilities, infrastructure and natural features</p>	<p>City facilities are primarily located in the vicinity of Railroad Avenue, stretching from the north near Old Town to south of Highway 4. The City is bounded on the north by the Sacramento River, on the east by the City of Antioch, on the south by the foothills of the Diablo Range and the City of Concord, and on the west by the unincorporated community of Bay Point.</p>
<p>Willingness to serve</p>	<p>The City wishes to continue to provide services within its boundary and SOI.</p>
<p>Potential environmental Impacts</p>	<p>None. No change to the SOI or service area is proposed.</p>



# Exhibit A: City of Pittsburg and Planning Area



# Exhibit B: Current City of Pittsburg Sphere of Influence



Map created 8/4/2008  
by Contra Costa County Conservation and Development Department,  
Community Development Division-GIS Group  
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095  
37:59:48.459N 122:06:35.384W

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.



0 0.5 1 Miles



# Exhibit C: City of Pittsburg and Voter Approved ULL

