

3.0 CITY OF GILROY

The services that are provided by the City and evaluated within this service review include:

- Wastewater
- Solid Waste
- Parks and Recreation
- Storm Water Drainage
- Law Enforcement
- Library

3.1 LOCATION, ADMINISTRATION, AND OPERATIONS

The City of Gilroy is located approximately 20 miles south of the City of San Jose and 10 miles south of Morgan Hill. The City is bisected by State Highway 101 in a north-south direction and by State Highway 152 in an east-west direction. The City limits encompass approximately 14,610 acres. The City's location and planning boundaries are shown in Figure 3.1.

The City of Gilroy was incorporated in 1870 and operates under a Council-Administrator form of government. The City Council consists of six members and a mayor who are elected to four-year terms. The City Council meets in the Council Chambers on the first and third Monday of each month at 7:00 p.m. The public is encouraged to participate in City Council meetings and other City activities. Meeting agendas are posted pursuant to the Brown Act at City Hall and on the City's website. Both City Council and Planning Commissions meetings are also shown live (and replayed) on cable Channel 17. A video of the meetings can also be downloaded and viewed from the City's website. In addition, the City has Info Express, which is a dial-in service that provides callers with prerecorded information regarding various city questions or issues of concern.

The City prepares an annual financial budget, a Capital Improvement Budget (CIB), and a five-year financial plan. Before adopting these documents, the Council holds a noticed public hearing for discussion and comment. The City's 2005–2006 through 2009–2010 Financial Plan states that since 2003, the City has been dealing with fiscal problems, which have generally resulted from a slower economy in the area, State budgeting issues, and increasing employee benefit costs. The City's costs for retirement and medical insurance have increased two and one-half times within three years. Due to this, the City has reduced expenses by \$16.4 million since FY 2003–2004 and has projected no new employees over the next five years. This will result in an overall reduction of services. The City has utilized the following objectives to financially plan for the future.

- Attempt to maintain “core” services and their corresponding standards as much as possible
- Reduce/eliminate those services that can be easily reinstated first
- Reductions of full-time employees should be accomplished through planned attrition and retirements
- Make every attempt to maintain full-time staffing levels at 2002–2003 levels for the 2005-2006 fiscal year
- Use the City Council priority list of services as a guide in service reductions

The Financial Plan also states that the City will go through an “incremental degradation” of its services. The City is expected to continue to grow at the same rate as in recent years and not having any new police, fire, and park workers would eventually lower service provision. To provide funding for infrastructure and facilities related to new development within the City, development impact fees are assessed. The impact fees include water, sewer, public facilities, library, traffic, police, fire, recreation, drainage, and parks. The City has also adopted resolutions providing for annual adjustments in the impact fees based upon the increase in construction costs.

Due to the City’s existing financial issues, the 2005 capital improvement budget is focused on competing projects that began six years ago such as construction of a police station, Santa Teresa Expressway widening, Gilroy Sports Complex, and three neighborhood parks. The funding for these projects is from enterprise funds and impact fee funds.

The City has adopted purchasing policies and procedures, which control costs by outlining approved purchases, dollar thresholds, and specific procedures for all needed products and services. The City’s Municipal Code establishes a decentralized purchasing system to be utilized Citywide. This means that for most purchases, the department with the request would solicit quotations and place orders directly with suppliers. However, the policy details the methods that should be used for each type of purchase. The City uses a Purchasing Card Program for low-dollar items. The Program is intended to ensure that allowable goods/services acquired are accomplished in accordance with the Purchasing Program and to ensure that the appropriate internal controls are implemented. The overall objective of the Purchasing Card Program is to ensure that the City operates efficiently and effectively and provides accountability.

The City has also adopted an Investment Policy with the three basic objectives of safety, liquidity, and maximum yield. The policy identifies policies, types of investments, and the manner in which the City will invest idle funds. In addition, the policy details the Investment Committee’s responsibilities and the contents of the City Treasurer’s quarterly investment report.

The City has cooperative agreements with other agencies in the County, which provide for service provision in a cost-effective manner. This includes the agreement between the Cities of Gilroy and Morgan Hill to jointly own and operate the wastewater treatment facility in Gilroy. This agreement provides cost savings for both cities in that they share the financial responsibility for one facility versus having one facility for each City.

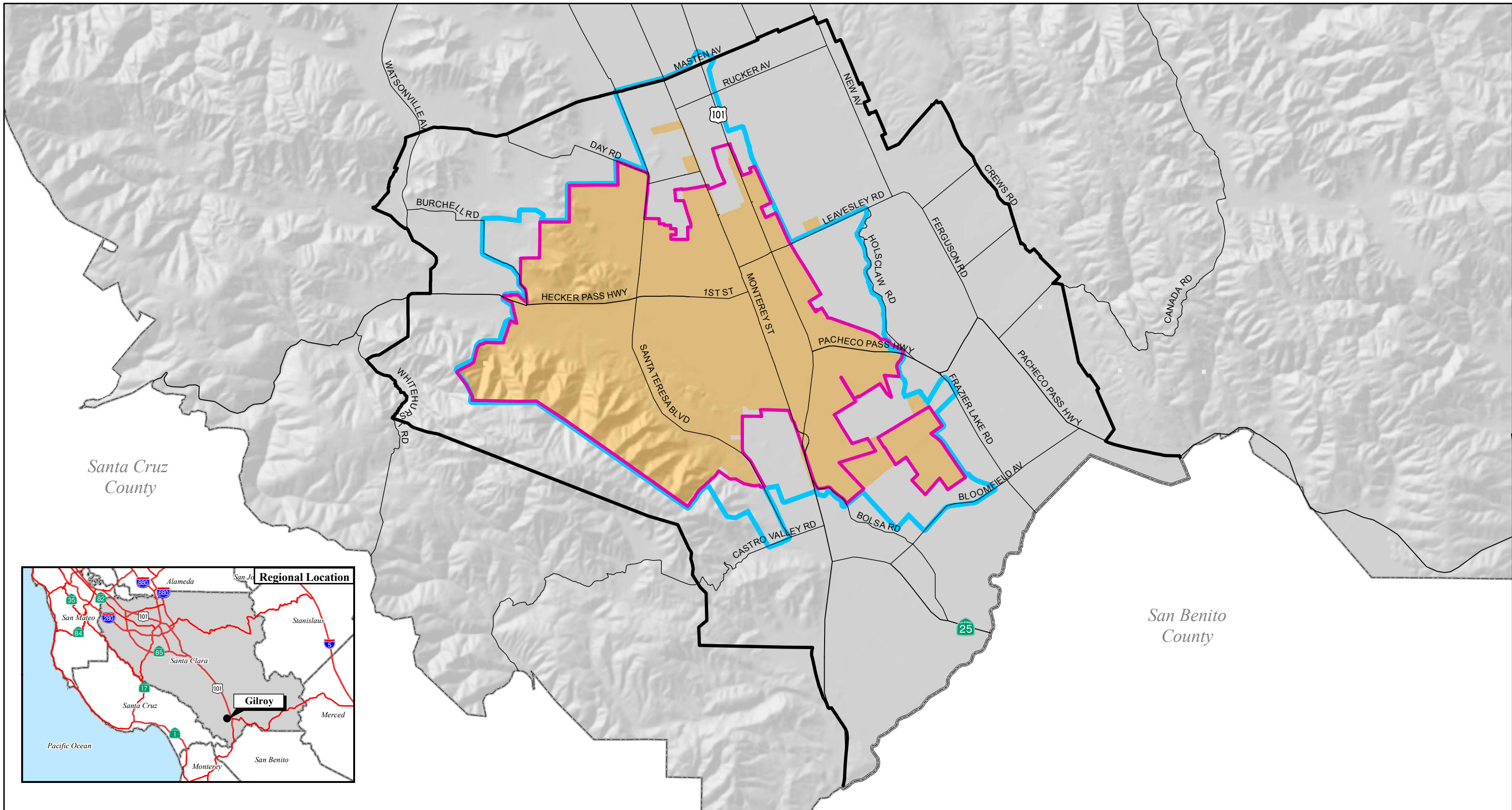
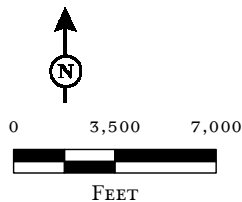


FIGURE 3.1

LSA



Legend

- County Boundary
- City of Gilroy
- City of Gilroy Sphere of Influence
- Gilroy 20-Year Planning Boundary
- Gilroy Urban Service Area
- Unincorporated Areas

SOURCE: Santa Clara County
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3.2 CITY PLANNING BOUNDARIES AND GROWTH

3.2.1 Planning Boundaries

The City of Gilroy first adopted a 20-year Planning Boundary in the early 1980s. In the fall of 1996, after a three-year process, the “Strategies to Balance Planned Growth and Agricultural Viability” was adopted by the City of Gilroy, County of Santa Clara, and LAFCO. This inter-jurisdictional agreement is unique in that the three agencies were able to develop important agricultural strategies that are supportable by each agency, as well as by the Santa Clara County Farm Bureau and Greenbelt Alliance.

Intending to strike a balance between accommodating growth and preserving agricultural lands, the “Strategies to Balance Planned Growth and Agricultural Viability” document recommended that the City of Gilroy re-affirm its 20-Year Planning Boundary to serve as the long term urban growth boundary east of U.S. 101 and that LAFCO in turn re-examine its policies regarding USA expansions east of U.S. 101 within the 20-Year Planning Boundary.

The City of Gilroy amended its General Plan on February 18, 1997 to adopt specific policies to implement the “Strategies to Balance Planned Growth and Agricultural Viability” action recommendations and on February 12, 1997 LAFCO adopted a set of policies relating specifically to the Gilroy Agricultural Lands Area in accordance with the agreement. These policies were adopted by LAFCO at a public hearing after soliciting comments from the City of Gilroy, the County, the Farm Bureau and Greenbelt Alliance.

These policies acknowledge that lands within the 20-Year Planning Boundary are less likely to remain in long-term agricultural uses and that a stable 20-Year Planning Boundary may be considered an effective protection/mitigation for loss of agricultural lands within the boundary. These policies also state that LAFCO supports the City’s 20-Year Planning Boundary as it existed in 1996 and that any revision to the boundary is required to be endorsed by LAFCO before LAFCO can approve any USA expansions in the area. The policies then go on to establish criteria for LAFCO endorsement of a revised boundary.

During the City’s 2002 General Plan update, the City expanded the 20-Year Planning Boundary in several areas. The expansion included small areas along the southern and eastern boundaries of the planning area; the area north of Day Road and Buena Vista Road; and, most notably, the area east of the Outlets (located at the city limit and Leavesley Road) south of Leavesley Road, north of Ronan Channel, and west of Llagas Creek, which is within the Agricultural Lands Area and beyond the 20-Year Planning Boundary that was deemed six years previously to be the long-term urban growth boundary in that area of the City.

Urban Pockets

As discussed in Section 1.2.5, the County and LAFCO have adopted policies, which state that urban islands and pockets should be annexed. LAFCO identified eight unincorporated areas that are less than 150 acres within the City of Gilroy’s USA. LAFCO has provided maps of the islands to the City and are also available on the LAFCO website. Three of the eight islands have recently been annexed and two other areas are expected to be annexed soon. The City does not anticipate initiating any additional annexations for the remaining pocket areas.

3.2.2 City Growth

The City has adopted a Residential Development Ordinance (RDO), which limits the number of residential units that can be built in the City each year and provides a process to evaluate which proposed residential projects best meet the City’s overall needs. The RDO goal for the 1994–2003 period was 4,000 new units. The goal for the 2004–2013 period is 3,450 new units or approximately 345 units per year. The City periodically holds a competition for development projects (typically every two to three years) when allocations are available. The RDO has a rating scale that is used to evaluate and rank competing projects each year. Projects that best meet the City’s overall goals, as established in the General Plan, receive the highest ranking and are thus more likely to be approved. (The City Council, however, is not obligated to approve projects based solely on the point totals.) The rating scale can be used as an incentive for developers to incorporate trails, parks, or other amenities into their projects, consistent with the City General Plan or Master Plans.

The population projections for the City of Gilroy that are listed in Table 3.A are provided in the City’s 2004 Police Department Master Plan. The Master Plan states that these projections are based on the “Adjusted General Plan Land Use Buildout Projections” adopted by the City, the City’s review of every type of residential parcel in the General Plan, market considerations, anticipated timing of residential permits, and the City approved RDO.

Table 3.A: City of Gilroy Population Projections Based Upon the RDO

Year	Population
2010	56,407
2015	60,820
2020	65,082
2025	69,344
2030	73,606
2035	77,869
2040	82,136

Source: Gilroy Police Department Master Plan Update and Nexus Report, August 2004.

The City’s 2002 General Plan states that the population growth projection from ABAG (a population of 56,800 for 2025) was lower than what would result if the current RDO allocation were granted and built each year for the next 20 years. Further, the General Plan states that in essence, the regional forecast indicates that demand will slow over the 20-year period to a rate that’s actually lower than that allowed by the RDO. These General Plan statements are consistent with the growth projections included in the Gilroy Police Master Plan, as provided in Table 3.A.

3.2.3 Availability of Vacant Land

The City's 2002 General Plan notes that the City has ample available land to accommodate growth within the 20-Year Planning Area. The General Plan states that more than 3,000 acres of land are either vacant or in non-permanent agricultural use (more acreage than currently occupied by all of the City's existing residential, commercial, and industrial development). However, in January 2005 the City completed a Vacant Residential Land Survey that indicates an approximately 11 year supply of vacant residential land exists. Table 3.A1 shows the City's vacant acreage within all land use categories within the 20-Year Planning Area as detailed in the 2002 General Plan and Table 3.A2 provides the vacant residential land within the Urban Service Area as detailed in the 2005 Vacant Residential Land Survey.

Table 3.A1: Acreage of Vacant Land within the Gilroy 20-Year Planning Area

Land Use Designation	Total Acres	Undeveloped Acres ¹
Residential	6,053	1,551
Rural	350	120
Hillside	1,460	305
Low	2,240	135
Medium	285	60
High	95	25
Neighborhood District	1,623	1,210
Commercial	1,559	458
General Services	1,116	433
Professional Office	15	2.6
Visitor Serving	243	87.5
Downtown	160	7.6
Neighborhood	25	25
Industrial	2,006	1,492
Campus Industrial	497	495
Industrial Park	364	207
General Industrial	1,145	790
Total	9,618	3,501

¹ Gilroy defines undeveloped acres as those currently vacant or in agricultural use. Does not include underutilized parcels

Source: General Plan EIR Addendum, May 30, 2002.

Table 3.A2: Acreage of Vacant Residential Land within the Gilroy Urban Service Area

General Plan Designation	Net Acres Vacant	Average Net Density	Probable Units	Build Out Rate	Supply in Years
Neighborhood District	101.94	9.25	943	345	2.7
Low Density	24.02	5.13	123	314	< half year
Rural Residential	27.68	0.4	11	314	< half year
Hillside Residential	47.79	2.25	106	314	< half year
Hecker Pass	145.00	-	530	345	1.5
Glen Loma	178.90	-	1,641	345	4.8
Country Estates	8.20	-	15	314	< half year
Medium Density	0	12	0	9	0
High Density	0	23	0	22	0
Total	497.02	-	3,354	-	About 11

Source: Vacant Residential Land Survey, January 20, 2005.

3.3 WASTEWATER SERVICES

The City of Gilroy operates its own sewer system and associated infrastructure facilities and provides services to residents and businesses within the City limits. As of 2004, the City's sewer collection system consisted of approximately 110 miles of 6- to 33-inch-diameter sewers. The "backbone" of the system consists of the trunk sewers, generally 12-inches in diameter and larger, that convey the collected wastewater flows to the wastewater treatment plant, which is located at the southernmost end of the City on Southside Drive.

The wastewater treatment plant and associated joint trunk sewer is owned by the South County Regional Wastewater Authority (SCRWA), which is a Joint Exercise of Powers Agreement between the Cities of Gilroy and Morgan Hill for the shared use and responsibility of the facility. The plant is operated via contract with Operations Management International, Inc. In accordance with the Agreement, Gilroy's wastewater flow discharges into a joint trunk that conveys wastewater south to the plant. The agreement includes capacity allocations for each city for both the joint trunk and the plant.

The plant is currently permitted for an average dry weather flow of 7.5 million gallons per day (mgd). A re-rating to 8.5 mgd is expected to be completed next year. The City of Gilroy owns 58.1 percent of this capacity. The build out capacity of the plant with expansions is estimated to be 15 mgd. During 2004, the average and peak-hour flows from the City are 4.63 and 8.33 mgd, respectively. This equaled 62 percent of the plant's flow. At build out conditions of the 2002 General Plan, the average and peak-hour dry weather flows are anticipated to approach 7.7 and 16.6 mgd, respectively, as shown in Table 3.B.

Table 3.B: City of Gilroy Sewer System Design Flows

Weather Conditions	Average Flow (mgd)	Peak Flow (mgd)
2002 Dry Weather Conditions	3.6	7.9
General Plan Build Out Dry Weather Conditions	7.7	16.6
2002 Wet Weather Conditions	5.8	14.5
General Plan Build Out Wet Weather Conditions	9.8	20.4

Source: City of Gilroy Sewer System Master Plan.

The SCRWA has a Master Plan for the treatment Plant that provides for the following infrastructure needs: treatment capacity, effluent disposal capacity, recycled water capacity, and solids handling. The following expansion projects are currently scheduled in the Master Plan:

- Expand plant treatment capacity (to 12.75 mgd); scheduled to begin in 2009–2010.
- Implement a river discharge disposal program to increase total disposal capacity to 19.8 mgd; scheduled to begin 2007–2008.
- Expand the reclamation plant to 12 mgd; currently under construction.
- Upgrade and expand the solid-handling facilities for increased capacity; scheduled to begin 2009–2010.

In May 2004, the City of Gilroy completed a Sewer System Master Plan. The report includes master planning assumptions, existing sewer system capacity evaluation, recommended facility improvements, and a Capital Improvement Program (CIP) through 2020. The Master Plan states that the City’s existing sewer system was well planned to meet the needs of existing customers. In fact, in anticipation of future growth, the City has planned and constructed sewer facilities in conjunction with new street construction.

The Master Plan includes several proposed projects, which consist of new or increased capacity pipelines that will be needed to extend service to currently undeveloped areas. These proposed improvements are phased to provide capacity enhancements as needed to serve future anticipated developments.

The City has a CIP and CIB that are used to plan and finance wastewater system improvements. In the CIP, pipelines that are larger than 12-inches are funded by sewer development impact fees. The installation/cost for any pipelines up to 12-inches in diameter is the responsibility of the developer. The City has adopted Sewer Development Impact fees to provide funding to expand the sewer system and wastewater treatment plant to accommodate the new development. These fees are to be paid on a proportional basis in relation to the projected demand.

Wastewater Rate Comparison

The City’s wastewater rates are set monthly fees as shown below. Commercial and industrial rates are dependant upon the amount and type of flow. Table 3.C compares Gilroy’s sewer rates to those of nearby jurisdictions. As shown, Gilroy’s existing rates are similar to those of other jurisdictions.

Table 3.C: Monthly Wastewater Rates

	Morgan Hill	Gilroy	Milpitas
Residential: single-family	\$32.57	\$29.74	\$25.13
Residential: multifamily	\$22.33 per unit	\$21.12 per unit	\$18.24 per unit
Commercial and industrial	Calculated depending on use	Calculated depending on use	Calculated depending on use

3.4 SOLID WASTE SERVICES

Solid waste service is provided by the City via contract with South Valley Disposal & Recycling, Inc. The existing contract is through 2013. The solid waste that is collected within the City of Gilroy is hauled to the landfills listed below. These facilities are Class III, which accept construction/ demolition waste and mixed municipal refuse. Additional detail regarding these facilities is located in Appendix A.

- Billy Wright Disposal Site
- Newby Island Sanitary Landfill
- Guadalupe Sanitary Landfill
- Forward Landfill, Inc.
- Vasco Road Sanitary Landfill
- John Smith Road Landfill
- Zanker Material Processing Facility
- Kirby Canyon Recycling & Disposal Facility
- Monterey Regional Waste Management District/Marina Landfill

According to the most recent information posted by California Integrated Waste Management Board (CIWMB), the City of Gilroy disposed of 52,870 tons of solid waste. CIWMB shows that the solid waste disposal generation factor for the City is 2 pounds per resident per day and 18.8 pounds per employee per day.

Diversion rates are defined as the percentage of total solid waste that a jurisdiction diverted from being disposed in landfills through reduction, reuse, recycling programs, and composting programs. The California Public Resources Code (PRC 41780) requires all jurisdictions to achieve 50 percent solid waste diversion after the year 2000. Per CIWMB, the City exceeded this goal and had a 54 percent diversion rate in 2003, which is the most recent data posted.

The City has varying rates for residential solid waste services, which are dependent upon the type of residence (e.g., single-family, multi-family, low income). Commercial rates are based on the larger refuse bin size and by number of pickups per week. The City has increased solid waste rates by 4.73 percent as of July 1, 2005. Table 3.D provides a comparison of City solid waste service rates.

Table 3.D: Monthly Solid Waste Rates

	Gilroy	Milpitas	Santa Clara
Residential			
Single-Family	32 gallon can at \$22.79	\$47.10	32 gallon can at \$13.25
Hillside	32 gallon can at \$27.52	\$59.50–\$1,275.55	32 gallon can at \$13.25
Low-Income Senior	32 gallon can at \$19.19	—	—
Commercial			
	\$22.79–\$2,367.57 Dependent on size of bin and number of pickups per week	\$25.51–\$1,636.68 Dependent on size of bin and number of pickups per week	\$8.53–\$1,889.67 Dependent on size of bin and number of pickups per week

3.5 PARK AND RECREATIONAL SERVICES

The City of Gilroy has 17 existing parks, which provide a total of 125.67 acres of developed parkland to the community. These parks are listed and detailed in Table 3.E. In addition, the City has several special use facilities within the community, as listed in Table 3.F.

Table 3.E: Gilroy’s Existing City Park Inventory

Park and Location	Amenities	Acres
Christmas Hill Park Miller Avenue at Uvas Park Drive	play equipment, picnic area, reservable group picnic area, restrooms, ball fields, basketball, amphitheater, community event center	50.00
Las Animas Park Wren and Mantelli	play equipment, picnic area, reservable group picnic area, restrooms, ball fields, basketball, horseshoes pit, volleyball, handball, tennis	30.58
Miller Park 2nd Street between Carmel and Princevalle Streets	play equipment, picnic area, restrooms	4.14
San Ysidro Park Murray Avenue at 2nd Street	play equipment, picnic area, basketball, handball, soccer, community center	9.25
Del Rey Park Calle del Rey at Partridge Drive	play equipment, picnic area, basketball	3.00
El Roble Park Wren Avenue between Perrelli & 3rd Street	play equipment, picnic area, handball	3.50

Park and Location	Amenities	Acres
Rainbow Park Mantelli at Hirasaki	play equipment, picnic area	2.25
Babbs Creek Park Preserve Babbs Creek at Thomas Road	public sidewalk parallel to the creek	4.00
Uvas Creek Park Preserve between Santa Teresa Boulevard & Thomas Road Bridge	nature preserve, trails	125.00
Butcher Park East End Old Gilroy Street	picnic area	0.10
Forest Street Park Forest Street between 6th & 7th	play equipment, picnic area, horseshoes pits, bocce ball courts	0.78
Renz Park Hanna Street at Oak Court	open grass area, benches	0.52
Wheeler Tot Lot 6th and Church	play area	0.15
Gavilan Sports Park Gavilan College	restrooms, ball fields	8.30
Carriage Hills Park Carriage Hills Way & Valley Oaks Court	basketball court, playground equipment, shade structure, bike racks, benches, picnic tables, turf area	3.00
Los Arroyos Park Hirasaki Avenue & Martiri Court	basketball court, playground equipment, water playground, gazebo, bike racks, benches, picnic tables, turf area	2.10
Sunrise Park Saddler Avenue & Hogan Way	basketball court, tennis courts, playground equipment, water playground, exercise area, recreation building, bike racks, benches, picnic tables, turf area	8.00
Total City Park Developed Acreage		125.67
Park Preserve Acreage		129.00

Source: City of Gilroy Parks and Recreation System Master Plan, September 2004.

Table 3.F: City of Gilroy Special Use Facilities

Facility and Location	Lot Acreage	Building Square Footage	Amenities
Senior Center 7371 Hanna Street	1.19	10,653	kitchen, gift shop, meeting rooms
Wheeler Community Center 250 W. 6th Street	1.31	14,950	gymnasium, weight room, craft room, dance room
Willey Cultural Center 5th Street	0.26	2,350	Victorian house, meeting and reception rooms
Youth Center 7100 Railroad Street	1.23	5,732	meeting rooms, courtyard, gymnasium
Gilroy Golf Course	90 acres	2,880 (clubhouse)	11 holes; par 69, 5,939 yards;

Facility and Location	Lot Acreage	Building Square Footage	Amenities
2695 Hecker Pass			driving range
Gilroy Historic Museum	0.13	3,600	museum
Ascension Solovasno Middle School Gymnasium	—	—	joint-use gymnasium developed with school district
Total Special Use Facilities Acreage	4.12		

Source: City of Gilroy Parks and Recreation System Master Plan, September 2004.

The City also has a bicycle track scheduled to begin construction during fiscal year (FY) 2007–2008, and a Center for the Arts is scheduled to begin construction in 2006–2007. Undeveloped parks within the City include Gilroy Sports Park, Farrel Avenue Park, and Santa Teresa and Third Street. In addition, three park sites (Murray Avenue, Hecker Pass, and Glen Loma Ranch) are scheduled for purchase during 2006–2010.

The City has several adopted standards for the provision of park facilities. The City has adopted a standard of 5 acres per 1,000 residents (includes special use facilities except for the golf course). “Limited Use” park preserves (such as Uvas Creek and Babbs Creek Park Preserves) are included at 10 percent of their total acreage. The City’s standard also includes that all residents should live within walking distance of a neighborhood park. Based upon the 2005 California Department of Finance population estimates for the City (47,671), the City currently has 2.9 acres of parkland per 1,000 population. Hence, the City’s current park and recreational facility acreage is lower than the adopted standard. Based on the 2002 General Plan, the City will need a total of 410.68 parkland acres to achieve the standard at build out of the General Plan.

The City has a Park and Recreation Master Plan, which was updated in 2004. The Master Plan was coordinated to ensure consistency with the City’s General Plan and to analyze the future facility demand that would occur with build out. The plan identifies future park sites and the following existing infrastructure needs:

- Several existing parks and special use facilities are in need of renovation and completion. Also, some parks have approved Master Plans that have never been fully implemented. Completion and renovation of the existing parks will help to accommodate existing and future recreation needs.
- New special use facilities are needed to accommodate existing and future recreation (including preschool and afterschool) programs. Several existing facilities have reached impacted levels of use, and waiting lists are being utilized. Likewise, existing programs cannot be expanded nor new programs offered.

To assist in financing new parks or recreational facilities, developers are required to dedicate land and/or pay fees in lieu of dedication. Each year, through the City’s CIB process, the City establishes and updates priorities for funding of park and recreational facilities.

In addition to the City’s parks, several County park facilities are located in and near the City. These parks supplement the facilities that are provided by the City. These County Parks are detailed below in Table 3.G.

Table 3.G: County Parks Within or Nearby Gilroy

Parks and Locations	Amenities	Acreage
Coyote Lake-Harvey Bear Ranch County Park 10840 Coyote Lake Road, Gilroy	635-acre lake, boat launch facilities, visitor center, 75 family picnic sites, campground with 74 reservable sites and associated facilities, 13 miles of multiuse trails	4,595
Uvas Reservoir 14200 Uvas Road, Morgan Hill	286-acre man-made reservoir	626
Uvas Canyon County Park 8515 Croy Road, Morgan Hill	six miles of hiking trails, picnic sites, 25 campsites	1,133
Mt. Madonna County Park 7850 Pole Line Road, Watsonville	118 campsites, 14 miles of trails, picnic areas, amphitheater, archery range	3,688

Trails

Several regional, subregional, local, and connector trails exist within the City. The City of Gilroy has an adopted Trails Master Plan, which is intended to provide long-term recommendations for development of a comprehensive and coordinated trails system within the City. The objective of the Trails Master Plan is to plan, design, and implement a network of trails that, together with the City’s on-street bikeways and pedestrian sidewalks, will connect the community, its park and open space system, schools, employment centers, and other community destinations. The Gilroy trails system will be an integral part of and provide links to the existing and proposed regional trail system.

Recreation

Since 1960, the City has been providing recreation programs to residents of all ages. The City publishes a Community Services Activity Guide three times per year (December, May, and August), which provides a comprehensive listing of all the programs. The Activity Guide is mailed to all Gilroy households. The types of programs that the City offers are as follows:

- Kindermusic
- Senior athletic activities
- Summer playground program
- Preschool enrichment programs
- Youth center activities

- Health and fitness programs
- Senior center clubs
- Youth sports clinic & camps
- Aquatics classes
- Senior trips/tours/events
- Therapeutic recreation
- Summer day camps
- CPR training
- Drivers education classes

The City has working relationships with numerous public and private agencies and organizations that expand recreation opportunities. In fact, the Park and Recreation Master Plan includes the goal of maximizing recreation resources through positive working relationships, partnering, and collaborative efforts with other public agencies, nonprofit organizations, and the private sector. The following are other facilities utilized by the City's programs:

- Gavilan College: theater, tennis courts, sports park, gymnasium, pools
- Gilroy High School: gymnasium, theater, classrooms, pools, athletic events
- South Valley Jr. High: gymnasium, classrooms, pool, athletic fields
- Brownell Jr. High: gymnasium, classrooms, playground, athletic fields
- Luigi Aprena School: classrooms, athletic fields
- Glen View School: classrooms, playground
- Rod Kelly School: classrooms, playground
- Ascencion Solovasno Middle School: gymnasium
- Ochoa Migrant Housing Multi-purpose Room
- Kaiser Permanente Meeting Rooms
- Gilroy Health & Fitness: fitness room
- Predators Archery Range

3.6 STORM WATER DRAINAGE SERVICES

The City of Gilroy operates its own storm drainage system within City limits, which flows into existing channels and creeks that are owned and operated by the Santa Clara Valley Water District. The City lies within two major watersheds: Uvas Creek and Llagas. These watersheds are divided into several hydrologically distinct drainage areas. Each drainage area has a system of conveyance facilities to collect and dispose runoff. The storm water runoff from these areas is ultimately discharged into creeks that flow through the City and eventually reach Monterey Bay via the Pajaro River.

The City of Gilroy's storm drainage system consists of underground pipelines that drain to the nearest creek or manmade channel. City staff requires developers to construct storm drainage facilities in compliance with the Storm Drain Master Plan. In May 2004, the City updated the Master Plan, including master planning assumptions, existing storm drainage system capacity evaluation, recommended facility improvements, and a CIP through 2020.

The 2004 Master Plan indicates that the existing capacities of some of the conveyance facilities are adequate to accommodate 10-year design storms for the General Plan build out. However, the Master Plan found that other facilities were deficient in existing conditions. The Master Plan also indicated that backwater levels in Uvas Creek and Llagas Creek did not significantly influence the storm drainage system during the 100-year storm design. The Master Plan provides infrastructure recommendations to mitigate the existing deficiencies and provide for growth within the City.

The City maintains a CIP and CIB that are used for effectively planning and financing storm drainage system improvements. In the CIP, pipelines larger than 12 inches in diameter are recommended for future construction, and as such, the City provides funding for these pipelines. Developers are responsible for constructing pipelines less than 12 inches in diameter.

3.7 LAW ENFORCEMENT SERVICES

The City's Police Department provides law enforcement services to the City of Gilroy. The existing police station is located on a portion of the Civic Center site. The current police department staff consists of 61 sworn officers (including a chief, an assistant chief, 3 captains, 10 sergeants, and 8 corporals) and 43 nonsworn personnel. In addition, the police department has two police canines: Kimbo and Cento, both German Shepards. The Department personnel is divided into several divisions, listed below.

The Patrol Operations consist of six patrol teams that cover all calls for service 7 days a week, 24 hours a day. The City is currently divided into four beats, or districts, that are routinely patrolled by members of these teams. Each team works 4 days a week, 10 hours per day. Several days a week, the patrol teams overlap to provide maximum coverage answering calls for service during peak-activity periods. Patrol Operations are supported by the Anti Crime Team and the Detective Unit.

There are currently five detectives in the Detective Unit that are responsible for the follow-up on major crimes. The detectives cover several areas such as Crimes against Persons, Property Crimes, Missing Persons, and Sexual Assaults. They often serve as the liaison between the Gilroy Police Department and the District Attorney's Office. In addition, the Investigations Unit also writes search warrants as needed by the Department.

The Gilroy Police Department formed the Anti-Crime Team in 1992 in response to gang violence. The team has a total of eight full-time members, including a sergeant, a corporal, narcotics investigators, an intervention officer, gang investigators, and a probation officer. The team's main responsibility is to investigate gang crimes, graffiti, and narcotic-related crimes.

The Bicycle Patrol Unit was formed approximately three years ago to assist officers with many of the community-oriented policing projects they have undertaken. The Police Department also has a Mounted Enforcement Unit, which began in 1993 to address a need to provide crowd control via mounted units. The Mounted Enforcement Unit has eight riders. The Unit works part-time to provide support for ground officers during riot and crowd-control situations. In addition, the officers are also used in patrolling downtown, the local parks, the Uvas Creek levee area, and retail stores during busy holiday weekends. The unit also specializes in search-and-rescue and fugitive-recovery operations.

The City has a formal mutual aid agreement with the County Sheriff’s Department. In addition, the City has an informal agreement with the City of Morgan Hill Police Department to ensure adequate response to large-scale emergencies and multiple, simultaneous incidents that might exceed the capabilities of the Department’s resources, specifically incidents requiring special weapons and tactics. In addition, the Department has an arrangement with the County to assign one full-time probation officer to the Department’s Anti Crime Team. The Department also assigns one officer to the Regional Auto Theft Task Force and one officer to the Regional Narcotics Task Force.

The Department’s number of service calls for FY2004–2005 was 54,461. The General Plan includes policies related to the provision of law enforcement services. The policy states that the average emergency response times for police services should be approximately 4.5 minutes. Currently, the response time is averaging 5 minutes. In addition, the City’s standard for personnel is a ratio of 1.5 sworn officers per 1,000 population and a nonsworn staff ratio of 0.43 to total employees. Based upon the 2005 California Department of Finance population estimates for the City (47,671), the City currently has 1.28 sworn officers per 1,000 population and 0.41 nonsworn staff to total employees. Hence, the Department’s current staffing levels are slightly below the standards. The City has also compiled the anticipated future staffing needs of the Department based on the standards and the City’s growth projections (Table 3.H).

Table 3.H: Anticipated Police Department Personnel Needs

Year	Sworn	Nonsworn	Total Staff
2010	85	53	138
2015	91	56	147
2020	98	61	159
2025	104	64	168
2030	110	68	178
2035	117	72	189
2040	123	76	199

Source: Master Plan for Gilroy Police Facility.

The operations of the Department have been evaluated by the County’s Civil Grand Jury along with other law enforcement agencies in the County. Specifically, the evaluation has included the Department’s Communications/9-1-1 Center, Jail, and Evidence/Property operations. In addition, the Department’s Command Staff and supervisors evaluate present and future operations at

annual team-building workshops. The evaluations have resulted in numerous changes to the Department's structure and operations.

The Department has several noteworthy accomplishments to recognize. The Department's Special Weapons and Tactics (SWAT) Team recently placed second in a regional competition, which earned an invitation to the World SWAT Competition where the Team placed in the top 10. Additionally, two of the Department's Command staff serve on different State (CA POST) subject-matter expert committees to produce state-wide guidelines. A Captain serves on the subcommittee for Emergency Vehicle Operations, and the Assistant Chief serves on the Executive Committee for SWAT.

The Department has developed a Master Plan in order to forecast its needs to accommodate the build out of the City's General Plan. This includes the evaluation and development of a new police facility. The existing police facility is 17,665 square feet and, per the Master Plan, is overcrowded and functionally inefficient. Following are some of the deficiencies of this existing facility:

- The facility has an inefficient layout and lack of operating and storage space
- The Detention area is in noncompliance with the State Board of Corrections for the required separation of adult males, adult female, and juveniles
- The structural system does not meet current seismic requirements

Due to these issues, the City has acquired a site and is currently constructing a new police facility. Final completion and occupancy is scheduled for Fall 2006. The new facility will be a one-level, 48,970-square-foot police station over a 58,000-square-foot level of on-grade parking. The first-floor parking garage will house a jail facility of approximately 3,500 square feet. The City's CIB has set aside funding for the development of this facility. Funding has also been acquired from development impact fees for law enforcement services. The General Plan includes a policy to update the Impact Fee Schedule on a regular basis to ensure that public safety facilities and services required by new development are paid for by those developments.

3.8 LIBRARY SERVICES

Library services within the City are provided by a joint effort between the City and the Santa Clara County Library. The City provides the library facility and the County library operates, staffs, and supplies the materials for the library. The County Library owns all furniture and equipment within the library, including shelving, desks, chairs, computers and peripherals, telephones, security gates, self-check machines, and the collection of books and other materials. Due to funding issues, in 2004 the County Library cut library hours and closed all of its branches every Monday.

The existing library within Gilroy is a 12,800-square-foot facility that is located at 7387 Rosanna Street. The facility is currently inadequate to meet the needs of Gilroy. The City would like to develop a new facility and has completed 90 percent of a facility design. The new facility is proposed to be 52,000 square feet and would be located on the same site. However, the project is currently on hold due to insufficient funding. The City was not successful in obtaining a 2000

State Library Construction Bond Grant. In 2006, the measure will again be on the ballot, and the City anticipates that it will then be passed by the voters. If the ballot is passed, construction would begin after State plan review in 2007 or 2008.

3.9 SERVICE REVIEW DETERMINATIONS FOR THE CITY OF GILROY

The service review guidelines prepared by the State Office of Planning and Research recommend that issues relevant to the jurisdiction be addressed through written determinations called for in the CKH Act. Based on the above information, following are the written determinations for the City.

Infrastructure Needs and Deficiencies

1. The Sewer Master Plan states that the existing sewer system was well planned to meet the needs of the City. In anticipation of future growth, the City has planned and constructed sewer facilities in conjunction with new street construction.
2. The Sewer Master Plan includes several proposed projects, consisting of new or increased-capacity pipelines that will be needed in order to extend service to currently undeveloped areas as development occurs.
3. The City currently provides 2.9 acres of parkland per 1,000 population, which is lower than the adopted standard. However, the City is in the process of developing a bicycle track, a center for the arts and is purchasing three additional park sites. The new facilities will move the City closer to achieving its standard of 5 acres per thousand population. In addition, several County park facilities are located within and near the City and supplement the City facilities.
4. The Park and Recreation Master Plan states that existing park and recreational facilities are in need of renovation and completion. In addition, new special use facilities are needed to accommodate existing and future recreation programs. Several existing facilities have reached impacted levels of use so that existing programs cannot be expanded nor new programs offered.
5. The City currently has 1.28 sworn police officers per 1,000 population and a ratio of 0.41 nonsworn police department staff to total employees. These staffing levels are slightly below the City's adopted standards of 1.5 sworn officers per 1,000 population and a ratio of 0.43 nonsworn staff to total Department employees.
6. The existing police facility is 17,665 square feet and is overcrowded and functionally inefficient. Therefore, the City has acquired a site and is currently constructing a new police facility. Final completion and occupancy is scheduled for Fall 2006.
7. The City's 2004 Storm Water Master Plan found that some facilities were deficient. The Master Plan also provides infrastructure recommendations to mitigate the existing deficiencies and to provide for growth within the City.

8. The existing library is currently inadequate to meet the needs of Gilroy. The City anticipates developing a new facility; however, the project is currently on hold due to insufficient funding.

Growth and Population

1. The City has adopted an RDO, which limits the number of residential units that can be built within the City each year and provides a process to evaluate which proposed residential projects best meet the City's overall needs. The RDO also provides that growth would not outpace the ability of the City to provide services.
2. The City's 2002 General Plan and 2004 Police Department Master Plan indicate that the adopted regional projections are lower than what would result if the current RDO allocation is granted and built each year for the next 20 years.
3. The City's 2002 General Plan notes that the City has ample available land to accommodate growth within the 20-Year Planning Area. This includes more than 3,000 acres of land that was either vacant or in non-permanent agricultural use. In January 2005, the City completed a Vacant Residential Land Survey that indicates an approximately 11 year supply of vacant residential land exists within the Urban Service Area.
4. The Police Department has developed a Master Plan in order to forecast the Department's needs to accommodate the build out of the City's General Plan. The needs are based on the Department's adopted standards and the City's adopted growth projections.

Financing Constraints and Opportunities

1. The City's 2005–2006 through 2009–2010 Financial Plan states that since 2003, the City has been dealing with fiscal problems. Therefore, the City has reduced expenses by \$16.4 million since FY 2003–2004 and has projected no increase in employees over the next five years.
2. The City's Financial Plan states that the City will go through an "incremental degradation" of its services. The City is expected to continue to grow at the same rate as in recent years and not having any additional police, fire, and park employees would eventually lower service levels.
3. To provide funding for infrastructure and facilities related to new development within the City, development impact fees are assessed for water, sewer, public facilities, library, traffic, police, fire, recreation, drainage, and parks.
4. The City's library facility project is on hold due to insufficient funding. A State Library Construction Bond Grant will be on a ballot measure in 2006. If passed, the measure would provide funding for development of the new facility.

Cost-Avoidance Opportunities

1. The City has adopted purchasing policies and procedures in an effort to control costs and provide for efficiency and accountability.
2. The City has several cooperative arrangements with other agencies that provide services at a reduced cost.

Opportunities for Rate Restructuring

1. The General Plan includes a policy and the City has adopted a resolution to update the Impact Fee Schedule annually to ensure that facilities and services required by new development are paid for by those developments.
2. The City regularly reviews rates for services. The City has recently implemented a 4.73 percent rate increase for solid waste services.

Opportunities for Shared Facilities

1. The City has several cooperative agreements with other agencies in the County that provide for service provision in a cost-effective manner. This includes the wastewater treatment plant and joint trunk sewer, library services, emergency mutual aid, and numerous agreements with public and private agencies that provide recreation opportunities.

Government Structure Options

1. LAFCO has identified eight unincorporated areas that comprise less than 150 acres within the City of Gilroy USA. Three of the eight areas have recently been annexed and two are in the annexation process. In order to implement more efficient planning boundaries and take advantage of the current streamlined annexation opportunity, the City should consider pursuing annexation of the remaining unincorporated pocket areas.

Evaluation of Management Efficiencies

1. The City's cooperative projects with other agencies provide management efficiencies in the provision of services.
2. The operations of the City's Police Department have been evaluated by the County's Civil Grand Jury along with other law enforcement agencies in the County. In addition, the Department's Command Staff and supervisors evaluate present and future operations at annual team-building workshops. The evaluations have resulted in numerous changes to the Department's structure and operations, which provide for efficiencies and ensure adequate service provision. The Police Department has achieved several noteworthy regional and worldwide accomplishments. This is indicative of an efficiently managed department.

Local Accountability and Governance

1. The City ensures that local accountability and governance standards are met by holding City meetings pursuant to the Brown Act, having them shown on cable television, and having them available for download on the City's website. The City also has a phone-in service that provides callers with prerecorded information regarding various City questions or issues of concern.

3.10 SOI RECOMMENDATION FOR THE CITY OF GILROY

Current SOI Boundary

In December 1984, LAFCO established the Gilroy SOI Boundary. The City's SOI Boundary was delineated to be considerably larger than the City's 1984 General Plan Planning Area and to comprise the flat valley floor (including an agricultural preserve), and the adjoining foothills. LAFCO concluded in 1984 that the City's SOI Boundary was not a commitment to staging urban expansion but rather a planning tool for LAFCO to use as a framework in considering expansion actions. The City's SOI Boundary also delineated areas in which the City and the County have shared interests in preserving non-urban land uses. Since 1984, Gilroy's SOI Boundary has remained significantly unchanged.

SOI Boundary Recommendation

It is recommended that LAFCO reaffirm the City of Gilroy's existing SOI Boundary because the SOI Boundary serves multiple purposes including serving as:

- A long range planning tool to help LAFCO evaluate USA boundary changes and annexation requests
- Areas in which the County and Gilroy may have shared interests in preserving non-urban levels of land use. Specific examples include the Gilroy Agricultural Lands Area, SCWRA Area, and the foothills and ridgelines surrounding the City. Furthermore, both the City and the County share a mutual interest in protecting viewsheds and natural resources, as well as, protecting agricultural areas.
- Areas where Gilroy and the County have significant interaction. A specific example of such interaction includes areas where the City receives discretionary planning application referrals from the County.
- Areas that contain social or economic communities of interest to Gilroy such as Gilroy's Agricultural Lands Area.

Although the City of Gilroy adopted a 20-year Planning Boundary in the early 1980s which was last amended in 2002 and is intended to represent the 20-year limit for City urban development, the City's existing SOI Boundary continues to perform several important functions as discussed above. Therefore, it is recommended that LAFCO re-affirm Gilroy's existing SOI Boundary. In making this recommendation, it should be made clear that inclusion of an area within the City's SOI Boundary should not necessarily be seen as an indication that the city will either annex or

allow urban development and services in the area. The City's USA Boundary is the more critical factor considered by LAFCO and serves as the primary means of indicating whether the area will be annexed and provided urban services.

3.11 SOI DETERMINATIONS FOR THE CITY OF GILROY

As detailed in Section 1.1.2, Government Code Section 56425 requires written determinations with respect to the following four factors to update an agency's SOI. Based upon the information above, the following determinations are provided to update the City's existing SOI.

1. The Present and Planned Land Uses in the Area, Including Agricultural and Open-Space Lands

Land within Gilroy's SOI but outside of its City limits is largely designated agricultural large scale, ranchlands, and open space reserve. Smaller areas that are designated hillsides and agricultural medium scale are located on the northwest side of the SOI. In addition, a small area that is designated major public facilities is located around the wastewater treatment plant southeast of the City.

Per the City's 2002 General Plan, existing land uses within the City's 20-year Planning Boundary are largely agricultural (42.2 percent) and residential (16.6 percent). In addition, smaller commercial and industrial areas exist along the Highway 101 corridor. A large amount of vacant land currently exists within the City's 20-year Planning Boundary. Planned land uses for these vacant lands are similar to those within City.

Finding: A variety of urban uses are planned within Gilroy's USA Boundary and Gilroy's 20-year Planning Boundary. However, both the County and City's General Plans call for the continuation of non-urban uses beyond these boundaries.

2. Present and Probable Need for Public Facilities and Services in the Area

The City is expected to experience modest growth through continued implementation of the City's Residential Development Ordinance, which limits the number of residential units that can be approved each year. Similarly, the need for a full range of public facilities and services is expected to grow modestly in the future.

However, there is a low probable need for public facilities and services within most of the City's existing SOI area because (1) more than 3,000 acres of land are either vacant or in agricultural use within the City limits that will provide suitable lands to accommodate considerable growth within the City. Therefore, the City would not need to extend services into the SOI; (2) the City has adopted a 20-year Planning Boundary that does not substantially extend into the existing SOI; and (3) a large portion of the City's SOI includes lands within the Agricultural Lands Area, a floodplain, and/or permanent agricultural easements, which would constrain development that would require service provision.

Finding: The type of public services and public facilities required in the proposed Gilroy SOI will not change, although the level of demand will increase modestly.

3. Present Capacity of Public Facilities and Adequacy of Public Services That the Agency Provides or Is Authorized to Provide

The properties within the City receive a full range of public services from the City. For the most part, the present capacity of public facilities appears to be adequate. However, the adequacy of public facilities is limited due to (1) the need for renovation of existing park and recreation facilities; (2) the fact that the Police Department is currently staffed lower than the City standards; (3) some storm water drainage facilities are deficient; and (4) the existing library is inadequate to meet the needs of the community.

Finding: The present capacity of public facilities and public services is generally adequate. However, some City park and recreation facilities require renovation, the City's Police Department is staffed lower than City standards, some City storm drainage facilities are deficient, and the existing City library is inadequate to meet the needs of the community.

4. Existence of Any Social or Economic Communities of Interest in the Area if the Commission Determines that they are Relevant to the Agency

Gavilan College is located south of the existing City limits and USA Boundary; however, it is within the City's 20-year Planning Boundary. Due to its location and the shared use of facilities with the City, the college could be considered a community of interest.

Finding: There exist social and economic conditions that cause interaction and interdependence between the City of Gilroy and the areas proposed as its SOI.