

Existing City

GROWTH CAPACITY AND INFRASTRUCTURE

Victoria has experienced ongoing but relatively moderate population growth – and associated physical expansion of its urbanized “footprint” – for decades, dating back to the 1980s. Economic development efforts and growth accommodation are important to the City’s vitality and fiscal health. However, various officials and residents noted the benefit of steady rather than rapid growth which has enabled the City to meet the demands of new growth while also focusing attention and resources on the needs of established and older developed parts of the community.

CITY JURISDICTION

Displayed on **Map 6, Annexation History**, is a visual record of the evolution of the Victoria City limits since the community’s original incorporation in the 1830s. The map highlights, in particular: (1) the progression of the community’s growth in nearly all directions from downtown (other than westward given the Guadalupe River constraint) during the 1950s; and (2) further expansion of the City’s jurisdiction out to and beyond US 59 and the present-day Loop 463 corridor through wide-ranging annexation activity during the 1980s. Most of the new territory annexed since 2000 has been on the far north side and just outside Zac Lentz Parkway in the northeast area.

CURRENT CITY LIMITS AND EXTRATERRITORIAL JURISDICTION

The Victoria City limits currently include approximately 37 square miles (23,610 acres). As a city in a population range between 50,000 and 99,999 persons, Victoria

MAJOR COMMUNITY ACCOMPLISHMENTS IN RECENT YEARS

Victoria leaders and residents mentioned these items relevant to growth capacity and infrastructure:

- Steady versus rapid growth
- Water system management
- Curbside recycling program and participation rate
- New and renovated school campuses and facilities

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is also assigned an “extraterritorial jurisdiction” (ETJ) of 3.5 miles beyond and contiguous to its incorporated area under Section 42.021 of the Texas Local Government Code. Essentially, this affords a city some ability to plan for orderly growth and development in surrounding areas into which the community may someday expand depending on the direction and extent of population growth and transition of land to more urban uses.

The U.S. Census Bureau estimated that Victoria County as a whole added 1,445 more residents than the City of Victoria from 2000 to 2013 (5,940 total compared to the 4,495 gain within the City). The sense among City staff and others is that much of the population growth in the unincorporated county is occurring in close proximity to the City limits. This is among the factors that keeps future potential annexation activity on the list of priority planning issues addressed by the City’s updated Comprehensive Plan, especially if areas to be considered for incorporation may have more existing “rooftops” than previous areas brought into the City limits.

GROWTH DIRECTIONS

Highlighted on **Map 7, Growth Opportunities**, are areas in and around the current City limits that are classified as undeveloped or in agricultural use by the Geographic Information Systems (GIS) division within the City of Victoria’s Development Services Department. This visual representation, combined with the locations of existing development (the “buildings” layer in GIS) and areas delineated as floodplain, provides a starting point for assessing where new growth and land development might occur in the years ahead, including available land within existing developed areas that could be attractive for infill projects. These implications are pursued further in the Future City portion of the updated Comprehensive Plan, along with consideration of the public infrastructure and services that will be necessary under any growth scenario.

UTILITY INFRASTRUCTURE

The combination of **Map 8, Existing Water System**, and **Map 9, Existing Wastewater**

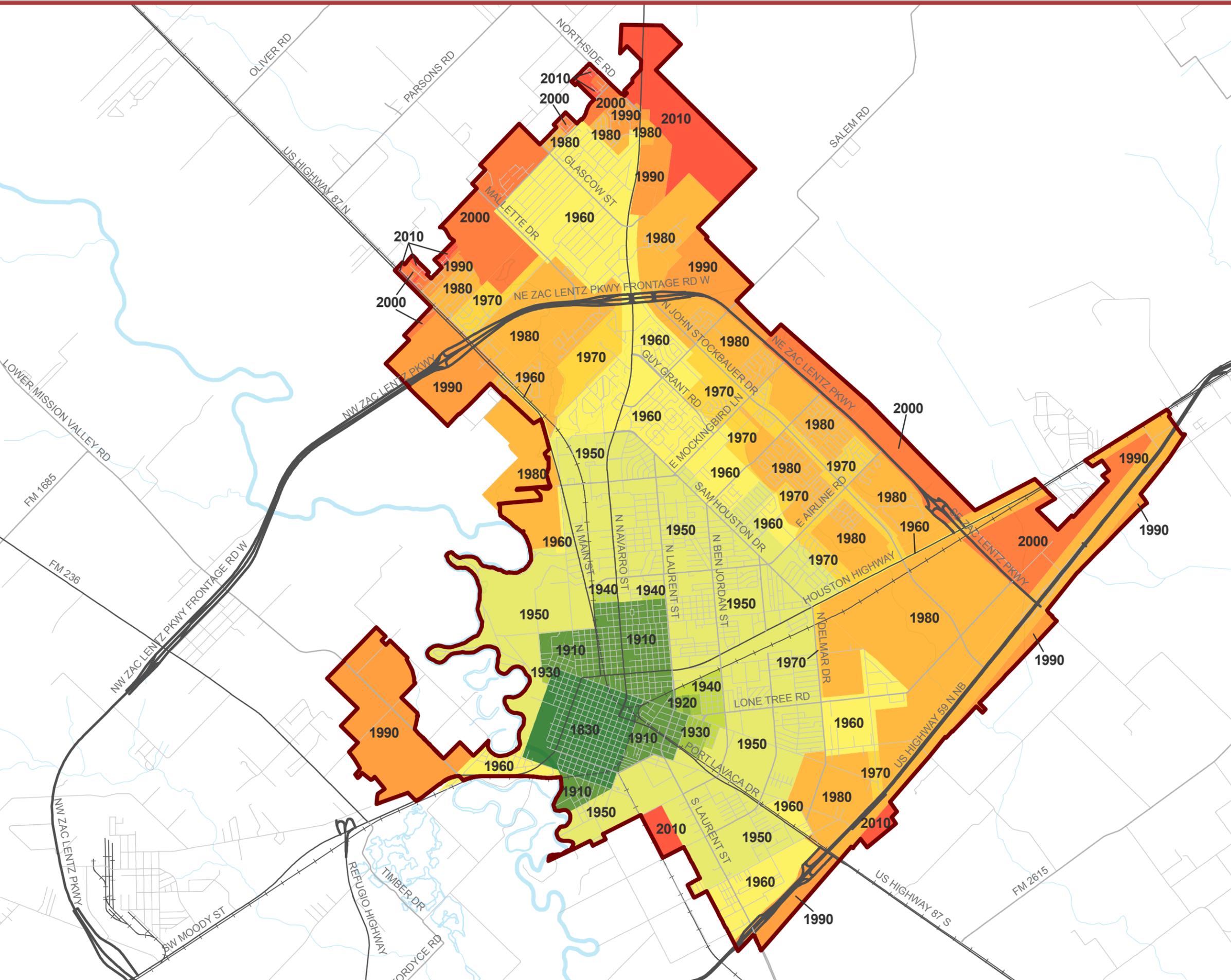
FIRE DEPARTMENT RESPONSE INTO COUNTY

Perhaps an even more significant number than the scale of the City’s current ETJ is the fact that the Victoria Fire Department (VFD), through a formal agreement with Victoria County, responds to emergency calls across roughly 900 square miles that includes extensive unincorporated areas. VFD receives support from volunteers, but mainly in the form of water supply for structure fires and additional brush trucks for grass fires. Because VFD responds to such calls no differently than its in-city calls, the departments’ available resources are sometimes stretched thin. Currently, VFD has a system in place to put into service additional apparatus for Fire or EMS calls during peak calls for service.

VFD reports that about 20 percent of its calls are currently from unincorporated locations, which may continue to increase given the extent of development happening outside the City limits. Construction of Fire Station 6 for better coverage of northwest Victoria helps provide a more efficient and timely response into the area. Another unique challenge for VFD is when multiple rural grass fires occur on a given day during significant dry spells. During these times there has to be more reliance on the assistance of the volunteer agencies to assist with water shuttles and providing additional brush trucks in order to maintain adequate coverage for other calls for service in their response areas.

System, provides a visual snapshot of where basic City utility infrastructure is in place to serve development – and where there may be opportunities to extend the water distribution system and/or the wastewater collection system to contiguous growth areas. More detailed master planning for both systems takes into account topographic considerations, overall system capacities, line sizing, and other factors that ultimately determine the levels of service that would be possible in various areas and directions around the City’s current

MAP 6
ANNEXATION HISTORY



LEGEND

- | | | | |
|--|------|--|---------------------|
| | 1830 | | City Limits |
| | 1910 | | Freeway |
| | 1920 | | Primary Arterials |
| | 1930 | | Secondary Arterials |
| | 1940 | | Railroad |
| | 1950 | | Creek/River/Lake |
| | 1960 | | |
| | 1970 | | |
| | 1980 | | |
| | 1990 | | |
| | 2000 | | |
| | 2010 | | |



Disclaimer: This map is intended for general informational purposes only and does not represent a legal record. No warranty is made by the City of Victoria regarding specific accuracy or completeness, and the data may be subject to revision at any time without notification.

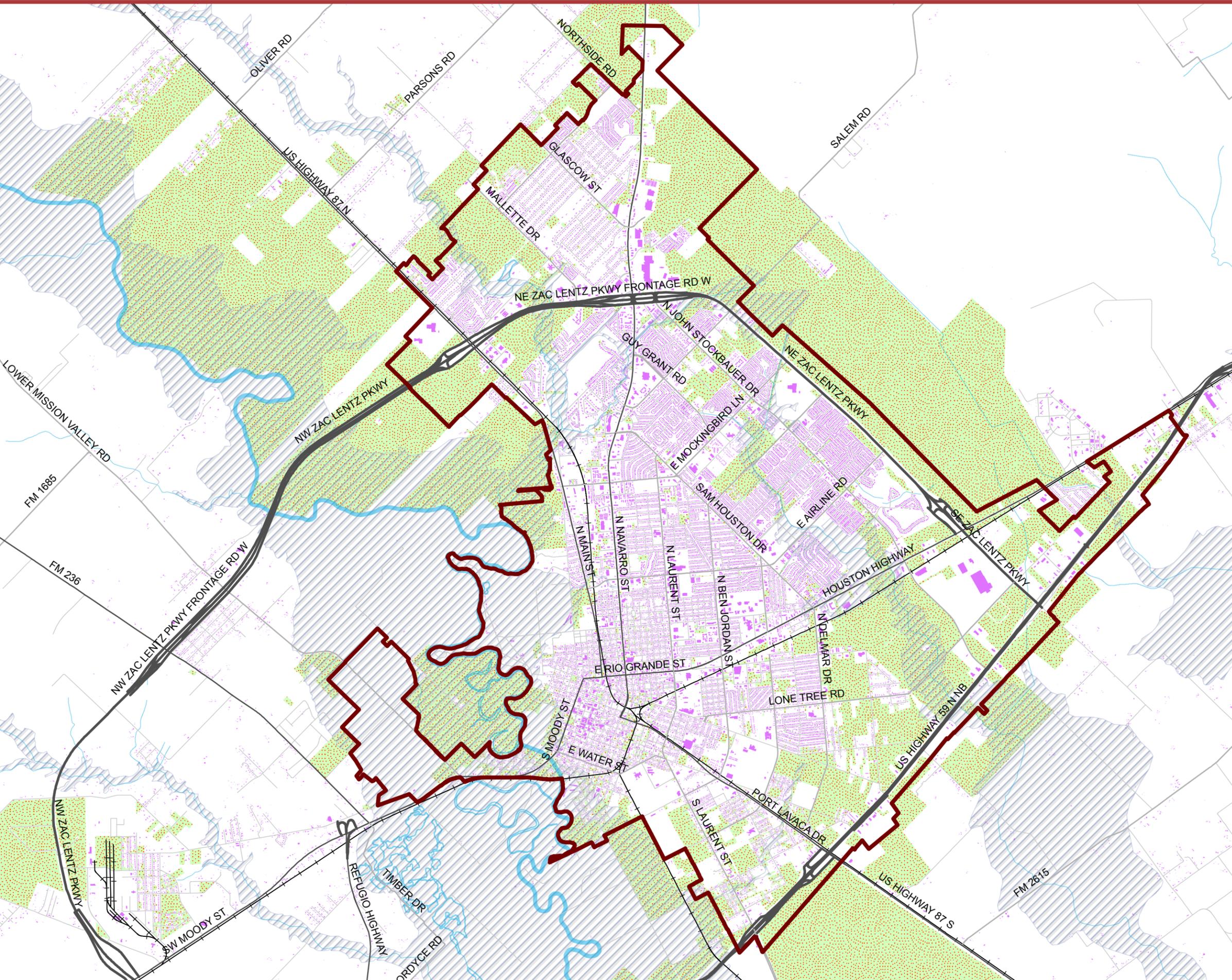
MAP 7 GROWTH OPPORTUNITIES

LEGEND

-  City Limits
-  Agriculture/Undeveloped Land
-  100 Year Floodplain
-  Buildings
-  Freeway
-  Primary Arterials
-  Secondary Arterials
-  Railroad
-  Creek/River/Lake



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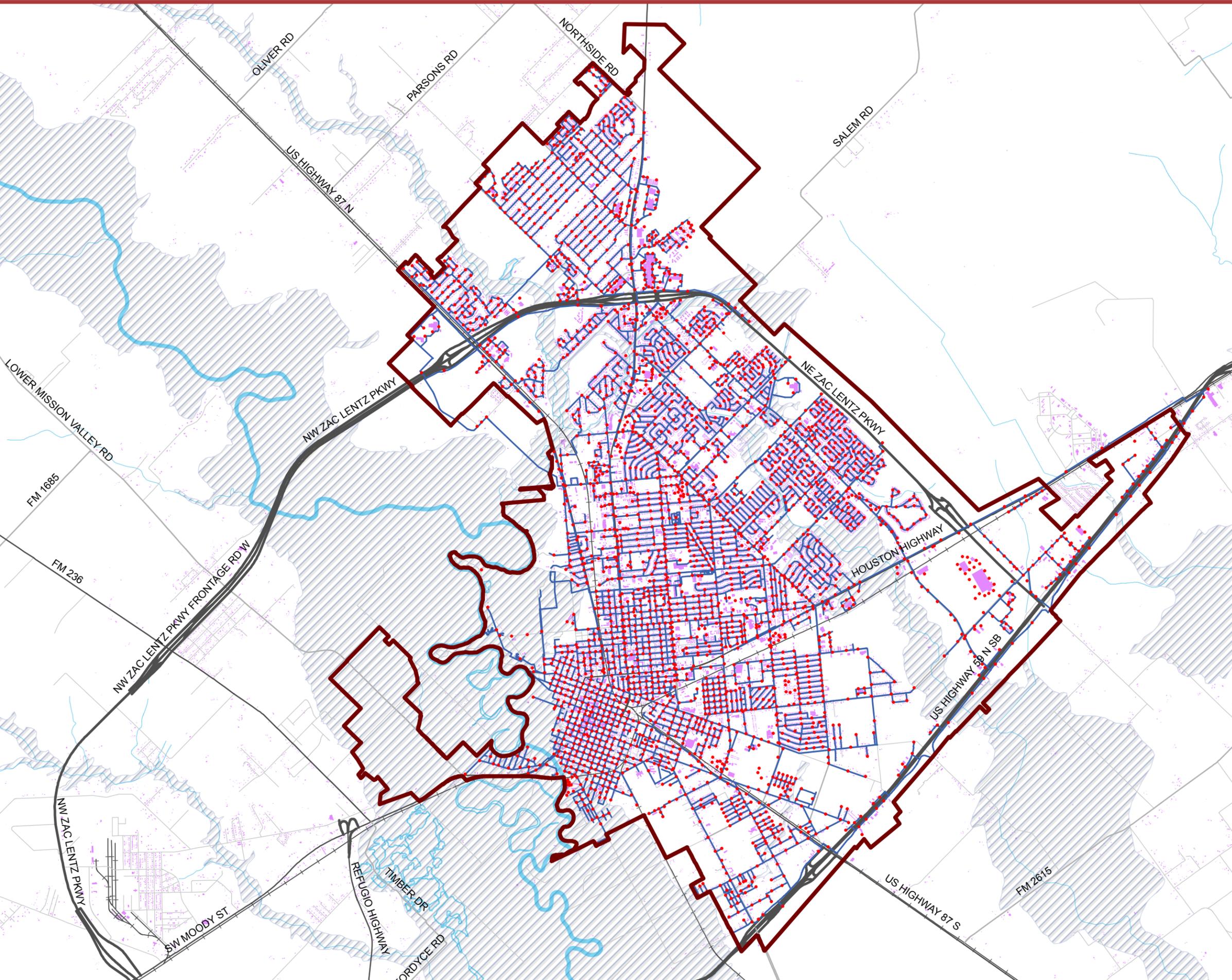
MAP 8
EXISTING WATER SYSTEM

LEGEND

-  City Limits
-  Fire Hydrants
-  Water Mains
-  Buildings
-  Freeway
-  Primary Arterials
-  Secondary Arterials
-  Railroad
-  Creek/River/Lake
-  100 Year Floodplain



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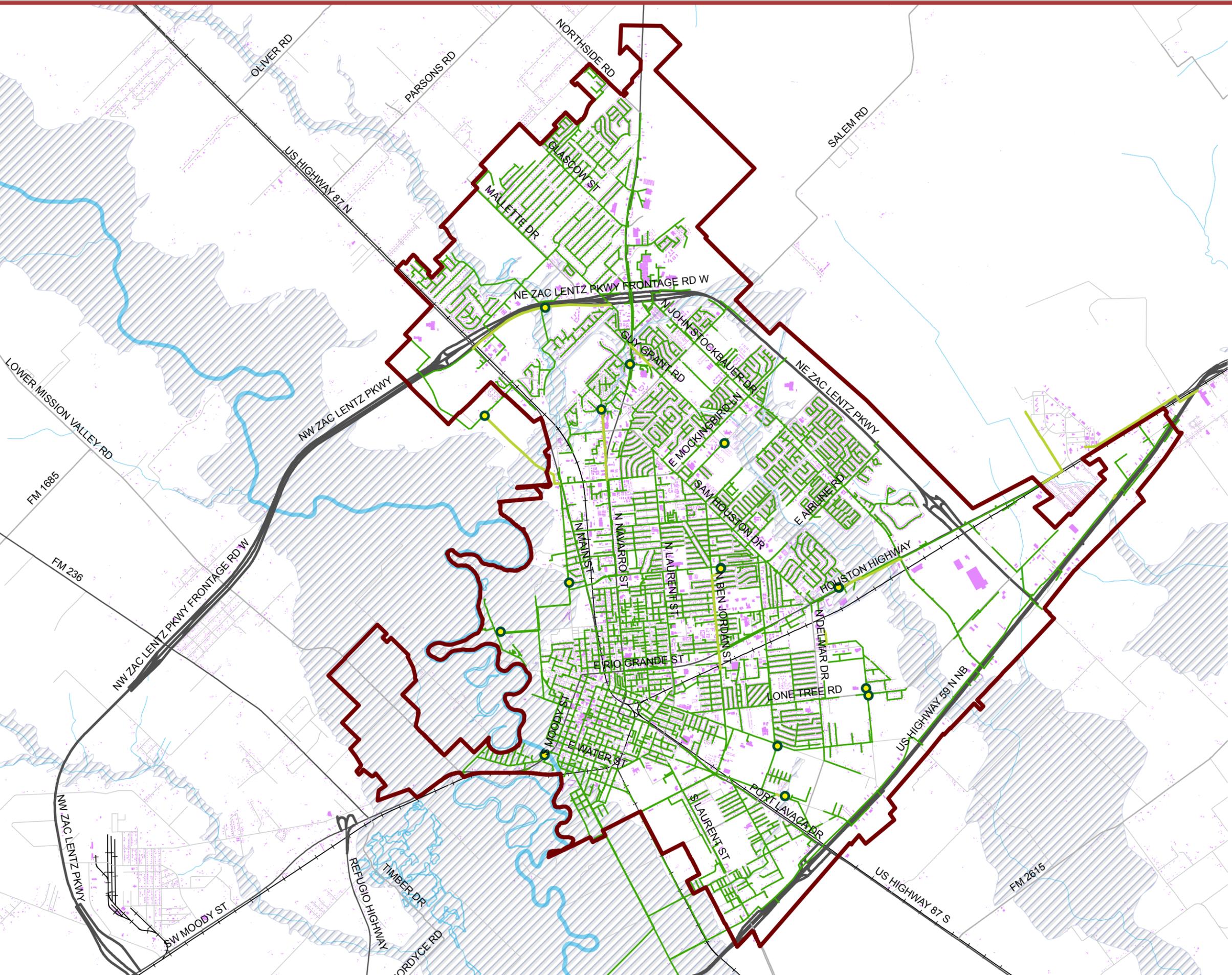
MAP 9 EXISTING WASTEWATER SYSTEM

LEGEND

-  City Limits
-  Lift Station
-  Force Main
-  Gravity Main
-  Buildings
-  Freeway
-  Primary Arterials
-  Secondary Arterials
-  Railroad
-  Creek/River/Lake
-  100 Year Floodplain



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jurisdictional edges and beyond. **Map 10, Existing Storm Drainage System**, displays where storm sewer infrastructure and related drainage improvements are in place within the city to convey storm water from roadways and other urban surfaces to natural or constructed drainage ways.

The 2015 update to this Comprehensive Plan occurred as the region transitioned out of a period of continued drought effects in Texas and large portions of the country. City Public Works leadership reported that Victoria will have adequate water system capacity through the 2025-2030 timeframe. Along with planned system improvements, additional methods for supplementing water supply (i.e., aquifer storage/recovery, off-channel storage) will further accommodate future water demands. Construction of the Odem Street wastewater plant and other improvements to the wastewater system ensures adequate system capacity through 2035. Department leaders also noted that drainage issues have received less attention during the recent drought period. However, many long-term Victoria residents remain well aware of the risk posed by the Guadalupe River flowing through a city on a relatively flat landscape, as evidenced by the devastating flooding in October 1998. More recently, during June 2015, Victoria experienced the downstream effects of substantial rainfall across Central Texas, which led to Riverside Park serving its temporary floodwater absorption function, and river water rising into some homes in vulnerable areas near the river.



In general, the City is in a good position with long-term water supply relative to various Texas cities as a result of previous water supply planning efforts. However, the ever-present reality that affects Victoria are the increasing water demands upstream in the San Antonio metropolitan area and across Central Texas, along with the pressure this places on the sensitive Edwards Aquifer. These increasing pressures may threaten the City's good position and should be continuously monitored.

Other pertinent facts and background for this Comprehensive Plan include:

WATER SYSTEM

- The City of Victoria's primary water source is 20,000 acre feet per year of surface water from the Guadalupe River that is allocated to the community via State of Texas permitting. This is about two times the annual amount of current water demand in the city. However, the City cannot necessarily utilize this entire allotment, especially during extreme drought conditions, due to environmental standards and because of downstream water rights that take precedence over the City's rights. For this reason, the City also has off-channel reservoirs, located on 640 acres of land within the city that hold 3,000 acre feet of water. The City pumps water into the reservoirs which is a mixture of groundwater from a shallow aquifer and Guadalupe River water.
- A Surface Water Treatment Plant satisfies most of the city's water needs. However, 10 water wells are still operational and retained for peak demand periods and in case of extreme emergencies, such as during drought conditions. These wells are drilled into the Gulf Coast Aquifer and, prior to 2001, they supplied all of the city's water.
- Two pumping plants move water through the distribution system, along with five elevated water towers.
- The City maintains a Drought Contingency Plan and administers an associated City ordinance. The Utilities Division

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within the Public Works Department routinely promotes water conservation education and practices.

- The City's most recent annual Drinking Water Quality Report for 2014, as required by the federal Safe Drinking Water Act, reported that Victoria's water system continues to merit a "Superior" rating by the Texas Commission on Environmental Quality. This rating means that the system meets and/or exceeds all state and federal water quality standards and that the system has ample supply, storage, and pumping facilities to meet the community's needs.

WASTEWATER SYSTEM

- The City of Victoria's Wastewater Treatment Division operates and maintains two wastewater treatment plants, the Regional Plant (at 923 US Highway 59 S, just east of the Guadalupe River) and the Willow Street Plant (just south of downtown along the river). The Odem Street Plant is under construction and will replace the Willow Street Plant once completed.
- The Regional Plant is permitted to treat up to 9.6 million gallons per day (mgd). This plant also accepts approved hauled waste such as septic tank and grit trap waste.
- The Willow Street Plant is permitted to treat up to 2.5 mgd. The Odem Street Plant is designed to treat up to 4.4 mgd and is permitted to treat up to 6.6 mgd in the future with additional expansion.
- The wastewater system relies on 16 lift stations that help to transport sewage to the two treatment plants.

STORM DRAINAGE SYSTEM

- The Streets and Drainage Division within the Public Works Department maintains the storm drainage system within the city, including drainage ditch maintenance and the cleaning, maintenance, and installation of inlets.
- The Storm Water Division is charged with administering the City's Storm Water Management Program as mandated by the U.S. Environmental Protection



Agency and the Texas Commission on Environmental Quality. Beyond managing storm water quantity and flooding risk, this program is focused on protecting water quality in the area by preventing and reducing contamination of storm water runoff, including from construction sites, developed/redeveloped properties, and municipal operations. A City-adopted storm water ordinance supports other voluntary and educational efforts.

The Engineering Division within the Public Works Department plans and oversees construction of City capital improvement projects, and also is involved in the City's subdivision review/approval process and construction inspection to ensure that infrastructure installed through private development and dedicated to the City meets all design criteria and technical requirements.

PUBLIC SAFETY SERVICES

FIRE DEPARTMENT

The City of Victoria Fire Department (VFD) currently operates from six fire stations:

- Station Number 1, and Fire Administration offices, at 606 E. Goodwin (just east of downtown near Navarro Street).
- Station Number 2 at 2708 Miori (northeast near Sam Houston Drive).
- Station Number 3 at 4406 Lone Tree (east side next to Rodolfo Torres Elementary School).
- Station Number 4 at 2007 Salem Road (north between John Stockbauer Drive and Loop 463).
- Station Number 5 at 9508 Zac Lentz Parkway (east of US 87 on north side of Parkway).



- Station Number 6 at 1101 Ball Airport Road (north side near the intersection with Glasgow Street).

VFD's Operations Division had 127 uniformed personnel at the time this Comprehensive Plan was updated in 2015. Along with a variety of fire apparatus, the Department staffs six Mobile Intensive Care Unit (MICU) ambulances, including two reserve ambulances, to meet its emergency medical service (EMS) responsibilities. Given the circumstances of Victoria, VFD must be prepared to respond to incidents at high-rise buildings, residential neighborhoods, industrial plants, and fires in rural settings on brush and pasture lands, as well as hazardous materials response and water rescues.

During 2014, VFD responded to 9,283 requests for service from Victoria residents and visitors. Just over three-quarters (77 percent) of these calls involved rescues and EMS cases. The 2014 total was up 7.2 percent compared to 2013 with fire responses increasing by 20 percent (426 in 2014 versus 356 in 2013). The percentage of responses to locations outside the City limits continues to be within the 19 to 20 percent range annually.

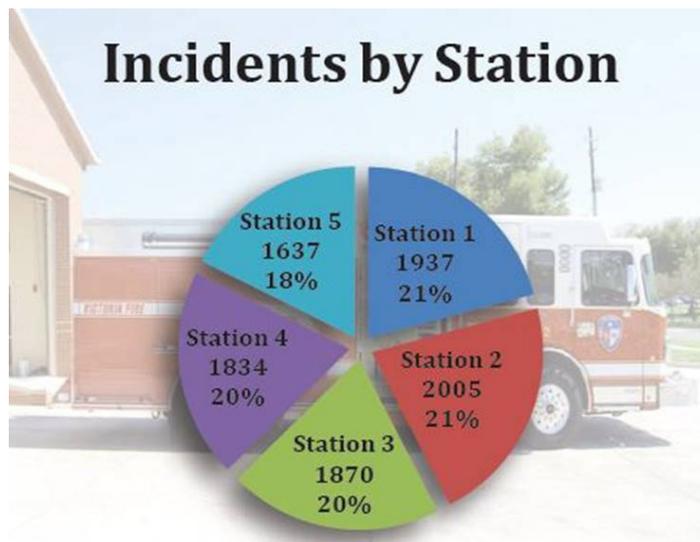
Among VFD's in-city response goals for 2015:

- Turnout time of 90 seconds or less, for 90 percent of responses.
- Response time of 5.5 minutes, for 90 percent of responses.
- Full alarm response time for structure fires of 9.5 minutes, for 90 percent of responses.

In its 2014 annual report, VFD reported these actual results:

- Average turnout time of 1.03 minutes.
- Average response time of 5.16 minutes.
- Average full alarm response time for structure fires of 11.46 minutes.

VFD leadership cited the challenges of timely emergency response in a city with a limited number of north-south thoroughfares, especially given the extent of growth and increased call volume on the north side. Increasing traffic



* Station 6 opened in November 2015

volumes and periodic congestion on Navarro Street are as much a concern for public safety officials as they are an inconvenience for residents. Slow-moving trains through the community can also be a navigation obstacle for emergency vehicles. Newly-developing areas at the fringes of the city, such as northwest areas accessed mainly via Mallette Drive, present a particular challenge where narrower, open-ditch roads sometimes force other drivers off the street to make room for fire apparatus.

The City of Victoria in recent years has improved its Insurance Services Office (ISO) rating from 4 to 2, which is a notable accomplishment for a growing community with many competing demands for limited public funds. The ISO assigns communities a Public Protection Classification from 1 (best) to 10 (worst). A community's fire suppression capabilities are evaluated based on a variety of factors including the water system, fire department staffing and equipment, emergency communications, fire and building codes, and public education efforts. The ISO currently works with approximately 48,000 communities nationwide, and only a little over 100 jurisdictions have achieved a 1 rating. (Texas has the distinction of having 26 of the 100+ U.S. communities with a 1 rating.)

The ISO program provides an objective, nationwide standard for assessing needs and enhancing planning and budgeting for emergency facilities, equipment and training. Aside from public health and safety

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considerations, the ability to meet defined service standards and performance criteria can have real financial implications for the City and its taxpayers as the ISO rating can help to reduce fire insurance premiums based on better citizen and property protection.

Victoria's improved ISO rating especially reflects investments in more and better fire station locations and a solid and reliable municipal water system. Along with sustaining these strengths, the City will need to continue to maintain adequate capacity in its emergency dispatching given increasing call volumes.

POLICE DEPARTMENT

The Victoria Police Department (VPD) has a large in-city jurisdiction to cover from its downtown headquarters and dispatch location (306 S. Bridge Street, adjacent to City Hall), especially with a substantial number of its calls coming from the north side. Deployment of its officers and vehicles across five patrol zones, based on

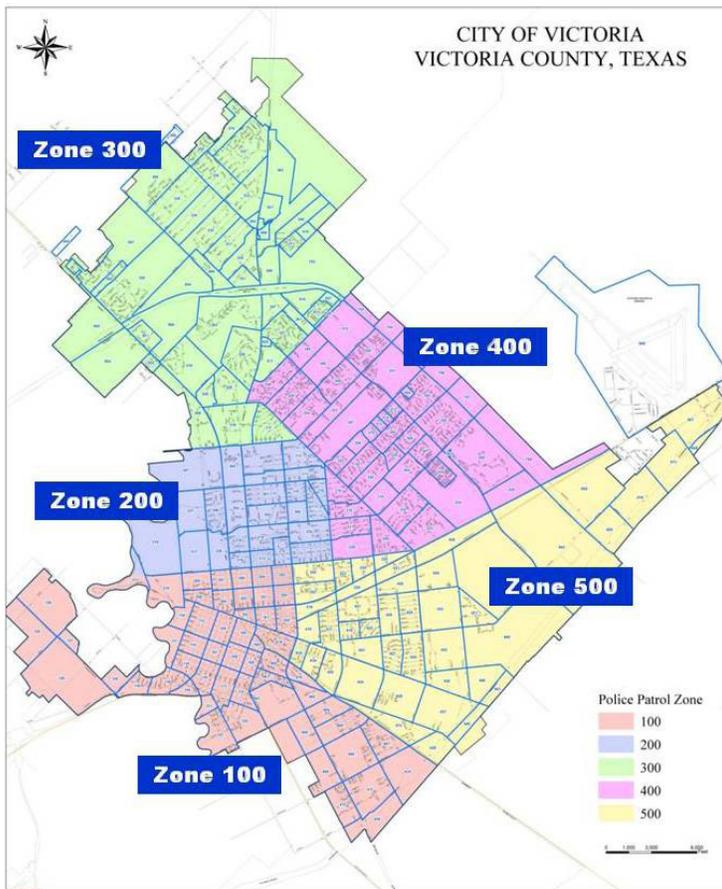
CITIZEN PRIORITY ON PUBLIC SAFETY SERVICES

Through a public survey for the 2015 update of this Comprehensive Plan, "Police/Fire/Ambulance Services" ranked sixth when respondents were asked to rank their top five community priorities from among a list of 18 items.

ongoing tracking of the geographic distribution of calls for service, enables on average a five-to six-minute VPD response time to emergency calls for service. The Department has also maintained a presence at Victoria Mall for crime prevention and auto theft detectives.

VPD had authorized positions for 122 licensed officers (and 37 civilian employees) at the time this Comprehensive Plan was updated in 2015. VPD's Patrol Division, with an authorized

strength of more than 70 personnel, was the largest division. Officers are assigned to one of the five patrol zones and work in 12-hour rotating shifts. This allows officers to become more familiar with and concentrate on smaller areas within the city, which supports the Department's Community Oriented Policing approach that emphasizes partnerships between officers and citizens. This geographic distribution of resources also reduces police response time. Uniformed patrol officers also staff VPD's Traffic Safety Unit, which has



primary responsibility for enforcing state and local traffic regulations. Since an initial federal grant in 1996, VPD has also had officers who are cross-trained as bicycle patrol officers, and City and private support have sustained this function.

Victoria has benefitted from 911 service since 1975, and VPD oversees this function through its 911 Communications division. The division coordinates emergency response for VPD and for the City of Victoria, plus for a larger service area that extends into Victoria County for VFD dispatching duties and includes approximately 90,000 city and non-city residents. The 911 Communications division also answers calls for the Victoria County Sheriff's Office but directly transfers such calls to the Sheriff's Office and does not perform dispatching duties. Emergency operations, when activated, are housed at 205 North Bridge Street, Suite B101 (County Annex).

In its 2014 annual report, VPD reported these statistics:

- Response to 95,587 calls for service.
- Average response time of 5.22 minutes to priority one emergency calls.
- In the most serious category of Class I crimes (murder, rape, robbery, aggravated assault, burglary, theft, and motor vehicle theft), the total number of incidents has decreased from a recent peak of 4,622 in 2009 to 2,697 in 2014 (42 percent decline).
- Likewise, the incidence of Class I crimes per 1,000 residents has decreased from 73.5 per 1,000 in 2009 to 41.4 in 2014, which is even more impressive as this method factors in ongoing population growth in recent years.

Through discussions for the 2015 update of this Comprehensive Plan, VPD leadership reported that a current challenge is the increasing allocation of policing resources to traffic enforcement and collision response. Unlike VFD, VPD responds to calls outside the city only in the most serious cases to lend support, so its primary focus is addressing the symptoms that come with a daytime population that spikes above 100,000 compared to Victoria's own resident population closer to 65,000.

KEY OPPORTUNITIES AND CHALLENGES FOR GROWTH CAPACITY AND INFRASTRUCTURE

Input and discussions for this Comprehensive Plan update, through workshops with City Council and Planning Commission, informal small group sessions, a community-wide public event, interaction with the Comprehensive Plan Advisory Committee, and background discussions with City staff, yielded the following items related to the Growth Capacity and Infrastructure focus area of the plan:

- Implications for municipal services and finances of continued growth and development in unincorporated areas around the city.
- Opportunities to absorb some share of projected growth within existing developed areas.
- Effective capital projects planning to balance the needs of newly-developing areas with older areas of the city.
- Continued support for excellent public safety services, along with various "quality of life" services that City government provides.
- The imperative to ensure a sound long-term water supply for the city.

OTHER INFORMATION SOURCES

Other relevant documents related to Growth Capacity and Infrastructure include:

- 2007 Land Development Study
- Victoria 2025 Comprehensive Plan
- Master Wastewater Plan
- Master Water Plan
- Summary Report for the Development of a Regional Plan for Aquifer Storage and Recovery and Off Channel Storage in the Golden Crescent Region of Texas
- Storm Drainage Master Plan
- Police Department Annual Reports
- Fire Department Annual Reports
- Fire Suppression Rating Study: Sustaining the City of Victoria's ISO Public Protection Classification
- Previous annexation service plans

Pertinent websites include:

- City of Victoria Public Works Department
- City of Victoria Development Services Department
- City of Victoria Fire Department
- City of Victoria Police Department
- City of Victoria Code of Ordinances