

Chapter 11 IMPLEMENTATION

Implementation of the North Camino Ramon Specific Plan will occur over an extended time frame through the coordinated efforts of the City and private property owners. This chapter describes the actions necessary to implement the plan, estimates the costs for individual improvements, identifies potential funding and implementation tools, and sets forth implementation steps.

The North Camino Ramon Specific Plan establishes the framework for enhancing and improving land utilization, attracting desired but currently under-represented retail land uses, adding residential units close to the community's major employment centers, and providing public spaces and amenities to create a strong sense of place that embodies the best of Smart Growth principles to encourage a rich mix of uses and lowered automobile utilization.

Implementation of the plan is expected to occur over an extended time frame as improved economic conditions allow private property owners to capitalize on the opportunities and incentives inherent in the specific plan. The City's intent is to work with property owners to coordinate future development and improvements with the necessary infrastructure, parking, and open space resources to realize the vision of the plan. The success of the revitalization efforts will depend heavily upon this public-private partnership.

REGULATORY CHANGES

This Specific Plan document implements the City's General Plan, and serves as the zoning control document for the North Camino Ramon Specific Plan Area. Following adoption of the specific plan, the City will identify and coordinate any changes to existing City regulatory documents and other plans that may be needed.

The cost of the preparation of the Specific Plan, EIR and supplemental implementation studies will be recovered from applicants for building permits in proportion to the values of the development proposed. The City will continue to develop and monitor the fee as needed.

ADDITIONAL PLANS AND STUDIES

As specific projects are proposed, additional studies and plans may be needed to further coordinate and implement the Specific Plan. Additional studies and plans may include the following:

- **Infrastructure Engineering**

Detailed planning and engineering analysis of the street and other infrastructure improvements identified in the Specific Plan. The analysis will include an evaluation of low impact design techniques for storm drainage.

- **Public Spaces and Amenities**

Detailed planning, design, and operational programming for the parks and public spaces identified in the Specific Plan, including landscaping, site features, hardscape and other programmed amenities as well as a coordinated program for directional signage and public art.

- **Parking Management Planning**

Work with specific plan area property owners and businesses in developing a program for construction and operation of shared parking resources.

- **Transit Center Relocation Planning**

When the need is indicated, pursue discussions with the Contra Costa County Transit Authority (CCCTA) to relocate the existing transit center to the specific plan area, plan the new transit center, and refine bus routes to better serve the plan area's workers, residents and shoppers.

- **Iron Horse Trail Interface Planning**

Engage the East Bay Regional Park District and Contra Costa County in discussions to refine access and interface criteria applicable to properties adjacent to the Iron Horse Trail.

- **Density Pool Program**

Establish the framework and details of the Density Pool implementation mechanism described below under Funding and Implementation Tools.

FINANCING

The implementation of the North Camino Ramon Specific Plan will occur over a twenty-year or longer time frame, and will be strongly influenced by economic and market conditions as individual property owners respond to their unique site opportunities, and initiate detailed plans for new development or improvements to existing properties. Changes in the specific plan area may include shifts in land use on private parcels, parcel aggregation through market forces, dedication of public lands, and a variety of infrastructure improvements.

Most parcels within the specific plan area are currently under private ownership, with existing uses already developed and operating. Plan implementation will include some land use changes and intensification. The specific plan anticipates increasing floor area ratios on most sites, allowing the possibility of residential development on previously designated commercial parcels, and, in some instances, combining smaller parcels into larger developable sites.

In addition to development changes on private parcels that remain private, some portions of private lands will be dedicated for public use as a part of the new enhanced street, public spaces, and parking network. This will necessitate dedicating land to the City, allowing public use of private land areas, land acquisition by the City, or some form of public easement. These improvements will occur over a period of years with some being initiated by the City to stimulate land use changes, some by the private property owners, and some by the City in support of new development. Overall, the implementation and financing program will need to be flexible to respond to the uncertainties of development timing and to capitalize on special opportunities as they arise.

Specific Plan Area Improvements

Significant implementation items include new and modified roadways with integrated sidewalks and landscaping, shared parking resources, and public spaces and amenities. Some items will be implemented and funded by the City through the collection of development and similar fees, some by property owners as a part of their property development, and others jointly.

Implementation items with significant capital costs include the following:

- **Streets**

New streets and improvements to existing streets, as illustrated in Chapter 8, will be phased over time, and in concert with private development activity. The streets shown in red on Figure 11.1 have been identified as the primary specific plan streets. The estimated cost of these streets are summarized in Appendix B, and include related utilities, sidewalks, landscaping, and public spaces. All other streets will be funded by private property owners as a part of future development.

- **Infrastructure Improvements**

Improvements to the water supply, sanitary sewer, and storm drainage systems will be required over time to serve the development within the Plan Area.

- **Public Spaces/Parking**

The City, over time, will work with individual owners of property within Development Area D3 to acquire and/or dedicate land for use in the implementation of the public uses defined in the specific plan for that area: streets, a shared public parking resource, public spaces, and a pedestrian and bicycle link to the Iron Horse Trail.

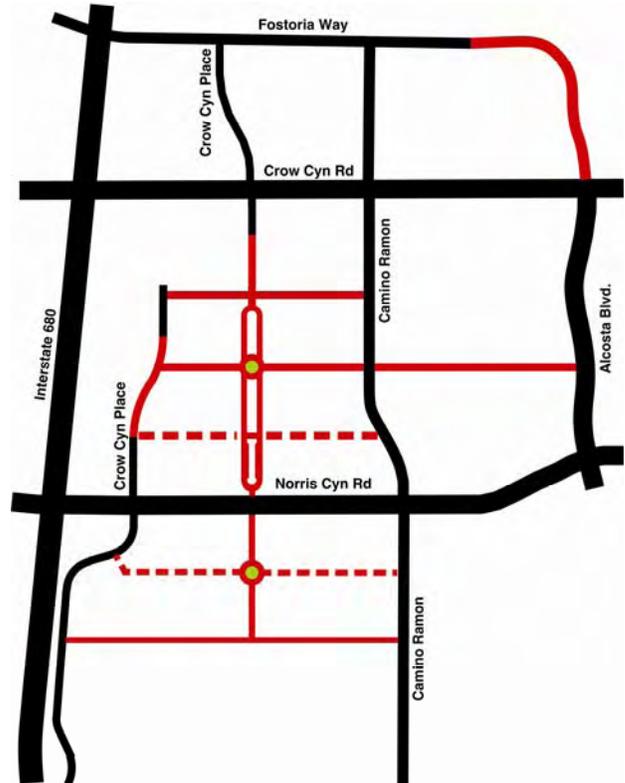


Figure 11.1: Primary Specific Plan Streets (Red Proposed).

Estimated costs for Specific Plan improvements are summarized in Appendix B.

- **Cost of City Services**

It is the intent of the City that new development off-set the cost of providing services such that the financial impact on City services is at a minimum revenue neutral. This can be accomplished by pursuing new or potentially modifying existing revenue sources to ensure proposed projects provide adequate funding to support the proportionate demand for City Services. The determination of adequate funding of services is subject to City approval which can be demonstrated through a combination of revenue generation to the City including, but not limited to taxes, benefit/assessment districts, private facilities/service

providers and where appropriate modifications to tax sharing agreements. At a minimum, the funding level of services is expected to be consistent with the service levels in the surrounding areas and generally consistent with Citywide standards.

Funding and Implementation Tools

A variety of methods and techniques are available to implement the North Camino Ramon Specific Plan. Given the extent of the significant changes that may take place and the scale of benefits to be created, a combination of approaches will likely be required.

The expectation is that specific plan implementation will get underway within a mid- to long-term time frame, when the economy has recovered, and both the City and property owners are in a position to make new investments in the area. Having a variety of programs in place designed to incentivize and fund change will allow flexibility for different owner needs and site conditions.

Potential programs are described below, and their possible application to the concept plan framework is shown in Table 11.1.

Incentives that might be considered to encourage development changes in the specific plan area are outlined below.

- **Density Pool**

The density standards set forth in this plan do not imply that development projects will be approved at the maximum density allowed. Access and circulation issues, as well as site conditions and General Plan policies related to Mixed Use, may limit the development potential of individual parcels. One useful tool in the implementation of the specific plan vision would be the use of a Density Pool. A Density Pool is a means of allowing additional density in exchange for the commitment to provide or assist in funding key features and amenities of public benefit.

Base allowable Floor Area Ratios (FARs) could be set for each property at the maximum allowable under their zoning designation prior to the adoption of the North Camino Ramon Specific Plan. The difference between this base FAR, which ranges from 0.35 to 0.70, and the Maximum FAR of 0.70 for land use designations in this specific plan would be aggregated in a Density Pool of approximately 1.9 million square feet.

Property owners could enter into development agreements with the City to access additional FAR through the Density Pool in exchange for providing elements of the infrastructure and public space framework, additional work force housing, consolidation of smaller parcels, and other items deemed by the City to be of public benefit. The amount of FAR can be tied to a specific benefit, and a sliding scale used based on the estimated degree of benefit. For example, if parcels are aggregated, more FAR could be available in proportion to the size of the final lot, or the value of an infrastructure improvement can relate to the FAR amount.

The details of the program, including floor area ratio policies for projects which do not provide a mix of uses in their development plans, will be refined following adoption of the specific plan.

- **Catalyst Sites**

The City will consider public-private partnerships for the implementation of projects that will assist in demonstrating the specific plan vision and attracting desirable land uses. Potential catalyst sites would be expected to spur growth on other specific plan parcels when they are developed with key plan elements. These sites will require a collaborative effort between the City and individual property owners for implementation to take place. Development Agreements can be used on a case-by-case basis to negotiate concept plan elements and property owner incentives.

- **Park Dedication**

The General Plan establishes the park and recreation goals, while the Subdivision Ordinance specifies the procedures for determining the number of people added by a proposed project and the corresponding Parkland Dedication requirement. In-lieu fees may be considered for Parkland Dedication based on the characteristics of the project and needs of the City.

The Plan Area Public Space realm is envisioned as a combination of public and semipublic spaces and facilities; however, not all spaces will qualify to satisfy the Parkland Dedication requirements. Public Spaces, as a parkland classification, applies only to publicly owned spaces as defined in the General Plan (not street and sidewalk improvements) and are subject to additional Parkland Dedication considerations. General Plan Policy 6.5-I-19, in addition to promoting Public Spaces, contains policy direction stating that the City may allow partial or full Parkland Dedication for these public spaces. The decision to accept Public Spaces (publically owned) as meeting part or all of the Parkland Dedication requirement for a residential project is at the discretion of the City when deemed to be critical for the implementation of the Park and Public Spaces component of the Specific Plan.

Partial Parkland Dedication fee credits may be also be considered for improvement of semipublic Park and Public Spaces that function as public spaces and fulfill a role in meeting the active and passive recreation needs of the community. The primary difference is that Semipublic Park and Public Space amenities will be privately owned and maintained by the property owner(s) or an established benefit or landscape district. The decision to allow partial Parkland Dedication fee credits for these types of spaces is also solely at the discretion of the City when deemed to be critical for the implementation of the Park and Public Spaces component of the Specific Plan.

In the event this option is deemed appropriate and pursued, the granting of a partial Parkland Dedication fee credit for Semipublic Park and Public Spaces shall be subject to an improvement agreement, development agreement or similar instrument outlining the terms of use, ongoing maintenance responsibilities and public access as determined by the City. Parkland Dedication fee credits shall not be used to satisfy requirements for street and right-of-way improvements consistent with typical development practices and right-of-way dedication requirements.

- **Tax Sharing Agreement**

A number of properties within the Specific Plan Area are subject to a tax sharing agreement that relates back to the annexation of the property from Contra Costa County to the City. The City shall consider, and where appropriate, negotiate amendments or secondary tax sharing agreement with the County such that the incremental increase in tax revenues associated with new development can be kept local to help support local services.

- **Fee Credits**

Cities typically collect a series of development impact fees in relation to new construction. Current fees in San Ramon include child care fees, park fees, transportation mitigation fees, and drainage mitigation fees. In exchange for providing benefits that mitigate impacts, credit toward fees could be allowed solely at the City's discretion.

In addition to incentives, additional funding will be needed to finance several Specific Plan elements. Examples of potential public financing mechanisms that may be considered are as follows:

- **Parking Benefit District**

Within a Parking Benefit District, parking spaces are charged an hourly rate, and funds collected can be used directly to finance improvements such as sidewalks, landscaping, and other amenities. In addition, parking benefit districts can serve to address traffic congestion and parking constraints, as parking charges can be set at a rate designed to keep an appropriate proportion of spaces vacant. The Parking Benefit District would allow property owners the option to pay an in-lieu fee for a portion of their required parking requirements instead of providing parking spaces within their proposed project. In-lieu fees can be used to assist in the funding of the public parking structure. Additionally, by providing a centrally located public parking resource, adequate parking can be provided in a more efficient manner, and used to encourage park-once shopping.

- **Community Facilities District/Mello Roos**

A Mello Roos Community Facilities District (CFD) allows local governments to levy special taxes for designated community improvements, including infrastructure and capital facilities. Bonds may be issued secured by the proceeds of the CFD, facilitating project financing. To apply a Mello Roos tax, the area's voters, or affected landowners if fewer than 12 voters are present, must consent to being taxed. Community Facilities Districts are also often used to fund annual maintenance obligations for public improvements.

- **Landscaping and Lighting District**

A Landscaping and Lighting District authorizes assessments within a special district to install, construct, and maintain lighting, landscaping, park and recreational facilities, including graffiti removal. The special district assessment finances notes or bonds. A majority of affected property owners must vote in favor of district formation.

- **Existing City Development Impact Fees**

The City of San Ramon collects several fees on new development to fund improvements required to mitigate its impacts. Transportation mitigation fees include a city-wide fee, two

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Southern Contra Costa (SCC) Fees, and a Tri-Valley fee, the latter two of which are imposed in conjunction with other local jurisdictions. Fees are used to fund roadway improvements listed in the City's Capital Improvement Program, in the SCC fee area development program report, and in the Tri-Valley joint exercise of powers agreement, respectively. To the extent that specific plan area roadways overlap with those that are deemed impacted for purposes of fee collection, these could benefit from the transportation impact fees.

In addition to transportation impact fees, a parkland dedication or in-lieu fee is imposed as a condition for subdivision approval. If a new development in the specific plan area requires a subdivision map, this exaction could be used to provide parks or recreational activities. Other development impact fees include a child care fee, beautification/cultural activities fee, and drainage mitigation fee. San Ramon impact fees are summarized in Table AB.4 Appendix B. As shown, the estimated amount of funding that might be collected based on existing City fees is approximately \$42 million.

Table 11.1 illustrates the potential application of these funding sources to the necessary specific plan area improvements.

| Table 11.1: Implementation Plan Funding Mechanisms | | | | | | |
|---|------------------------------|-----------------------|-------------------|----------------------|----------------|----------------------|
| | Retail Development Incentive | Public Parking/Garage | Parks/Open Spaces | Roadway Improvements | Transit Center | Parcel Consolidation |
| Density Pool | X | X | X | X | | X |
| City Impact Fees | | | X | X | | |
| Community Facilities District (Construct and Maintain) | | X | X | X | | |
| Landscaping/Lighting District (Maintain) | | | X | | | |
| In-lieu Parking Fee | | X | | | | |
| Parking Benefit District | | X | | X | | |
| State and Federal Programs | | X | | X | X | |

Grants and financing programs may also be available to fund certain components of the specific plan implementation:

- **Safe, Accountable, Flexible and Efficient Transportation Equity Act: A Legacy for Users**

This is a Federal program providing funding to transportation projects. The goal of SAFETEA-LU is to address challenges in the areas of safety, efficiency, congestion, intermodal connectivity and protecting the environment. The program was extended through the end of 2010, and if extended further could be a source of transportation moneys.

- **State Transportation Improvement Program**

STIP is a capital improvement program for transportation projects on and off the State highway system. The program uses State transportation funds as well as federal funds apportioned to the State for transportation purposes. Local agencies work through their regional transportation agency to nominate projects for inclusion in the STIP. The California Transportation Commission (CTC) approves projects to be funded.

- **Infrastructure State Revolving Fund**

ISRF provides low cost financing from the California Infrastructure and Economic Development Bank (IBANK) to public agencies for a wide variety of infrastructure projects with loan terms of up to 30 years to be repaid with local tax revenues. Eligible projects include city streets, public spaces and recreational features, and public transit.

- **Statewide Community Infrastructure Program**

SCIP is a financing program that enables developers to pay most impact fees and finance public improvements via tax-exempt bond issuance proceeds. The program can be used to directly prepay impact fees or, alternatively, to reimburse the developer after fee payment.

- **ABAG FOCUS Program**

The Association of Bay Area Governments' FOCUS Program is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. It unites the efforts of four regional agencies into a single program that links land use and transportation by encouraging the development of complete, livable communities in areas served by transit, and promotes conservation of the region's most significant resource lands.

Through FOCUS, regional agencies have been developing programs for technical assistance, planning grants, and capital infrastructure funding to support Priority Development Areas. The North Camino Ramon Specific Plan Area has been designated as a Preliminary Priority Development Area.

- **Infrastructure Funding Legislation (SB 214)**

In addition to the tools discussed above, there has been increased interest in infrastructure financing districts at the State level to potentially aid in the implementation of the Sustainable Communities Strategy (SB 375). The City continues to monitor this legislation and will consider the appropriateness of such districts based on project specific conditions if and when this or subsequent legislation is approved.

PHASING

Implementation phasing will occur over an extended time frame, and will proceed as economic and market conditions improve and encourage the mixed use development patterns set forth in this specific plan. Flexibility will be needed to allow the City the ability to respond and encourage private sector initiatives to implement the plan vision, and to encourage change through timely advanced planning and capital improvements.

Initial phasing steps are anticipated to include the following:

- **Crow Canyon Place Extension**

Attention will be given to the early implementation of a roadway connecting the existing Crow Canyon Place in the northern portion of the Central “D” Blocks to the existing Annabel Lane in the southern portion.

- **Parking Management Plan**

The City will work with property owners to develop a comprehensive plan for a shared public parking resource in Central “D” Blocks D. The plan will also include plans for on-street parking and an in-lieu fee structure to allow lower development project on-site parking costs.

- **Public Parking Resource Implementation**

The City will work with property owners within Development Area D3 to develop those properties over time. Use of the land area for interim surface parking is anticipated with the parking structure proceeding at a time when the level of parking needs justify its construction. Planning studies will include the evaluation of ground floor use to add to the vitality of the specific plan area and assist in off-setting a portion of the garage construction and/or operating costs.

- **Development Area G3**

The vacant portion of the current Toyota parcel offers a special opportunity to provide a catalyst project that demonstrates significant elements of the specific plan vision including transit integration, mixed use development, and a node of commercial activity serving the large employee pool within Bishop Ranch.

- **Development Area C**

The current 4.4 acre San Ramon Valley Unified School District parcels fronting on Crow Canyon Road are underutilized, and offer a unique opportunity for the City to work with the SRVUSD to attract new commercial uses in support of the specific plan vision.

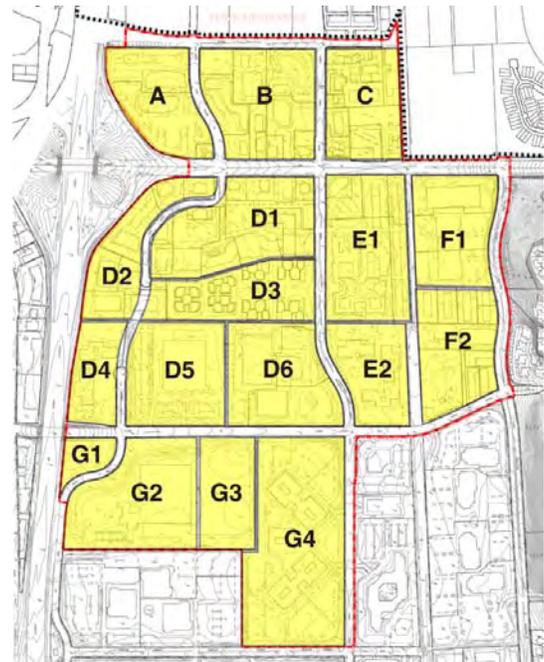


Figure 11.2: Specific Plan Subareas.

IMPLEMENTATION ACTION PLAN

Implementation of the North Camino Ramon Specific Plan will include a combination of public and private sector actions and funding. The implementation actions are organized into the categories below.

1. IDENTIFYING NEEDED PUBLIC IMPROVEMENTS AND FUNDING SOURCES.

- Action Step 1.1:** Refine street and location, design, and cost estimates.
- Action Step 1.2:** Prepare a Streetscape Design Master Plan for the specific plan area.
- Action Step 1.3:** Establish a funding mechanism for streetscape improvements.
- Action Step 1.4:** Identify public improvements that require funding beyond readily identifiable sources (e.g., development approvals, impact fees, and other normal sources), and establish a phasing plan and funding mechanism for their implementation.
- Action Step 1.5:** Work with property owners in the planning area to develop a shared parking program and funding mechanism.
- Action Step 1.6:** Work with the Contra Costa County Transit Authority to plan for the relocation of the existing Transit Center, and changes in service routes.

2. WORKING WITH PROPERTY OWNERS ON NEW DEVELOPMENT PROPOSALS.

- Action Step 2.1:** Refine the Density Pool Program.
- Action Step 2.2:** Utilize development agreements for larger development projects to secure a wider range of public improvements, and to clearly define funding and improvement responsibilities.
- Action Step 2.3:** Investigate the potential and support for a Community Facilities District and/or Landscaping and Lighting District for all or portions of the specific plan area.

3. PROVIDING INCENTIVES THROUGH PUBLIC/PRIVATE PARTNERSHIPS TO ACHIEVE PLAN OBJECTIVES.

- Action Step 3.1:** Consider targeted subsidies for development projects with strong potential as catalyst projects to stimulate additional new development.
- Action Step 3.2:** Establish a Retail Attraction Program to market the area to retailers and retail brokers, and consider the use of incentives to attract quality retail, restaurant, and entertainment uses to the Specific Plan area.
- Action Step 3.3:** Establish an expedited development review process for proposed developments that implement the vision of this Specific Plan.