

SAN YSIDRO COMMUNITY PLANNING GROUP

NOTICE OF SUBCOMMITTEE MEETING

INFRASTRUCTURE & PUBLIC IMPROVEMENTS

Location:

**San Ysidro School District Education Center
4350 Otay Mesa Road (north of Beyer Blvd)
San Ysidro, California 92173**

Friday, June 12, 2015 at 4:00 p.m.

**Contact: Steve Otto (619) 428-7979
City Planner: Sara Osborn: (619) 236-6368**

- 1. Call to Order and Introductions**
- 2. Public Comment on Matters Not on the Agenda**

Comments and inquiries from any person regarding matters which are not on this Agenda. Comments and inquiries must be related to the Group's purposes, described in City Council Policy 600-24. If a large number of people wish to speak on the same item, comment may be limited to a set period of time per item. The Brown Act does not allow any action or vote to be taken on items not properly noticed. Public comment on any item appearing on this agenda is taken at the time the item is heard.
- 3. Docket Items**
 - a. Review **Implementation** Element of April 2015 draft Community Plan
 1. Funding Mechanisms (Section 10.2 & Table 10.1)
 2. Implementation Actions/Schedule (Table 10.4)
 - b. Identify potential "Implementation Actions" not otherwise included in the draft.
 - c. Consider criteria to prioritize the Implementation Actions.
- 4. Overview of "Impact Fee Study (IFS)"* and how it relates to the *Implementation* Element.**

* previously called a *Public Facilities Financing Plan (PFFP)*

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DISCUSSION

The Plan will be implemented through a number of different mechanisms which are outlined in this Element. It describes the necessary actions and key parties responsible for realizing the plan's vision. Implementing these proposals will require the active participation of the city departments and agencies, regional agencies such as SANDAG, and MTS, and the community.

This plan recommends a number of actions for the City and the San Ysidro community to pursue in order to implement the policies and recommendations of this plan for the entire planning area. These actions include, but are not limited to:

- Process zoning changes to implement the Land Use Element.
- Approve and regularly update the Impact Fee Study (IFS) identifying the capital improvements and other projects necessary to accommodate present and future community needs as identified throughout this Plan.
- Implement facilities and other public improvements in accordance with the IFS.
- Pursue grant funding to implement unfunded needs identified in the IFS.
- Pursuing a Specific Plan for the El Pueblito Viejo Village to implement the Village area.
- Apply project design recommendations when properties develop in accordance with the Plan.
- Pursue formation and maintenance of Assessment Districts, Business Improvement Districts and Parking Districts, as appropriate, through the cooperative efforts of property owners and the community in order to construct and maintain improvements.
- Require a Specific Plan for the hillside area.

The implementation strategies that have been identified focus on various Incentive Programs, Financing Mechanisms, and Improvement Priorities that could be considered toward this effort. Table 11-4 (Implementation Schedule) begins to define the actions, responsible parties, and time frames needed to ensure the timely implementation of the plans, policies, and developments envisioned by the Plan. This Table is intended to be continually updated and provides a mechanism to monitor progress and can be used to establish project and funding priorities as part of the City's annual budget process.

10.1 INCENTIVE PROGRAMS

This section identifies various entitlement and development incentives that could be used to encourage and facilitate new development and/or rehabilitation and adaptive reuse of existing structures specifically within the Villages.

- **Land Use Entitlements:** Projects that are consistent with and advance the vision, goals and policies of the Plan and underlying zone will have the opportunity to process land use entitlements either ministerially or as a low level discretionary process. This ultimately allows development to proceed on an accelerated basis that saves property owners, business owners, developers, and builder's valuable time and money.
- **El Pueblito Viejo Village Specific Plan:** The parking supply, configuration, placement, and access are essential to the function and vitality of the Village area. The Specific Plan will identify guidelines and design alternatives to ensure that parking demand is accounted for while minimizing costs and maximizing shared parking opportunities within the Village area. The Specific Plan will generate realistic concepts that consider the parking, infrastructure, economic, and design opportunities and constraints for the Village area to encourage catalyst projects and to stimulate and streamline village development.

10.2 FINANCING MECHANISMS

This section discusses the estimated costs for infrastructure and streetscape improvements for the Village area and various financing mechanisms that could be used to encourage public and private development and investment in the community. **Table 10-1 City of San Diego Financing Methods** describes potential financing strategies that can be pursued by the City of San Diego, their eligible uses, and parameters in which they can be applied. **Table 10-2 Local, State and Federal Financing Methods** describes potential state and federal funding programs, their eligible uses, and parameters for application. **Table 10-3 Developer/Property Owner/User Financing Methods** describes financing programs that can be directly or in partnership with the City applied to developers, property owners, and users in the Village area; eligible uses; and the parameters for their application.

Implementing improvement projects will require varying levels of funding. A variety of funding mechanisms are available depending on the nature of the improvement project:

- Updated impact fees for new development.
- Requiring certain public improvements as part of new development.
- Establishing community benefit districts, such as property-based improvement and maintenance districts for streetscape, lighting, sidewalk improvements, etc.

Table 10-1: City of San Diego Financing Methods

FUNDING MECHANISM	CAPITAL IMPROVEMENT PROGRAM (CIP)	DEFERRAL OR PERMITS/FEEES	COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)/SECTION 108
Description	The CIP is the City's multi-year planning instrument used to facilitate the timing and financing of capital improvements. The CIP identifies the sources of funds available for capital improvement projects.	Deferral of select permits and fees that results in upfront development cost reductions.	<ul style="list-style-type: none"> • Annual grants for use towards economic development, public facilities, and housing rehabilitation. • Section 108 loans provide front-end financing for large-scale community and economic development projects that cannot be financed from annual grants.
Eligible Uses	<ul style="list-style-type: none"> • Lease or purchase of land and rights-of-way • Construction of buildings or facilities • Public infrastructure construction • Purchase of major equipment and vehicles • Studies and plans associated with capital projects • Projects requiring debt obligation and borrowing 	Permit and fee charges payable to the City.	<ul style="list-style-type: none"> • Acquisition and disposition of property • Clearance and demolition • Public facilities and site work • Funds must be targeted to specific areas benefiting low- and moderate-income persons or to eliminate "blight"
Funding Parameters	Additionally, the City can elect to dedicate portions of specific General Fund revenues, e.g., TOT, sales tax, etc. to targeted capital improvements if the City determines that sufficient benefit exists for the assistance.	An application must request fee deferral as part of their project.	<ul style="list-style-type: none"> • Varies, funds are provided by HUD and administered by cities.

Table 10-2: Local, State and Federal Financing Methods

FUNDING MECHANISM	CALIFORNIA INFRASTRUCTURE AND ECONOMIC DEVELOPMENT BANK (I-BANK)	TRANSNET	PROPOSITION 1B
Description	Low cost financing to public agencies for a wide variety of infrastructure projects.	<ul style="list-style-type: none"> • Half-cent sales tax for local transportation projects that has been instrumental in expanding the transportation system, reducing traffic congestion, and bringing critical transit projects to life. Over the next 40 years, TransNet will generate \$14 billion for transportation improvement projects and programs. 	<ul style="list-style-type: none"> • Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006 • Approved in 2006, made available \$20 billion for state and local improvement projects
Eligible Uses	<ul style="list-style-type: none"> • City streets • Educational facilities • Environmental mitigation measures • Parks and recreational facilities • Public transit 	<ul style="list-style-type: none"> • The local half-cent sales tax pays for upgrades to streets, highways, and transit systems, as well as environmental protection. • It is expected to raise \$14 billion for important upgrades – such as adding high occupancy vehicle lanes and transit facilities – to Interstates 5 and 15, and 805, as well as State Route 94. • The TransNet extension also funds local roads, bike and pedestrian paths, smart growth projects, and habitat preservation, as well as new Rapid bus lines and rail service expansion. 	<ul style="list-style-type: none"> • Congestion relief • Improve air quality • Enhance safety and security of transportation systems
Funding Parameters	The infrastructure State Revolving Fund Program offered by the I-Bank offers loans ranging between \$250,000 to \$10,000,000 with eligible repayment sources including General Fund revenues, tax increment revenues, and property assessments.	<ul style="list-style-type: none"> • Each local agency shall biennially develop a five-year list of projects to be funded with revenues made available for local street and road improvements under Section 4(D). • All projects to be funded with revenues made available under must be consistent with the Regional Transportation Plan (RTP). Project priorities or phasing shall also be consistent with the RTP. 	<ul style="list-style-type: none"> • Varies, competitive application process • The program currently contains \$1.5 million in funds available

Table 10-2: Local, State and Federal Financing Methods (continued)

FUNDING MECHANISM	NEW MARKET TAX CREDITS	NEW MARKET TAX CREDITS PROPOSITIONS 42 AND 1A	PROPOSITION 84
Description	<p>The New Markets Tax Credit (NMTC) Program was established in 2000 as part of the Community Renewal Tax Relief Act of 2000. The goal of the program is to spur revitalization efforts of low-income and impoverished communities across the United States and Territories. The NMTC Program provides tax credit incentives to investors for equity investments in certified Community Development Entities, which invest in low-income communities. The credit equals 39% of the investment paid out (5% in each of the first three years, then 6% in the final four years, for a total of 39%) over seven years (more accurately, six years and one day of the seventh year).</p>	<ul style="list-style-type: none"> • Proposition 42 required a portion of sales tax on gasoline be transferred to the Transportation Infrastructure Fund (TIF) Amended by Proposition 1A to limit the State’s ability to suspend transfer of revenues from the TIF during fiscal difficulties. 	<ul style="list-style-type: none"> • Proposition 84 provides funding for a broad range of projects including water quality; Statewide water planning; protection of coastal waters, rivers, lakes, and streams; wildlife conservation; and sustainable communities and climate change.
Eligible Uses	<p>NMTCs are intended to spur the investment of new capital through Qualified Equity Investments (QEIs) in Community Development Entities (CDEs). Each CDE is certified as such by the CDFI Fund and must use substantially all of its QEIs to provide financial support (generally debt or equity financing) called Qualified Low-Income Community Investments (QLICIs) to Qualified Active Low-Income Community Businesses (QALICBs) by public agency.</p>	<ul style="list-style-type: none"> • Congestion relief • Safety enhancements • Local streets repair • Public transportation 	<ul style="list-style-type: none"> • Incentives for the development of local land use plans that are designed to promote water conservation, reduce automobile use and fuel consumption, encourage greater infill and compact development, and revitalize urban and community centers. • Eligible projects include specific plans, infill plans, zoning ordinances, and other implementation instruments and plans needed for successfully meeting AB 32 greenhouse gas emissions reduction and implementing SB 375, while improving community-wide sustainability.

Table 10-2: Local, State and Federal Financing Methods (continued)

FUNDING MECHANISM	NEW MARKET TAX CREDITS	NEW MARKET TAX CREDITS PROPOSITIONS 42 AND 1A	PROPOSITION 84
Funding Parameters	CDEs obtain NMTCs awards by submitting an application describing the business plan under which they will use NMTC financing to generate community benefits. In order to be competitive, CDEs generally agree (1) to use more than 85% of QEI proceeds to make QLICs, (2) to provide NMTC financing under terms and conditions significantly more favorable than those provided by conventional sources and (3) to make QLICs in communities characterized by greater distress than reflected in the NMTC eligibility criteria.	Funds provided directly for local road improvements, as well as for capital projects (highway and transit) selected by Caltrans in the State Transportation Improvement Program.	<ul style="list-style-type: none"> • A total of \$5.38 billion spread over eight broad project areas. One project area is for Sustainable Communities/Climate Change with a \$580 million allocation. • Applications for funding are to be submitted to the Strategic Growth Council, with grants to be issued for projects ranging from \$100,000 to \$1 million.

Table 10-3: Developer/Property Owner/User Financing Methods

FUNDING MECHANISM	LANDSCAPING & LIGHTING DISTRICTS/PARKING DISTRICTS	BUSINESS IMPROVEMENT DISTRICTS (BIDS)	DEVELOPER IMPACT FEES	EXACTIONS
Description	<ul style="list-style-type: none"> • Assessment on properties located within a specific district that benefit from landscaping and/or parking. • Alternatively, collection of parking in-lieu fees on new development in lieu of on-site parking. 	Annual fees paid by business owners and/or property owners to fund activities and programs intended to enhance the business environment in a defined area.	Fees paid by developers to pay all or a portion of the costs of any public facility that benefits their development.	<ul style="list-style-type: none"> • Payments made by developers or property owners in addition to, or in lieu of, development impact fees. • Funds contributed are used to install selected public improvements. • Alternatively, developers are required to construct and deliver specific improvements.

FUNDING MECHANISM	LANDSCAPING & LIGHTING DISTRICTS/PARKING DISTRICTS	BUSINESS IMPROVEMENT DISTRICTS (BIDS)	DEVELOPER IMPACT FEES	EXACTIONS
Eligible Uses	<ul style="list-style-type: none"> Landscaping districts allow for the funding of lights, recreational equipment, landscaping, and/or parking. Parking districts allow for the acquisition, improvement, and operation of shared parking facilities . 	<ul style="list-style-type: none"> Marketing and promotion Security Streetscape improvements Operating and maintenance of public improvements Special events 	Capital facilities or ongoing services, such as: School impact fee, Mitigation fee (police, fire, park), Water meter installation, Sanitation capacity charge, Water system, facility/ backup facility charge.	<ul style="list-style-type: none"> Dedication of right-of-way streets and utilities Provision of open space Parks or landscape improvements Schools and community facilities
Funding Parameters	<p>Funds are typically collected concurrently with property tax bill.</p> <p>Parking in-lieu fees can be based on cost of off-site parking facilities.</p>	<ul style="list-style-type: none"> Once established, annual BID fees are mandatory for businesses/ properties located within the BID boundary. Business-based BID fees are collected with business license fees; property-based BID assessments are collected on property tax bills. 	Fees are paid in the form of a specified amount as a condition to the issuance of building permits, an occupancy permit, or subdivision map approval.	Typically paid or committed as part of the development approval process.

Table 10-3: Developer/Property Owner/User Financing Methods (continued)

FUNDING MECHANISM	DEVELOPER ADVANCES/ REIMBURSEMENT AGREEMENTS	COMMUNITY FACILITIES DISTRICTS (CFDS)	SPECIAL ASSESSMENT DISTRICTS	USER FEES
Description	<ul style="list-style-type: none"> • Advance of funds from developers for use toward backbone infrastructure. • Alternatively, developers construct and deliver specific improvements. • City and developer enter into Reimbursement Agreement. 	<ul style="list-style-type: none"> • A special tax placed against property located within an established district to fund public facilities and services. • Municipal bonds supported by revenues from the special tax are sold by the CFD to provide upfront funding to build improvements or fund services. 	<ul style="list-style-type: none"> • Similar to a CFD but shifts the funding of infrastructure from all taxpayers to only those who benefit specifically from the improvement. • Sets a fixed lien on every parcel within the assessment district. • Municipal bonds supported by special assessments provide upfront funding. 	<p>Fee imposed by a city, utility, or other franchise for services and facilities they provide.</p>
Eligible Uses	Infrastructure	<ul style="list-style-type: none"> • Fund capital facilities including: • Parks, • Schools, • Fire stations • Water and sewer systems • Government facilities • Purchase, construction, and improvement or rehabilitation of real property 	Construction of capital facilities such as roads, water, sewer, and flood control.	<ul style="list-style-type: none"> • Water meter hook-ups • Gas, electric, cable, and telephone hook-ups • Park and recreation facilities

FUNDING MECHANISM	DEVELOPER ADVANCES/ REIMBURSEMENT AGREEMENTS	COMMUNITY FACILITIES DISTRICTS (CFDS)	SPECIAL ASSESSMENT DISTRICTS	USER FEES
Funding Parameters	Typically repaid from Community Facilities District (CFD) bond proceeds, and/or development impact fees collected from future developers.	<ul style="list-style-type: none"> • Requires 2/3 vote of qualified electors in district. If fewer than 12 residents, vote is conducted on current landowners. • Assessment based on allocation formula, not necessarily in proportion to the benefit received. • Requires value to lien ratio of 3:1. 	<ul style="list-style-type: none"> • Typically property owners petition a City to form a district to finance large-scale infrastructure improvements. • Assessments on property owners are determined in proportion to the benefit received. 	<ul style="list-style-type: none"> • Use of user fee revenues are limited to paying for the service for which the fees are collected. • The fee amount may not exceed the cost of providing the service but may include overhead, capital improvements, and debt service.

10.3 PRIORITY PUBLIC IMPROVEMENTS AND FUNDING

Suggested improvements to streets and open spaces described in this plan vary widely in their range and scope— some can be implemented incrementally as scheduled street maintenance occurs, and others will require significant capital funding from city, state, regional, and federal agencies, or are not feasible until significant redevelopment occurs. Grants and other sources of funding should be pursued wherever possible. A list of projects is included in the PFFP and **Table 10-4 Implementation Schedule** lists some of the priority recommendations.

10.4 ACTION ITEMS AND PRIORITIES

This section identifies actions that implement the policies and plans for the Plan. These encompass administrative strategies and physical improvements for mobility, streetscape, infrastructure, and open space. In undertaking these, the City will be making a significant and visible economic commitment to realize the vision of the planning area. They will add value and improve the visual character of the area, thereby laying the foundation for future private sector investment and new development.

The actions are assigned a priority of High, Medium, or Low and an estimated time frame depending on their importance to help affect or achieve the vision. The highest priorities recognize those items that can be implemented relatively quickly and are within the City's control, as well as

those that offer the greatest leverage in stimulating private reinvestment and change. Generally, they fall into three categories:

1. Development and implementation of programs to attract developers and secure funding for area improvements;
2. Amendment of regulatory requirements and procedural processes to facilitate development consistent with the Plan; and
3. Planning for and construction of improvements that provide infrastructure and services sufficient to support planned new development, and improve the quality of place (e.g., pedestrian-oriented streetscape and open space amenities and signage programs).

Actions and priorities are described in **Table 10-4 (Implementation Schedule)**. This is intended to provide a mechanism to establish annual programmatic and budgeting priorities and monitor progress in achieving the Plan's visions. In conjunction with the City's annual budget process, the identified tasks and projects and their priority may be adjusted given funding availability, feasibility of implementation, timing of private development, or as new projects funding opportunities present themselves over time. Detailed mobility improvements are detailed in the Public Facilities and Financing Plan (PFFP).

Table 10-4: Implementation Schedule

NO.	IMPLEMENTATION ACTIONS	POLICY	RESPONSIBLE DEPARTMENTS	PRIORITY	TIME FRAME
STREET IMPROVEMENTS					
1	Improve existing alleys within the El Pueblito Viejo Village area	3.2.8; 3.2.13; 3.4.2	City; Adjacent Property Owners		Long Term
2	Construct a new pedestrian bridge crossing over the Trolley Blue Line at Del Sur Boulevard	3.2.9	City		Long Term
3	Implement a street car or people mover system along East San Ysidro Boulevard to connect the ITC at the border and the Virginia Avenue Intermodal Center with the El Pueblito Viejo Village	3.3.6	City		Long Term
4	Construct a gateway entrance for the Beyer Trolley Station at Cypress Drive that enhance the pedestrian connectivity	3.3.8	City; SANDAG; MTS		Mid Term
5	Construct a direct freeway connection from the Camino de la Plaza bridge to the I-805	3.4.4	City, Caltrans		Long Term
6	Reconfigure the I-5 southbound off-ramp at Via de San Ysidro	3.4.5	City, Caltrans		Long Term
7	Construct a roadway connection from Calle Primera to Camino de la Plaza	3.4.6	City		Long Term
8	Reconfigure the I-805 northbound off-ramp at East San Ysidro Boulevard to be aligned with Center Street.	3.4.18	City, Caltrans		Long Term
9	Construct modern roundabouts	3.4.17	City		Mid Term
TRANSIT					
1	Construct transit infrastructure and service enhancements for San Ysidro including a new ITC at the Border and the Virginia Avenue Intermodal Center	3.3.4; 3.3.10; 3.9.4	SANDAG		Long Term
SIDEWALK AND PEDESTRIAN IMPROVEMENTS					
1	Construction of sidewalk, curb ramps, cross walks, lighting and intersection improvements	3.2.1-4	City; Adjacent Property Owners		Short Term
2	Provide shade-producing street trees and street furnishings concentrating within the Village areas and Transit Stations	3.2.6; 3.9.2	City; Adjacent Property Owners		
3	Construct a street car or people mover system along East San Ysidro Boulevard	3.3.5; 3.9.5	City		Long Term
4	Improve Pedestrian Bridges	4.5.27-29	City		Mid Term

Table 10-4: Implementation Schedule (continued)

NO.	IMPLEMENTATION ACTIONS	POLICY	RESPONSIBLE DEPARTMENTS	PRIORITY	TIME FRAME
BICYCLE IMPROVEMENTS					
1	Improve bicycle and pedestrian facilities	3.4.8-17; 3.5.1; 3.5.2; 3.5.6, 3.9.9	City; MTS; Property Owners		Short Term
2	Continuous bike network	3.5.1; 3.5.3; 3.9.10	City		Short Term
PARKING SUPPLY					
1	Road improvements along Beyer Boulevard, East and West Park, and Hall Street to increase parking supply.	3.4.8-10; 3.4.17	City		Short Term
2	New parking garages to provide spaces for car-sharing.	3.8.1; 3.8.8; 3.9.6; 3.9.11	City; Property Owners		Short Term
WAYFINDING					
1	Construct gateway arch across Via de San Ysidro to welcome visitors into the El Pueblito Viejo Village and San Ysidro	4.11.5	City, Community		Mid Term
2	Construct gateway sign at the intersection of San Ysidro Boulevard and Beyer Boulevard/Camino De La Plaza to welcome visitors into San Ysidro from Mexico	4.11.6	City, Community		Short Term
3	Install secondary gateway signs	4.11.7 - 9	City, Community		Mid Term
4	Provide directional signage to help direct pedestrians, bicyclists, and vehicles to specific attractions.	4.11.10-15	City, Community		Short Term
PARKS IMPROVEMENTS					
1	Design and construct the City-owned sites that are identified in Table 6-1 as population-based parks	7.1.1	City		Med Term

Table 10-4: Implementation Schedule (continued)

NO.	IMPLEMENTATION ACTIONS	POLICY	RESPONSIBLE DEPARTMENTS	PRIORITY	TIME FRAME
2	Acquire other potential population-based parks sites as opportunities arise	7.1.2	City		Long Term
3	Establish joint use of recreational facilities with San Ysidro's school districts, the County of San Diego, Caltrans, MTS, and other public or private entities	7.1.6	City		Short Term
4	Construct a public plaza at the old Fire Station #29 site	7.1.11	City		Short Term
5	Construct a comfort station and lighting for the basketball courts at Howard Lane Neighborhood Park	7.1.12	City		Mid Term
6	Establish a lease agreement with the MTS for the development of a linear park on the south side of Beyer Boulevard	7.1.13	City; MTS		Mid Term
7	Establish an agreement with the County of San Diego for joint use of the County's planned Tijuana River Valley Regional Sports Complex.	7.1.14	City; County		Short Term
8	Establish an agreement with the County of San Diego for joint use of trails within the boundaries of the Tijuana River Valley Regional Park	7.1.15	City; County		Short Term
PUBLIC FACILITIES					
1	Construct a new library	6.1.8-12	City		Short Term
2	Underground overhead wires and utility boxes	6.1.18-20	City; Property Owners		Mid Term

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