

ADOPTED BY BOARD OF SUPERVISORS
ON _____, 1994

DEVELOPMENT PROGRAM REPORT
FOR THE
NORTH RICHMOND AREA OF BENEFIT

PROVIDING FUNDING FOR CONSTRUCTION OF
MAJOR THOROUGHFARE IMPROVEMENTS
IN THE NORTH RICHMOND AREA

PREPARED PURSUANT TO SECTION 913
COUNTY ORDINANCE CODE

CONTRA COSTA COUNTY PUBLIC WORKS AND COMMUNITY DEVELOPMENT DEPARTMENTS

1-11 _____, 1994

**DEVELOPMENT PROGRAM REPORT
FOR THE NORTH RICHMOND AREA OF BENEFIT
PURSUANT TO THE BRIDGE CROSSING AND MAJOR THOROUGHFARES
FEE AREA POLICY**

INTRODUCTION AND PURPOSE

The North Richmond Area of Benefit is a development program to improve the capacity and safety of the arterial road network in the unincorporated area of North Richmond through the establishment of a traffic mitigation fee ordinance. This ordinance applies to the unincorporated areas of North Richmond in Contra Costa County, and is required of all new development. This Development Program Report is required by the Board of Supervisors Policy on Bridge Crossings and Major Thoroughfare Fees (adopted July 17, 1979) which implements Division 913 of the County Ordinance Code and Section 66484 of the State Subdivision Map Act.

One of the objectives of the County General Plan is to relate new development directly to the provision of community facilities necessary to serve that development. In other words, development cannot be allowed to occur unless the infrastructure is in place to serve that development. The North Richmond Area of Benefit is a means of providing funds to construct road improvements to serve potential new residential, commercial and industrial development. Requiring all new development pay a road improvement fee will help ensure that they participate in the cost of improving the road system in the North Richmond Area.

This report will discuss the basis of the traffic mitigation fee which is dependent on many factors. Some of these factors are the estimated total cost of the road improvements to be funded by the Area of Benefit, the method of cost allocation and fee apportionment, and the development potential within the Area of Benefit.

BACKGROUND

The North Richmond Redevelopment Project Area was adopted by the Board of Supervisors on July 14, 1987. The Redevelopment area was formed to try to address several problems in North Richmond, ranging from the presence of hazardous waste on several potentially "developable" sites, competition for economically desirable types of development such as industrial and commercial, and an inadequate road system for current and estimated future traffic volumes. The main goals of the Redevelopment Agency are to facilitate industrial and employment related development, encourage the development of community facilities and assist in housing rehabilitation and new construction. One of the methods to implement the above goals is through the construction of adequate road infrastructure. Formation of the North Richmond Area of Benefit would be an important and urgent tool to improve road infrastructure in the area.

The majority of the existing road system consists of narrow roads with deep roadside drainage ditches adjacent to the roadway. In addition, the existing road network has poor traffic circulation patterns which are compounded during the AM and PM peak travel hours. The completion of the North Richmond Parkway will significantly increase traffic through the area, further straining the existing road system. There is heavy truck traffic on the main road network within the project area. Most of the existing roads are inadequate for this type of use, and truck traffic is only anticipated to increase in future years.

Section 3 of the North Richmond Parkway is entirely within the Area of Benefit limits, from Gertrude Avenue north to Parr Boulevard. It is currently only 2 lanes but will eventually be widened to 4 lanes. Section 4, directly north of the Area of Benefit, extends from Parr Boulevard north to Giant Highway. It is anticipated that Section 4 will not be constructed until 1995. Traffic will use Parr Boulevard and Giant Highway as an interim connector between Sections 3 and 5. These roadways will be improved by others to handle the estimated traffic volumes, but not to their ultimate pavement or R/W widths.

The Richmond Parkway will eventually connect with Interstate 80 near Atlas Road. Highway interchanges may be constructed at Parr Boulevard, Pittsburg Avenue, and Gertrude Avenue. These interchanges will be signalized in the interim, until construction of the interchanges is warranted. The construction of the Parkway will significantly impact the local road network within the North Richmond Area. The proposed road improvement projects are capacity and safety related, and will help to move traffic in the area more efficiently within the Area of Benefit and to and from the Parkway.

The North Richmond Redevelopment area has made a financial commitment to participate in the Area of Benefit to construct the road improvement projects as shown in Exhibit B. The boundaries of the redevelopment area coincide with the North Richmond Area of Benefit boundaries and consist of the unincorporated area of North Richmond. This area is roughly bounded by the city of Richmond to the south, San Pablo to the east and north, and San Pablo Bay to the west. One of the methods to implement the above goals is through the construction of adequate road infrastructure.

A General Plan Amendment (GPA) for the area was approved by the Board of Supervisors on December 19, 1992. The GPA changed the land use designation from predominantly residential and agricultural to light and heavy industrial. The area categorized as light industrial is located north of Wildcat Creek and provides an important buffer between the large residential area to the south and heavy industrial land uses to the north.

AREA OF BENEFIT - LOCATION

Figure 1 shows the general location of the Area of Benefit within Contra Costa County.

AREA OF BENEFIT BOUNDARY

The Area of Benefit boundary coincides with that of the North Richmond Redevelopment Project Area and is shown in Figure 2 and described in Exhibit A. The area is roughly bounded by the City of San Pablo to the north and east and the City of Richmond to the south. San Pablo Bay is directly west.

COMPLIANCE WITH SECTION 66001 (a) OF THE GOVERNMENT CODE

1) PURPOSE OF THE FEE

The purpose of this area of benefit is to generate monies through the adoption of a traffic mitigation fee to ensure a roadway network consistent with current and future transportation needs. By adoption of this fee, the proposed road improvement system will be able to keep pace with new growth.

2) USE OF THE FEES

The fees will be used to generate monies to pay for the road improvements described in Exhibit B.

This proposed Area of Benefit will only finance the minimum interim roadways needed to meet traffic level of service and safety demands. Amenities which do not have a direct effect on capacity, such as raised medians, general lighting, landscaping, extensive longitudinal storm drain systems, curbs and sidewalks, are not included. These necessary improvements are considered as frontage improvements by the Board of Supervisors as such are the responsibility of the owners of the adjacent properties and may be provided through development conditions of approval, or by other future means such as additional fees or assessment districts.

3) RELATIONSHIP BETWEEN USE OF FEES AND TYPE OF DEVELOPMENT PROJECT

The road improvement projects, for which the fees will be used, are necessary for the improvement, safety and the capacity of the road network serving the North Richmond area, as determined by future growth allowed for in the General Plan. The road network is outlined in the General Plan for unincorporated area of North Richmond under the circulation element.

4) RELATIONSHIP BETWEEN NEED FOR ROAD IMPROVEMENTS AND TYPE OF DEVELOPMENT

A PM peak trip generation factor has been associated for each type of development outlined in this program report. These factors are industry standards obtained from the Institute of Transportation Engineers, Trip Generation, 5th Edition. The proposed fee is based on distributing the cost of the Area of Benefit road improvement program to new development in proportion to the number of PM peak hour trips generated by the particular type of development. All new development will be required to pay a fee to fund the needed roadway improvements.

GENERAL PLAN RELATIONSHIP

The basis for the North Richmond Area of Benefit is derived from the features of the County General Plan and its amendments, and subscribes to the policies of the General Plan elements. The General Plan and its various elements are available for review at the Community Development Department, County Administration Building, 651 Pine Street, Martinez, during office hours.

ROAD NETWORK CAPACITY IMPROVEMENT PLAN

The road network capacity improvement program was developed using the Circulation Element, the development potential identified in the County General Plan and a recently adopted General Plan Amendment (GPA) for the North Richmond area. The Board of Supervisors adopted the GPA for the North Richmond area on December 19, 1992. The road improvements will be funded and constructed in conjunction with the development of property within the Area of Benefit. The proposed projects however, are only partially funded by Area of Benefit fees. The Redevelopment Agency has made a financial commitment to participate in the estimated cost of the road improvement projects. The rate of revenue generated within the North Richmond Area of Benefit and Redevelopment Project areas are dependent on the rate of new development and tax revenues from existing development. This affects

the timing of the construction of an Area of Benefit project as it is dependent on the total amount of fees collected less expenditures. If alternate sources of funding are secured, an Area of Benefit project may be constructed with those funds much sooner. These other sources of funding may be State or Federal aid, or local sources such as sales tax, gas tax, tolls etc...

The proposed road plan will help to provide the capacity needed to serve the estimated potential development and future traffic volumes in the North Richmond area. This Area of Benefit will finance only the minimum interim roadways needed to meet traffic level of service and safety demands.

The road capacity improvement programs proposed by the North Richmond Area of Benefit will be reviewed periodically to assess the impacts of changing travel patterns, the rate of estimated potential development, and the adequacy of the estimated road improvement project costs. The North Richmond Area of Benefit will be then updated as needed.

DEVELOPMENT POTENTIAL WITHIN THE AREA OF BENEFIT

The development potential for the Area of Benefit was estimated by the County Community Development Department using the General Plan and other resources. A summary of the potential new residential dwelling units, and commercial and industrial development is shown in Table 1.

Table 1

Summary of Development Potential

<u>Category</u>	<u>Floor Area Or Units</u>	
Single Family Residential	186	Dwelling Units
Multi-Family Residential	117	Dwelling Units
Industrial	2,432,438	Square Feet
Commercial	16,556	Square Feet

ESTIMATED COST OF ROAD NETWORK IMPROVEMENTS

The estimated road improvement costs shown in Appendix B include construction, right of way, engineering, incidentals and contingencies. The cost estimates do not include items which do not have a direct effect on safety or capacity, such as raised medians, general lighting, landscaping, extensive longitudinal storm drain systems, curbs and sidewalks. These necessary improvements are considered frontage improvements by the Board of Supervisors and as such are the responsibility of the owners of the adjacent properties and may be provided through development conditions of approval, or by other future means such as additional fees or assessment districts.

The estimated costs have been reduced for some road improvement projects to account for other sources of funding. This funding includes an estimate of the frontage improvements by parcels which may "develop" and the amount to be contributed from the North Richmond Redevelopment Project area. The estimated project costs have all been increased by approximately 2% to cover the cost of administration. This includes the estimated staff time for fee collection, accounting, and technical support to the community groups and traffic advisory committees. The total estimated cost of

improvements to be funded by the Area of Benefit is approximately \$ 3.8 million dollars. The Redevelopment Project area has committed to contributing approximately \$675,000.

BASIS FOR FEE APPORTIONMENT

The concept of an area of benefit is the equitable distribution of road improvement costs to new development from which future traffic impacts will arise. As traffic impacts are directly related to the total number of vehicles on the road network, we are able to relate development road fees to the number of vehicle trips associated with a particular category of development.

To summarize, the four categories of land use for which a fee will be assessed in the North Richmond Area of Benefit, are single family residential, multiple family residential, industrial and commercial.

The total project cost is divided by the number of p.m. peak hour trips generated by each category. In the residential categories, the cost is equally distributed between all dwelling units. In the industrial and the commercial categories, the cost is distributed on the basis of each square foot of gross floor area.

In the eventuality that development occurs in a land use category different than those above, the fee would be based on the number of PM peak hour trips generated by the particular type of development. A traffic report prepared by a licensed engineer would be required to analyze the project's impact during the peak traffic hours. The project would then be charged the PM peak hour trip rate for the Area of Benefit, multiplied by the number of peak hour trips identified in the traffic report.

The Board of Supervisors' Bridge Crossing and Major Thoroughfares Fee Policy, adopted July 17, 1979, excluded areas designated in the County General Plan as Agricultural Preserve and Open Space. This policy has been interpreted to exclude all properties zoned agricultural because minor subdivisions and lot splits of such properties are often not for the purpose of new construction. Assessing fees on minor subdivisions in Agricultural Preserve and Open Space does not serve the Board of Supervisors' land use policy of preserving these lands. However, new residences on agricultural lands should be required to pay their fair share towards road improvements needed to serve the General Plan. Therefore, fees will not be required of minor subdivisions in Agricultural Preserve or Open Space, but fees will be charged on these lands if a building permit for new construction is applied for.

CALCULATION OF FEES

The costs of the road improvement program have been distributed to the respective land use category in proportion to the number of PM peak hour trips generated by that category.

The fee calculation is shown below in Table 2.

Table 2

North Richmond Area of Benefit Fee Calculation

Land Use	Units or Square Feet	PM Peak Hour Factor	PM Trips	% Trips	Cost Share	Fee
Single Family	186	1.0	186	9.2%	\$352,954	\$1,897.60
Multi-Family	117	0.8	94	4.6%	\$178,375	\$1,524.57
Commercial	16,556	0.0025	42	2.1%	\$79,699	\$4.81
Office	0	0.0016	0	0.0%	\$0	0.00
Industrial	2,432,438	0.0007	1703	84.1%	\$3,231,618	\$1.33
All Others	0	1.0	0	0.0%	\$0	\$0.00
TOTAL			2025	100.0%	\$3,842,646	

RECOMMENDED FEES

The recommended fees for the North Richmond Area of Benefit, resulting from the above calculations, are shown below.

Single Family Residential:	\$ 1900.00 per dwelling unit
Multi-Family Residential:	\$ 1525.00 per dwelling unit
Commercial:	\$ 4.81 per SF of gross floor area
Industrial:	\$ 1.33 per SF of gross floor area
Other:	\$ 1900.00 per PM peak hour trip

REVIEW OF FEES

Project cost estimates will be reviewed January 1 of every year that the North Richmond Area of Benefit is in effect. The fee schedule shall be adjusted annually to account for inflation using the State of California Construction Cost Index as published annually by the California Department of Transportation. At no time will the fee schedule be increased at a rate of more than 5 % per year for inflation.

COLLECTION OF FEES

Fees shall be collected prior to the filing of the final subdivision map, in accordance with Government Codes section 53077.5 and Section 913-4.202 of Title 9 (Subdivisions) of the Contra Costa County Ordinance Code, to assure that funds are available to construct needed road improvements before newly generated traffic exceeds the capacity of the existing facilities. For those properties that have approved tentative maps prior to the adoption of the Area of Benefit, and for developments which do not require filing of subdivision maps, the fee will be collected when the building permit is issued in accordance with Section 913-4.204 of Title 9 (Subdivisions). Fees collected will be deposited in an interest bearing account already established by the Board of Supervisors on October 20, 1992. This trust fund account was set up for the North Richmond area in anticipation of formation of the Area of Benefit.

INTEREST ON FEES

The interest accrued on the fees collected in the North Richmond Area of Benefit, shall continue to accumulate in the trust account and shall be used for purpose of administration, design and construction of the fee area improvements.

IN LIEU DEDICATION

A development may be required to construct a portion of the road improvements identified in Appendix A. In such a case the developer may be eligible to receive credit or reimbursement. The developer should contact the Public Works Department prior to the commencement of construction.

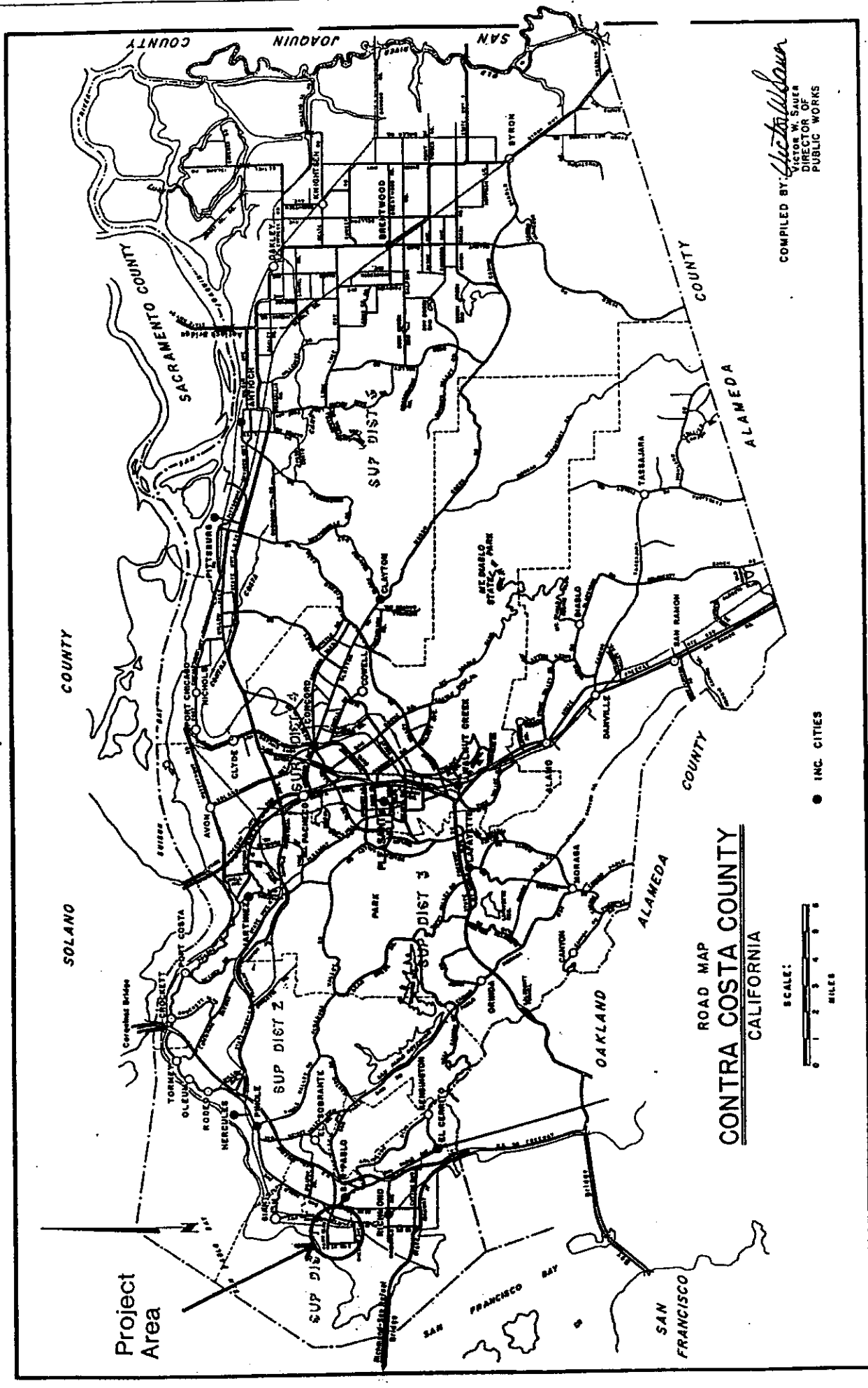
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Attachments

A-59

Figure 1

A-59



COMPILED BY: *Victor W. Sauer*
 VICTOR W. SAUER
 DIRECTOR OF
 PUBLIC WORKS

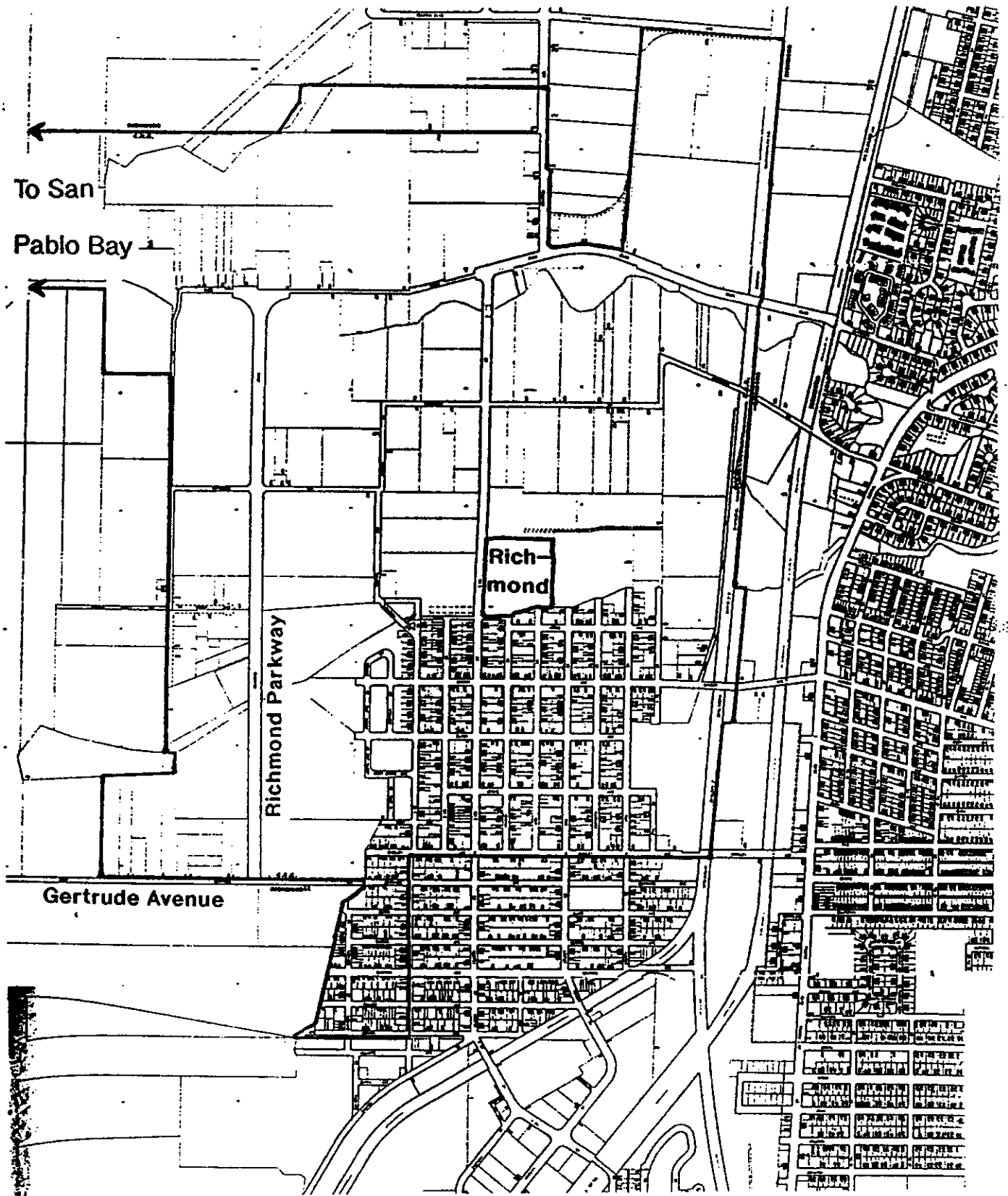
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● INC. CITIES

CONTRA COSTA COUNTY
 ROAD MAP
 CALIFORNIA

Project
 Area

Figure 2



North 60 feet; thence West 3,300 feet to the west line of Section 35; thence West 1,770 feet, more or less, to a point on the boundary of State of California parcel recorded April 30, 1981 as EXHIBIT C in Volume 10304 at page 217; thence along said boundary the following courses: North $12^{\circ} 52' 08''$ West 132.38 feet, North $16^{\circ} 48' 58''$ East 329.01 feet, North $31^{\circ} 01' 19''$ East 94.34 feet, North $76^{\circ} 42' 32''$ East 195.26 feet, South $88^{\circ} 02' 57''$ East 485.64 feet, South $85^{\circ} 41' 40''$ East 910.51 feet, South $89^{\circ} 27' 21''$ East 375.13 feet, North $41^{\circ} 37' 51''$ East 135.88 feet, and North 646.04 feet; thence East 4,370 feet, more or less, to the most western corner of State of California parcel recorded July 18, 1978 in Volume 8928 at page 164; thence along the boundary of said State parcel, North $64^{\circ} 30'$ East 105 feet more or less, North $33^{\circ} 00'$ East 290.4 feet, North 03° East 99 feet, and North $63^{\circ} 30'$ East 58.74 feet, to the north line thereof, being also the south line of Subdivision 5754 filed June 18, 1982 in Map Book 264 at page 36; thence along said south line and its easterly prolongation, South $89^{\circ} 01' 12''$ East 2,007 feet, to the east line of Goodrick Avenue (264 M 36); thence along said east line, South $01^{\circ} 02' 18''$ West 704.96 feet, to the northwest corner of Minor Subdivision 758-84 filed August 24, 1984 in Parcel Map Book 111 at page 30; thence South $84^{\circ} 48' 42''$ East 25.07 feet to the northwest corner of PARCEL D (111 PM 30); thence along the west lines of PARCEL D and PARCEL C (111 PM 30), South $01^{\circ} 02' 18''$ West 618.81 feet, to a tangent curve, concave to the northeast with a radius of 50 feet; thence along the arc of said curve, Southeasterly 90.12 feet, thru a central angle of $103^{\circ} 16' 20''$, to a point of reverse curvature (a radial to said point bears North $12^{\circ} 14' 02''$ West 1,040 feet); thence along the arc of said reverse curve, being also the north line of Parr Boulevard, Easterly 607.91 feet, thru a central angle of $32^{\circ} 29' 28''$, to the southeast corner of PARCEL B (111 PM 30); thence along the east line of PARCEL B, North $05^{\circ} 11' 18''$ East 647.61 feet, to the northeast corner thereof, being also the most southeastern corner of PARCEL A filed January 24, 1973 in Parcel Map Book 26 at page 12; thence along the east line of PARCEL A, North $04^{\circ} 06' 30''$ East 1,071.05 feet, to the southwest corner of PARCEL C filed October 3, 1984 in Parcel Map Book 112 at page-17; thence along the west line of PARCEL C, North $04^{\circ} 06' 30''$ East 203.78 feet, to the northwest corner; thence along the north line of PARCEL C and its easterly prolongation, South $85^{\circ} 53' 30''$ East 1,230 feet, more or less, to the east line of Southern Pacific Railroad 125 feet wide right of way; thence along said east line, Southerly 2,245 feet, more or less, to the north line of Parr Boulevard; thence Southerly 82 feet, more or less, to the south line of Parr Boulevard at its intersection with the east line of Southern Pacific Railroad 100 feet wide right of way; thence along said east line, Southerly 2,300 feet, more or less, to the northwest corner of Southern Pacific Railroad Company parcel 872-7-9E Pcl 15; thence along the boundary thereof the following courses: South $67^{\circ} 15'$ East 23.1 feet, South $48^{\circ} 30'$ East 52.8 feet, South $71^{\circ} 45'$ East 37.6 feet, South $03^{\circ} 45'$ West 609.14 feet, North $86^{\circ} 15'$ West 6.5 feet, South $03^{\circ} 45'$ West 537 feet, and North $89^{\circ} 57'$ West 100 feet, to the east line of Southern Pacific Railroad 100 feet wide right of way; thence along said east line, South $04^{\circ} 06' 10''$ West 630 feet and South $03^{\circ} 45'$ West 507 feet, more or less, to the point of beginning.

Excepting therefrom all of 8.43 acre City of Richmond parcel recorded August 4, 1972 in Volume 6717 at page 145.

EXHIBIT A

Real property in the unincorporated area of North Richmond, California. Document and map references are to records of Contra Costa County.

Beginning at the intersection of the south line of Chesley Avenue (Road No. 25) with the east line of Southern Pacific Railroad right of way, shown on Map of Wall's Second Addition to the City of Richmond filed March 2, 1912 in Map Book 6 at page 140; thence along the south line of Chesley Avenue, South $89^{\circ} 56'$ West 2,588.6 feet, to the centerline of York Street (6 M 140); thence along said centerline, South $00^{\circ} 04'$ East 100 feet, to the easterly prolongation of the north line of Lot 15 (6 M 140); thence along said prolongation and north line, South $89^{\circ} 56'$ West 125 feet, to the northwest corner; thence along the west line of Lot 15 and its southerly prolongation, South $00^{\circ} 04'$ East 125 feet, to the centerline of Gertrude Avenue (6 M 140); thence along said centerline, North $89^{\circ} 56'$ East 125 feet, to the centerline of York Street; thence along the centerline of York Street, South $00^{\circ} 04'$ East 1,310 feet, to the easterly prolongation of the north line of Block 2, Map of the Andrade-Gularte Tract filed in Map Book 7 at page 175; thence along said prolongation, north line, and westerly prolongation, North $89^{\circ} 45'$ West 970.9 feet, to the northwest corner of Block 1 (7 M 175), being a point on the south line of City of Richmond PARCEL THREE recorded April 21, 1978 in Volume 8803 at page 828; thence along the boundary of said City parcel, North $88^{\circ} 51' 40''$ West 5.10 feet and North $12^{\circ} 51' 10''$ East 21 feet, to the southwest corner of Lot 18, Block 237, Wall's Second Addition (6 M 140); thence along the boundary of said Addition, North $11^{\circ} 45' 50''$ East 7.65 feet, North $60^{\circ} 34'$ East 196.92 feet, North $13^{\circ} 02' 10''$ East 1,006.29 feet, North 54° East 224.4 feet, and North $01^{\circ} 45'$ West 98.16 feet, to the north line of Gertrude Avenue; thence along said north line, North $88^{\circ} 54' 41''$ West 2,293.06 feet, to the southwest corner of Chevron U.S.A. Inc. (formerly known as Standard Oil Co. of California) parcel recorded April 26, 1961 in Volume 3854 at page 360; thence along the west line thereof, North 854.07 feet, to the northwest corner; thence along the north line thereof and its easterly prolongation, North $86^{\circ} 25'$ East 620 feet, more or less, to an angle point in the east line of Edward J. Hegarty PARCEL ONE recorded March 26, 1962 in Volume 4083 at page 364; thence along the east line thereof, North $00^{\circ} 01' 24''$ West 171.94 feet, to the south line of Golden State Sanwa Bank parcel recorded June 18, 1985 in Volume 12365 at page 62; thence along said south line, South $89^{\circ} 45'$ West 72.22 feet, to the southwest corner; thence along the west line thereof and its northerly prolongation, North 1,214.4 feet, to the south line of Garden Tract Road granted to Contra Costa County and recorded September 28, 1956 in Volume 2852 at page 423; thence along said south line, West 30 feet, to the southwest corner; thence along the west line of Garden Tract Road, North $00^{\circ} 11'$ East 1,937 feet, to the southeast corner of West Contra Costa Sanitary District parcel recorded July 17, 1953 in Volume 2162 at page 82; thence along the boundary thereof, West 580.70 feet and North 733 feet, to the south line of Section 35, Township 2 North, Range 5 West, Mount Diablo Base and Meridian; thence

EXHIBIT B

North Richmond Area of Benefit

List of Proposed Projects

Proj. No.	Project	Project Description
1.	Parr Blvd	Widen road to provide a middle turning lane & 8' shoulders (56/76) from Richmond Parkway, east to AT&SF RR tracks
2.	Brookside Drive	Widen roadway to 32' interim pavement width; acquire ult. R/W of 68' at some locations; Ultimate road and R/W widths = (48/68)
3.	Pittsburg Ave/Extension	Widen existing road to 32' interim pavement width & extend easterly to Third St. along property lines; Ultimate road and R/W widths = (48/68)
4.	Third St Realignment	Widen existing road to 48' & realign road to either (a) meet Parr Blvd @ Goodrick (bridge over San Pablo Ck); or (b) intersect Goodrick north of Parr; Ultimate R/W = 68'