

A. Introduction

The Downtown Transit Oriented Development (TOD) Specific Plan identifies a number of public infrastructure improvements, including pedestrian linkages, streetscape and circulation elements that are critical to achieving the vision of Downtown becoming an attractive center that attracts residents and visitors not only from within Baldwin Park, but also throughout the region. In order to improve the City's fiscal position, the Downtown revitalization strategy seeks to leverage existing assets to promote pedestrian traffic and downtown development, and balance public and private investments critical to the successful transition of the Downtown. Successful revitalization of Downtown relies on a combination of economic development strategies and land use regulations that will transform this area into a thriving mixed-use urban village.

The implementation measures identified in this chapter are intended to guide City staff, property owners, developers and decision-makers to ensure that an adequate infrastructure system is in place for future development and to enhance the long-term fiscal and financial viability of the area.

B. Implementation Strategy

Typical of many older downtown areas, Downtown Baldwin Park has a diversity of parcel sizes and ownerships with relatively little vacant land or open space available. Much of the revitalization in the Downtown will require some land assemblage, and on sites with multiple private owners, redevelopment tends to be more long-term (10+ years). In the short-term (0-5 years) to mid-term (5-10 years), however, there is significant opportunity for infill development on several key City-owned and/or Successor Agency-owned parcels. These sites also offer the potential for public-private partnerships to generate new development.

Though the responsibility of much of the development in the Specific Plan will fall to the private sector, there are a number of public improvements identified as well. All of the improvements contribute to the long-term vision for Downtown Baldwin Park. Because market factors and implementation logistics make it impossible to implement all of the proposed improvements at once, early resources and actions must be directed towards actions that will make the most tangible difference and spur private investment.

It is anticipated that initial public investment will be focused on the proposed civic park. The City has prioritized this project and conceptual design of the park has already occurred. This public investment can be used to leverage improvements of existing business adjacent to the park. Simultaneous with the civic park development, improvements to Ramona Boulevard will greatly improve pedestrian mobility in the Downtown, enhancing the value which a potential future developer assigns to the area.

1. Infrastructure Financing

An infrastructure financing plan is designed to ensure that an adequate infrastructure system is in place for future development in the Downtown area and accomplishes the following:

- Establishes capital costs and requires new development to contribute its fair share of the cost of on- and off-site public infrastructure through development impact fees.
- Establishes operations and maintenance costs and ensures that new development covers the operations and maintenance costs, either through locally generated public revenues or through the application of various financing techniques to cover any ongoing deficits when other public revenues are not sufficient. This may include various combinations of techniques, such as landscape and lighting districts, Mello-Roos CFD special taxes, and a property-based business improvement district.
- Considers innovative financing mechanisms, including, but not limited to, establishing Community Facilities Districts (CFDs), Special Assessment Districts, Development Impact Fees and inclusion of the Specific Plan infrastructure improvements in the City's Capital Improvement Program (CIP) to fund necessary public facilities and infrastructure.
- Considers available State, Federal and regional funding sources to finance infrastructure costs.
- Once demand for more parking develops, considers the creation of a Parking District. A parking district plan should balance the development goals of the Specific Plan area with the city's ability to increase its fiscal position.

The first step of implementation for the City should be to develop an infrastructure financing plan, as outlined above. Implementation of a financing plan ensures that new development will construct facilities to meet the service level specifications identified in the Downtown, and that new development pays for its fair share of the public infrastructure and other public facilities required to serve the Specific Plan area, as well as for ongoing operations and maintenance.

Since individual areas of the Specific Plan may develop at different times, and it is anticipated that the infrastructure and available funding sources will change as development occurs, the financing plan will need to be updated periodically as modifications to financing programs, land uses, and cost estimates for infrastructure and public facilities occur. Changes in the financing plan should be re-evaluated within the context of the overall financing strategy to ensure required funding is available when needed. The costs and funding sources will also need to be adjusted periodically to reflect inflation costs over time. In summary, possible changes to the financing plan include: 1) new or revised infrastructure projects; 2) new cost information based on actual construction costs or updated engineering estimates; 3) changes to operations and maintenance costs; 4) new funding source data; and 5) inflationary adjustments to cost data.

2. Implementation Strategy Steps

The following steps, as summarized in Table 8-1, are specified to facilitate the orderly development of the Downtown:

a) Administrative

- Form a committee of City, property and business owners, and development representatives.
- Initiate a petition to prepare a property-based Business Improvement District (BID), which is a powerful public-private partnership tool that allows for a tax or fee self-assessment on property within a defined area. Revenues from the property assessment can finance a wide range of services within the area, including construction and maintenance of streetscape improvement and pedestrian linkages, façade improvements, security, marketing, and special events. Some of these services would likely need additional funding support through grants and other sources.
- Identify the responsible agency or entity for each infrastructure or service category.
- Prepare a set of performance indicators to monitor ongoing fiscal health of Downtown developments.

b) Infrastructure Financing

- Prepare and finalize the cost estimates of the infrastructure to be paid by development.

Table 8-1: Economic Implementation Plan for the Downtown TOD Specific Plan

Program/Action	Lead Responsibility	Phasing (short-, mid- long-term)	Potential Funding Sources
Public Infrastructure			
Civic Plaza	City	short-term	Grant and CIP
Street Improvements/Markings/Signals	City	short-term	Dev. Impact Fees
Underground Fiber Optic Cables	Franchisee	short-term	Assessment
Operations and Maintenance			
Landscaping and beautification	City	ongoing	Assessment
Street Improvements/Markings/Signals	City	ongoing	Road Fund
Streets and Roads	City	ongoing	Road Fund
City-Owned Parking Structure			
Parking Garage Construction	City	long-term	Dev. Impact Fees; Parking Revenues & Assessments; BID & City Contribution
Parking Garage Maintenance	City	long-term	
Parking Management Plan	City	long-term	
Land Assembly			
Fee or other incentives	City	mid-term	Private Land Owners/Developers
Business Improvement District			
Setting up a Property-BID	Property Owners	short-term	Assessments
Administration	Property Owners	short-term	Assessments
Marketing Plan	Property Owners	short-term	Assessments
Establishing Role of BID	Property Owners	short-term	Assessments

Note: Potential development impact fees, assessments and/or City contributions will be established during the implementation phases subject to public, business and property owner input and voting procedures.

- Prepare engineer's report that establishes the approved spread of infrastructure costs among approved land uses for development impact fees.
- Identify revenues from existing development impact fees already established, including storm drain and traffic congestion relief fees, parkland dedication fees, and in-lieu public art fees.
- Establish transportation development impact fee:
 - Identify any revenues from regional or sub-regional transportation fee programs already established;
 - Spread the net transportation costs on a trip related methodology;
 - Estimate the fair share amount by land use;
 - Adopt a development impact fee (DIF) schedule to be implemented.
- Establish landscaping and lighting assessments:
 - In order to allow for the timely provision of landscape and lighting improvements, identify the appropriate financing mechanism, such as a landscape and lighting district (LMD) assessment;
 - Establish the LMD with a majority landowners vote over the properties with the Specific Plan area;
 - As facilities are required, use LMD bonding authority to provide for landscape and lighting infrastructure financing;
 - Provide for reimbursement program to developer from future DIFs if developer finances facilities beyond their fair share.
- For other facilities that serve the entire Specific Plan area, such as undergrounding fiber optic cable for TV:
 - Establish an assessment that will spread the costs on a fair share basis to the respective properties;
 - Provide for reimbursement program to developer from future DIFs if developer finances facilities beyond their fair share;
 - For properties that benefit from improvements beyond the Specific Plan boundaries, such as landscaping and road improvements, allocate their fair share to these properties.

c) Land Assembly Incentives

- Provide for development fee incentives, or other incentives, that encourage private landowners to work cooperatively in assembling smaller parcels of contiguous land into larger, more efficiently developable land. The ownership pattern may provide opportunities for multiple property owners to share ideas and information, thereby potentially reducing individual cost and effort. There are also potential benefits in joint development and/or developing complementary projects.

d) Parking Management Plan

- Develop a parking management plan that will facilitate the development and maintenance of parking facilities over time using a variety of funding sources, including: development impact fees; assessments; parking revenue; and public contributions.

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- Update the inventory of existing parking spaces at the time of development of the parking management plan.
 - As parking demand necessitates, convert the City-owned public parking lot on Laurens Avenue into structured parking to serve Downtown in a central location.

e) Maintain Fiscal Balance

- Develop fiscal performance indicators that can be easily tracked over time.
- If annual recurring fiscal balance is sufficient, consider using some of the net surplus to leverage private sector investment in Downtown.
- Encourage public-public and public-private partnerships, particularly on parcels where the City and/or Successor Agency owns the land and on excess right-of-way.

f) Marketing/Branding Downtown

- In cooperation with the Baldwin Park Business Association, business improvement district (if established), and other stakeholders, develop marketing program for the Downtown.
- Hire branding consultant to assist in a branding/marketing program for Downtown.