



# City of Gonzales

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AGENDA  
ITEM

11

## PLANNING DEPARTMENT

### STAFF REPORT

**TO:** Honorable Mayor Worthy and City Council/Agency Members

**DATE:** September 2, 2008

**FROM:** Director of Planning and Economic Development

**THROUGH:** City Manager

**SUBJECT:** Adopt Draft Resolution No. 2008-68 "A Resolution of the City Council of the City of Gonzales Adopting the City of Gonzales Specific Plan Procedures"

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**RECOMMENDATION:** It is recommended that the City Council:

- Receive the staff report;
- Open the public hearing;
- Close the public hearing;
- Adopt Draft Resolution No. 2008-68 "A Resolution of the City Council of the City of Gonzales Adopting the City of Gonzales Specific Plan Procedures"

**BACKGROUND:** The City Council has authorized City acceptance of specific plans applying to property within the area of the Update of the 1996 Gonzales General Plan while the Update is being prepared. The Council's conceptual approval of the text revisions to the Community Character Element and adoption of the Neighborhood Design Guidelines were necessary steps to provide policy guidance to the preparation of specific plans during the Update time period. The third item that is needed is a set of procedures for the content, submittal, processing and review of specific plans.

The attached document the entitled "City of Gonzales Specific Plan Procedures" establishes the necessary operational guide to inform property owners and applicants of City requirements and to assist City staff in reviewing and processing submittals. It is recommended that the document be adopted by the Council by resolution in order to confer appropriate authority to the requirements.

## REVIEW AND ANALYSIS:

During the preparation of the attached Procedures staff and our consultants have reviewed state law concerning the content and adoption of specific plans, and have studied several similar procedural guidelines used by other cities. We have also looked at other specific plans, including the preliminary document submitted by Wellington Corporation to the City some time ago and the Miravale II Specific Plan currently under review in Soledad. These plans are similar in content and depth and illustrate that the development industry is now supportive of much more comprehensive planning than was common not so long ago. Staff believes that the Procedures presented here are appropriate in scope and consistent with contemporary municipal planning practice.

There are a few general aspects of specific plans and the process upon which the City may be about to embark that we would like to emphasize:

- Specific plans are legislative documents, adopted by the City Council pursuant to the general plan. Ordinances are also usually required to implement specific plans – usually major amendments to the zoning ordinance. Specific plans are public documents, adopted solely at the discretion of the City Council.
- In larger communities with a diversity of property owners in a study area, specific plans are usually initiated and prepared by a city or county in the same manner as a general plan update. In circumstances such as Gonzales, where a few landowners control all of the future development area, the specific plans will be initiated by the property owners/developers. Property owners/developers naturally tend to think of specific plans as akin to entitlements such as subdivision maps, use permits and similar approvals that lead to project construction. This is to some extent true. But the City should continually keep in mind that specific plans – even though prepared and submitted by private interests, are first and foremost public documents. They represent how the City intends to implement its General Plan – and thus is a direct extension of the General Plan. They represent very substantial commitments, not just by the property owners, but also by the City about future growth and all the obligations that go with it. It is the City's right and responsibility to cause specific plans to be modified to any extent necessary to conform to the General Plan maps and policies and to other city standards and to what the City sees as good practice.
- Once specific plans are adopted by the City Council, there are reasonable expectations by the property owners that subsequent applications for development entitlements that are consistent with an adopted specific plan will be granted by the City. Residential subdivision maps can be fast-tracked with limited or no further environmental review. The City needs to pay careful attention to what it approves in specific plans - they are intended to be implemented.

The attached Procedures place emphasis on the land use map part of the specific plan process, by providing for early review of the proposed arrangement of land uses by the Planning Commission and City Council in a workshop format. Of concern is where major features of large specific plan areas will be located – such as public parks, schools, water features and drainage facilities, commercial areas and the like – and the layout of the road

system. This review will take place during the first phase of submitting the administrative draft of the specific plan and is intended to avoid the property owner/applicant from wasting time and resources on land use arrangements that do not have the support of the City.

The City does not currently have zoning ordinance provisions for specific plans. Some parts of the Procedures provided here should probably also be located in the zoning ordinance. Our intention is to proceed with the Procedures in their current form, and to begin work on an amendment to the zoning ordinance over the next few months to provide a chapter addressing specific plan procedures related to the zoning ordinance. This is not something that should affect the design or substance of what any landowner or applicant submits before the zoning provisions are adopted.

How Recommendation Supports the Vision

*Gonzales will continue to be a safe, clean, family-friendly community, diverse in its heritage, and committed to working collaboratively to preserve and retain its small town charm.*

Explain: The Specific Plan Procedures will enable the City to maintain a good level of control over the planning for development of major new areas. This will allow the City Council to ensure that future development is harmonious with the small town charm now enjoyed, while at the same time providing for amenities that will support families, public safety and other Council values.

Explain how the Recommendation Directly Implements the Mission

*The City Council and Staff of the City of Gonzales will realize our Vision by providing the leadership, commitment and resources necessary to provide excellent services that enhance the quality of life of our diverse community. X Yes \_\_\_ No*

Explain: The Specific Plan Procedures, in conjunction with the overall Gonzales General Plan Update afford the Council and City staff to take a leadership role in planning for the future of the community and to ensure that the physical features are built into future development that are necessary to maintain an improve the quality of life for residents.

*City services will be delivered in a cost-effective, respectful and friendly manner to insure the safety and well being of the residents and the promotion of business, recreational, housing and employment opportunities in an environmentally sustainable manner. X Yes \_\_\_ No*

Explain: The Specific Plan Procedures contain numerous provisions related to physical planning for residential, commercial, and recreational areas

*Strong fiscal policies allow us to provide appropriate infrastructure for:*

- *Public Safety*            X Yes \_\_\_ No \_\_\_
- *Housing*                 X Yes \_\_\_ No \_\_\_
- *Recreation*             X Yes \_\_\_ No \_\_\_

- *Environment*                      X   Yes       No
- *Education*                        X   Yes       No

Explain: The Specific Plan Procedures require detailed infrastructure improvement plans, capital facility financing, and fiscal analysis and plans and programs to ensure that public services can be maintained following development.

**BUDGET IMPACT:** No direct impact, because property owners/developers submitting specific plans to the City will be required to pay for the costs of City review and processing.

**ALTERNATIVES:**

- Do not adopt the Procedures and proceed with processing on individual specific plan applications on a case by case basis. This is not recommended because it may be more time consuming for all concerned due to confusion about content and expectations, and could result in widely differing plans coming from different sources. There is value to the City is a reasonable degree of consistency.
- Modify the attached Procedures as deemed appropriate by the City Council. In this case the Council should provide direction to staff and the matter can be continued to another meeting for final approval.

**CONCLUSION:** The proposed Specific Plan Procedures have been prepared by reviewing a number of similar documents used in other communities. The Procedures are reasonably balanced and should be useful for their intended purpose. Adoption will enable interested parties to begin to work on specific plans for submittal to the City in the months ahead.

**Attachments:**

City of Gonzales Specific Plan Procedures



**RESOLUTION NO. 2008-68**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GONZALES  
ADOPTING THE CITY OF GONZALES SPECIFIC PLAN PROCEDURES**

**WHEREAS**, the City of Gonzales is currently working towards completion of the 1996 Gonzales General Plan Update; and

**WHEREAS**, property owners and land developers within the area being studied for inclusion within the General Plan Update have indicated a desire to prepare and submit specific plans for City review and possible incorporation into the updated General Plan during the time that the Update is in progress, and the City Council has consented to this process; and

**WHEREAS**, the City Council recognizes the need for the City to provide supervision and guidance to the process of preparing and processing specific plans and has authorized City staff to prepare procedures and guidelines as appropriate; and

**WHEREAS**, on September 2, 2008 the City Council received the oral and written staff report and draft City of Gonzales Specific Plan Procedures and accepted public testimony thereon; and

**WHEREAS**, the City Council has determined that the draft Specific Plan Procedures dated September 2, 2008 are adequate for their intended purpose and are consistent with state law governing the purposes, content and adoption of specific plans and are appropriate for adoption and use by the City.

**NOW THEREFORE, BE IT HEREBY RESOLVED**, by the City Council of the City of Gonzales that the City of Gonzales Specific Plan Procedures dated September 2, 2008 and on file at the City of Gonzales offices, are hereby approved and adopted and shall apply and govern the preparation, content and processing of specific plans prepared by the City of Gonzales, or submitted to the City for review by private interests.

**BE IT FURTHER RESOLVED**, that the City Manager is authorized to administratively make periodic technical and editing adjustments to the Procedures that in his opinion are necessary to correct minor errors, maintain internal consistency or to reflect minor changes in state laws or contemporary practice concerning specific plans.

**PASSED AND ADOPTED** by the City Council of the City of Gonzales at a regular meeting duly held on the 2<sup>nd</sup> day of September 2008 by the following vote:

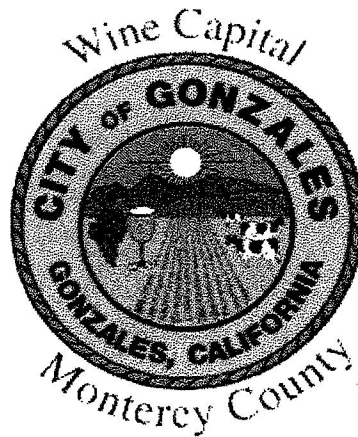
**AYES:** COUNCIL MEMBERS:  
**NOES:** COUNCIL MEMBERS:  
**ABSENT:** COUNCIL MEMBERS:  
**ABSTAIN:** COUNCIL MEMBERS:

**George A. Worthy, The Honorable Mayor**

**ATTEST:**

**René L. Mendez, City Clerk**

# **City of Gonzales Specific Plan Procedures**



**September, 2008**

**Specific Plan Procedures  
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## **INTRODUCTION**

### **A. PURPOSE**

To outline the process and requirements for the initiation, preparation, review, adoption and implementation of Specific Plans within the City of Gonzales.

- Part I - the review process for Specific Plans from submittal to approval.
- Part II - content and organization of a Specific Plan.
- Part III - documents required to facilitate development of the Specific Plan.

### **B. BACKGROUND**

The Specific Plan process is governed by state law (California Government Code section 65450, et seq.). Key provisions of specific plan law are as follows:

A specific plan shall include a text and a diagram or diagrams which specify all of the following in detail:

(1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.

(2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.

(3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.

(4) A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).

(b) The specific plan shall include a statement of the relationship of the specific plan to the general plan.

65452. The specific plan may address any other subjects which in the judgment of the planning agency are necessary or desirable for implementation of the general plan.

65453. (a) A specific plan shall be prepared, adopted, and amended in the same manner as a general plan, except that a specific plan may be adopted by resolution or by ordinance and may be amended as often as deemed necessary by the legislative body.

(b) A specific plan may be repealed in the same manner as it is required to be amended.

65454. No specific plan may be adopted or amended unless the proposed plan or amendment is consistent with the general plan.

65455. No local public works project may be approved, no tentative map or parcel map for which a tentative map was not required may be approved, and no zoning ordinance may be adopted or amended within an area covered by a specific plan unless it is consistent with the adopted specific plan.

### **C. INTENT**

#### **1. The Requirement for Specific Plans**

The Specific Plan is utilized to implement the goals and policies of the Gonzales General Plan. Specific Plans are required for all future growth areas within the areas added to the City's planning area as part of the 2010 Gonzales General Plan (General Plan). Generally, adoption of Specific Plans will precede other entitlements, as discussed further in the Specific Plan Procedures contained in Part 1 of these Guidelines.

#### **2. Fiscal Soundness**

Through the Specific Plan process the City intends to ensure that private development and public improvements will proceed in accordance with use, design, and phasing provisions of the General Plan and the applicable Specific Plan, and that financing for improvements and services is in place as development proceeds. The City will require appropriate levels of fiscal analysis within Specific Plans to ensure that after all public improvements are completed, that a sufficient stream of revenue will result from property taxes, sales taxes, assessment districts, and other mechanisms to pay for the costs of normal City services without subsidy from the broader community and without a reduction in service levels for existing residents.

#### **3. Collaborative Process and Responsibility for City Costs**

The preparation of Specific Plans is intended to be a collaborative effort on the part of the property owners and the City. Input shall also be obtained through the public process from community members, property owners and public agencies where appropriate. Property owners may prepare the Specific Plan, subject to City oversight, or the City may prepare the Specific Plan. In either case, the City must adopt and administer it. Specific Plans, regardless of how they are prepared, become City policy once they are adopted.

The Specific Plan process is complex and requires a substantial commitment of time and money. Funding may be provided from private funds (usually property owners), City funds or a combination of each. When Specific Plans are initiated by property owners, the property owners will be responsible for the full costs of preparation, and required review, processing and adoption by the City.

Specific Plan proponents will be required to fund all City costs through entering a reimbursement agreement with the City at the time of application submittal. The City will establish the amount of the initial deposit for the reimbursement agreement. Periodic supplements to the amount on deposit may be required of the applicants to cover all City staff costs including City Attorney and City Engineer costs, consultant costs, costs for preparing documentation for compliance with the California Quality Act, and other expenses related to the preparation and adoption of Specific Plans.

#### **4. Review of Specific Plan During the 1996 Gonzales General Plan Update**

Specific Plan applications may be submitted while the City's process of updating the 1996 General Plan is in progress. The City will undertake simultaneous review of a Specific Plan concurrently with the General Plan update to the extent feasible, provided that applicants understand that this process does not obligate the City to favorably consider or approve any particular specific plan.

The City's priority effort while the update of the 1996 General Plan is in progress is to complete the update. Thus, where staff time or financial resources are limited, work shall be directed first to completing the update, and then to review and processing of any specific plans that may be submitted during this period. At the applicant's request, the City may contract with consultants or retain temporary staff to assist in review and processing of Specific Plans.

The City retains all its discretionary powers under state law to approve, deny or modify any Specific Plan. The City will determine the timing and phasing of any applications to the Local Agency Formation Commission (LAFCO) for amendment to the City's Sphere of Influence and/or annexations that include all or parts of any territory considered in a Specific Plan.

Specific plans submitted during the 1996 Gonzales General Plan update process should be consistent with both existing and proposed 2010 Gonzales General Plan policies, and the City will provide appropriate advice and guidance. Where existing and proposed General Plan policies conflict, the Specific Plans shall conform to proposed policies contained in draft versions of the 2010 Gonzales General Plan. No specific plan, however, may be approved prior to adoption of the 2010 Gonzales General Plan, and the City will determine the timing and process for concurrent review of Specific Plan applications.

In the case of any Specific Plan proposed during the 1996 Gonzales General Plan Update process, the City will determine the timing of CEQA review, and how best to relate the CEQA review for the Specific Plan to that of the General Plan.

## **5. Development Entitlements within Specific Plan Areas**

Specific Plans shall be adopted by the City prior to City acceptance and processing of applications for development entitlements within the proposed Specific Plan area including parcel or subdivision maps, conditional use permits, or development agreements.

### **PART I SPECIFIC PLAN PROCESS**

#### **A. PROCESS FOR SUBMITTAL, REVIEW AND ADOPTION OF SPECIFIC PLANS**

##### **1. Initial Consultation**

Early communication is encouraged between applicant and City staff to discuss the applicant's intentions, issues and concerns to be addressed in the Specific Plan, generally identify the required components of the Specific Plan (Part II of these Guidelines), and establish the funding for review and processing of the proposed Plan. The initial consultation process may continue over a series of meetings if requested by the City or applicant to provide for sufficient discussion.

##### **2. Administrative Draft Specific Plan/Two Phase Submittal**

The process of application review will commence with submittal of an Administrative Draft Specific Plan, supporting information and studies, application forms and reimbursement agreement and fee deposit.

Although the complete submittal will require all of the information and parts described in Part II of these procedures. However, the Specific Plan submittal should be provided to the City in two parts.

The first part of the Administrative Draft submittal shall be limited to the proposed land use plan showing the locations and arrangement of all major land uses, private development, public facilities, the street system, and surface drainage and storm water retention areas. Limited written materials sufficient to explain the key features should be provided, along with charts and tables providing data about the number and type of residential units intended, commercial square footage, park areas, school sites and so forth. The intended phasing plan for development should be described.

The purpose of the phased submittal is to allow for thorough City review and discussion of the principal physical features planned for the area and identification of any required modifications – before other detailed portions of the Specific Plan are completed. The objective is to enable the City to provide guidance before the applicant has completed all elements thereby avoiding wasted time and effort. At the City's discretion, one or more workshops may be scheduled with the Planning Commission and City Council to provide



an opportunity for review and feedback from the Commission and Council and public comments. As a result of these reviews, the applicant may be directed to modify the submittal in various ways before proceeding further.

The second part of the Administrative Draft submittal shall include all of the additional materials and information described in Part II of these guidelines. City staff will review all materials, mark up text and maps as appropriate and provide direction to the applicant on any modifications needed. The applicant will utilize this feedback and direction in completing the Draft Specific Plan.

### **3. Draft Specific Plan and Technical Studies**

#### Completeness Review

Following City review of the Administrative Draft Specific Plan, the plan should be revised and submitted as a Draft Specific Plan, intended for formal review by the City and the public. The Draft Specific Plan shall include all information described in Part II of these procedures, and demonstrate conformance with all relevant parts of the 2010 Gonzales General Plan. The Draft Specific Plan text and diagrams should be in a finished state and packaged as one complete document.

City staff will review the submittal and determine whether the documents are complete or identify additional analysis/information that is necessary and refer the document back to the applicant. Following acceptance by the City of the Draft Specific Plan as complete and that it addresses previous staff recommendations and guidance, and subject to completion of required environmental documentation, the public review process will be initiated.

Refer to the discussion of environmental review below. Prior to release of the Draft Specific Plan for public review, required environmental documentation will need to be completed, likely in the form of a supplemental EIR. The environmental document will need to be completed to the draft stage, and distributed for public review at the same time and together with the Draft Specific Plan. Public circulation of the draft specific plan will be delayed until the required environmental documentation is completed.

#### Public Review

Referral and public review of a Draft Specific Plan document is set forth under Government Code Section 65352, and is the same as required for adoption of General Plans. Key aspects include:

- A 45-day review to State Office of Planning & Research (OPR), Responsible and Trustee Agencies and Interested Parties.

- The distribution of the Draft Specific Plan document parallels and accompanies the public review process for environmental review. (See discussion of Environmental Review)
- The transmittal letter for both documents outlines issues of importance on which the City desires input.

Following closure of the public review period, the City will organize all public comments on the Draft Specific Plan and provide a report summarizing any significant issues and adjustments to the Draft Specific Plan that may be warranted. These materials will be provided to the Planning Commission and City Council for consideration in their deliberations.

#### **4. Planning Commission**

The Draft Specific Plan and environmental document will be considered by the Planning Commission at a noticed public hearing. The Commission will consider City staff recommendations, recommendations of any consultants retained by the City in connection with the Specific Plan, input from the Specific Plan applicant/property owners, general public comments, public agency comments and all pertinent information in project related documents. The Commission will consider the environmental document for the Specific Plan and will take action to recommend certification or adoption prior to any formal action on the Specific Plan. Any modifications to any part of the Draft Specific Plan and environmental documentation will be made part of the Commission's action and recommendations to the City Council.

#### **5. City Council**

The Draft Specific Plan and environmental document, the complete record of public comments, and the recommendations of the Planning Commission will be considered by the City Council at a noticed public hearing. The Council may approve, approve with modifications, or deny the Specific Plan application. If the Council's action is approval, it must first adopt or certify the environmental document.

Specific Plans may be adopted by resolution or by ordinance/or both. When adopted by resolution, the Specific Plan becomes a policy document much like the General Plan. It takes the form of a more specific set of policies which may give direction to the mix of land uses or goals of a particular development. Specific Plans that establishes the zoning ordinance for the property, must be adopted by ordinance.

Adoption of the related documents such as the financing plan, facilities plans, documents related to the formation of a community facilities district or other financing mechanisms would typically follow the Specific Plan adoption as separate actions.

## **B. ENVIRONMENTAL REVIEW OF SPECIFIC PLANS**

Adoption of a Specific Plan or its amendment is a project subject to the California Environmental Quality Act (CEQA). The environmental process applied to Specific Plans will follow Chapter 12.36 of the Gonzales City Code and the State CEQA Guidelines.

The City will determine the appropriate environmental document to utilize whenever considering adoption of a Specific Plan. The City will endeavor to achieve maximum benefit and utilization of appropriate existing environmental documents, particularly the environmental impact report prepared for the 2010 Gonzales General Plan so as to provide economies and reduce redundant efforts.

The environmental document for the Specific Plan will normally be prepared concurrently with the processing of the Specific Plan. This provides opportunity for revisions to the Specific Plan to lessen any identified impacts and to incorporate identified mitigation measures. Upon completion of a Draft Specific Plan, and technical studies, and following acceptance as complete by the City, preparation of the environmental documentation should commence.

The City will administer the CEQA process. The applicant will pay for all costs of the CEQA work through a reimbursement agreement with the City. The City will select consultants as needed to perform the CEQA work and will utilize the normal professional services procedures in securing consulting assistance. Input of the applicant in the selection process will be provided for, although the final determination of the most suitable consultant will rest with the City.

## **C. IMPLEMENTATION AND ADMINISTRATION OF ADOPTED SPECIFIC PLANS**

Pursuant to Government Code Section 65451 (a) (4), the Specific Plan will contain a program of implementation measures including references to all the applicable municipal regulations and codes. This program will typically identify the capital infrastructure projects needed for development of the plan, costs and method of financing, and the phasing of development and infrastructure. In addition, the subsequent development entitlements necessary for implementation are identified and basic information regarding cost components is included in the Specific Plan. Any development review process that is set forth in the plan for subsequent staff review and approvals would be established at this time.

A Specific Plan that operates as the zoning ordinance for the subject property would establish the zoning mechanisms for the implementation of the Specific Plan. These zoning provisions will need to be integrated with other existing City zoning provisions.

Several additional studies will be required to support the Specific Plan and will be summarized within the text of the Plan. These are discussed in Section III below.

The Specific Plan process typically will be used for development of larger new growth areas of the City. Therefore the consideration of Specific Plans by the City may raise issues related to the timing and process of any needed actions by LAFCO to amend the City's Sphere of Influence (SOI) and/or to approve an annexation of territory.

Annexation and SOI amendments require an application by the City to LAFCO. Before annexation of an area is initiated by City Council resolution, the LAFCO annexation application will be prepared. The application will require preparation of detailed documentation of the City's ability to provide services, as well as other requirements as established by the Monterey County LAFCO.

The processing of SOI and/or annexation requests can be complex, costly and time-consuming and action by the Monterey County LAFCO can result in policy determinations or similar requirements with effects on the City generally, and property owners more specifically. Therefore the City will need to consider how best to proceed with such requests.

The City will prepare SOI and/or annexation applications using City staff, or consultants retained by the City. The City will require applicants to bear the cost of processing SOI and/or annexation requests with fees and/or reimbursement for costs of staff time, application fees, and additional analyses as may be required by LAFCO.

#### **D. AMENDMENT AND REVISION**

Administration of Specific Plans includes the processing of subsequent amendments to a plan as well as minor technical revisions. Amendments may require a resolution, or an ordinance, depending on the nature of the amendments. If an amendment to the Specific Plan would require an amendment to the Gonzales General Plan, then the applicable provisions of the Government Code will be followed. Gonzales Municipal Code Chapter 12.44 defines the zoning amendment process.

## **PART II SPECIFIC PLAN CONTENT**

### **A. FORM AND CONTENT**

This section describes the content for Specific Plans requested by the City. The City will allow reasonable flexibility in the content of a Specific Plan and its sequence of presentation. Not all information listed in the outline below may be needed given the unique conditions of individual planning areas (e.g. size of project area, proposed land uses, etc.). Non-the-less, the City will use this comprehensive list as a starting point and will use the outline in completeness review of individual Specific Plan applications.

Specific Plan proponents desiring significant variations will need to justify such changes to the City prior to submittal of the Administrative Draft.

Generally, all materials shall be designed for ease of reproduction and/or revision by the City. Throughout the preparation, and subsequent adoption and amendment of the plan document, hardcopy should be in 8.5 x 11 inch format and in a 3-ring binder, unless a different format is authorized by the City. All text and graphics should be submitted and maintained in electronic form, compatible with the City's computer software (Microsoft Word and Excel. Graphics must be in a format that can be viewed in a Microsoft Word-version '97 or newer). Base mapping shall be compatible with the GIS Arc view format.

The recommended Table of Contents is provided in Appendix A.

### **PART III IMPLEMENTATION OF SPECIFIC PLAN**

Several technical documents will be required to facilitate implementation of the Specific Plan. These documents should be incorporated into the Specific Plan or referenced in the Plan if developed after the Specific Plan is prepared. These documents support the proposals, policies and implementing actions within the Specific Plan document. To information from these studies will be incorporated into the appropriate sections of the Specific Plan.

#### **A. FISCAL IMPACT ANALYSIS**

A fiscal analysis should be prepared that addresses the costs and revenues anticipated by the City as a result of implementation of the Specific Plan. The fiscal impact analysis report will be based on a modeling procedure established by the City and will include the latest available multiplier data from actual city revenues and expenditures. The fiscal impact analysis is required to achieve the following purposes:

- To ensure that decision-makers are fully apprised of the probable municipal costs and revenue streams that may be generated by the proposed development.
- To identify the fiscal impacts of the proposed land use mix, provide evidence for preliminary forecasting of budget impacts, and supply project-specific economic information to assist in the deliberations of the Planning Commission and City Council.

This analysis can be attached to the Specific Plan as a technical appendix, but should be summarized in the implementation section of the Specific Plan and should serve as the justification for specific financial implementation measures proposed.

## **8. FACILITIES MASTER PLAN**

This is the engineering implementation document that is the technical foundation for facilities systems proposed in the Specific Plan. This document must be prepared concurrent with the Specific Plan and must be adopted concurrently with adoption of the Specific Plan. The City of Gonzales will prepare a "Plan for Services" as part of the 2010 General Plan Update in order to provide guidance to those preparing specific plan as to the general approach to providing water, sewer and storm drainage and to support a Sphere of Influence amendment application to Monterey County LAFCO. It is the City's intent to follow-up the "Plan for Services" with more detailed facilities master plans for water supply, sewer and storm drainage. However, if applicants for approval of specific plans get ahead of the City in time, such that the City has not started or completed its detailed facilities master plans, then the specific plan proponents will have to utilize the "Plan for Services" and complete the Facilities Master Plan described here for their specific plans, without the benefit of the more refined City studies. In this scenario, the City will provide engineering and policy oversight, and will resolve any conflicts as to facilities' capacity in a fair and equitable manner with the entire Gonzales General Plan area in mind.

Appendix B outlines typical requirements for preparation of the Facilities Master Plan. The Public Facilities Plan will include technical studies required to define the infrastructure for the area, include scale drawings based on existing aerial photos, record drawings, and GIS data. The Facilities Master Plan will also address dual-use drainage/open space facilities including trails/pedestrian paths adjacent to drainage basins. Specific location and area requirements for storm drainage basins will be determined based on a comprehensive hydrology study. Infrastructure plans will be addressed as part of the Facilities Master Plan.

## **C. FINANCING PLAN FOR PUBLIC FACILITIES AND IMPROVEMENTS**

The Financing Plan will be completed in conjunction with preparation of the Specific Plan. This document includes preparation of a market study to look at (i) the potential absorption of the proposed land uses, and (ii) the recommended combination of land uses based on analysis of the competitive market place and existing supply and demand. The Financing Plans will address all of the facilities to be financed, including roadways, storm drainage system, sewer system, water system, utility relocation, public facilities, and other facilities. The Financing Plan is required to be completed in conjunction with preparation of the Specific Plan. A program for addressing any fiscal deficits to ensure adequate personnel and ongoing operations and maintenance should be included. The Financing Plan shall provide the following:

1. Estimated costs of the public improvements proposed by the Specific Plan's infrastructure plans.



**2. Financing Measures.** Financing measures necessary for implementing the Specific Plan's proposals other than capital improvements shall include:

- a. Descriptions of the projects requiring financing.
- b. Estimated costs.
- c. The measures by which each Specific Plan proposal (including public infrastructure improvements) will be financed.
- d. Persons or agencies responsible for financing and carrying out such proposals.

**5. Formation of Funding Entities.** Procedures for formation of one or more Community Facilities District (CFD), Mello-Roos Districts or other similar entities shall be developed with an explanation of how the districts would be monitored and administered on an ongoing basis. A specific time-table for formation of such entities shall be provided and related to subsequent City approval of entitlements.

#### **D. PHASING/SEQUENCE OF IMPROVEMENTS**

The phasing of private and public development within the Specific Plan area shall be described. The provisions for development phasing should ensure orderly and well-planned development consistent with the policies of the 2010 Gonzales General Plan.

The phasing program shall include thresholds of residential or commercial development that cannot be exceeded until the construction of appropriate improvements has been initiated or that will be completed by a specific date. The phasing plan shall be consistent with City approved infrastructure studies. The phasing plan should contain a list of public improvements and supporting exhibits which must be built with the development of each phase so that the phased development is self-sustaining and independently viable. It should be noted that certain improvements may be needed beyond the phase boundaries to support the respective phase.

The phasing plan shall address the timing of construction of recreation facilities, public facilities (including infrastructure facilities) and other uses within the plan (including a phasing diagram). The phasing programs shall ensure that adequate supporting public services, retail, parks, schools and other uses are in place to support residential and commercial uses.

#### **E. COMPREHENSIVE MAINTENANCE PROGRAM**

This component contains a summary of maintenance responsibilities for streets (including street median and parkway landscaping), common area, open space, parks, bicycle and pedestrian facilities, drainage facilities, water and sewer, and other facilities, including the following:



1. Maintenance Program Matrix: describing list of facilities and improvement with responsible party.

2. Streetscape/Open Space/Parks Maintenance Diagram - identify location of landscape areas, bicycle and pedestrian facilities, and open space areas with party responsible for maintenance of respective improvements.

3. C C&Rs. Examples and/or model of Conditions, Covenants and Restrictions {CC&Rs}.

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The Public Facilities Master Plan should cover the following sections and include technical studies required to define the infrastructure for the area, include scale drawings based on existing maps, surveys, aerial photography, record drawings, and Geographic Information System (GIS) data. Consultant shall perform field survey as necessary to assure accuracy and consistency of information and mapping.

The Plan shall cover at a minimum, the following areas:

**A. Introduction:** description of project area, site characteristics, purpose and objectives of FMP, etc.

**B. Circulation System:** Scale drawings showing all minor collectors and all street classifications above minor collectors, improvements in their final configuration based on the Specific Plan, City Standards and Caltrans plans where applicable. Right-of-way acquisition for all facilities shall be defined on separate drawings as well as impacts to existing improvements. The circulation plan should address pedestrian circulation along public right-of-way.

**C. Transit System Improvements:** the circulation system drawings shall also show the transit turnouts as well as impacts to existing improvements.

**D. Bicycle Path System:** Scale drawings showing all bike path improvements in their final configuration based on the Specific Plan, City Standards, and Caltrans plans where applicable. The plans shall incorporate the standards and guidelines outlined in the City of Gonzales Non-Motorized Transportation Plan. Right-of-way acquisition for all facilities shall be defined on separate drawings as well as impacts to existing improvements.

**E. Parks/Open Space:** Scale drawings showing open space system including dual use storm drainage/park facilities.

**F. Street Lights:** Scale drawings showing all street lighting, including location of street lighting, specifications on pole type, height.

**G. Public Safety:** Address concerns/comments from the Gonzales Police Department.

**H. Estimate of probable cost:** for all facilities.

**I. Construction Phasing:** outline phasing for "backbone" infrastructure.

**J. Funding Sources for Infrastructure:** Finance Public Facility Finance policies

**K. Sewer, water and storm drainage facilities:** see guidelines below.

#### **L. Underground Utilities Guidelines (i.e. Sewer, Water and Storm Drainage):**

1. All proposed water, sewer, and storm drainage facilities are subject to written approval by the City Engineer.
2. Design calculations supporting all facility assumptions shall be land-use based and generated for total build out of the Specific Plan area (to be included in an appendix to the Specific Plan).
3. The Specific Plan should indicate any phasing requirements, from both a construction and financing perspective, for the proposed improvements.
4. Water, sewer, and storm drainage facilities installed in the early phases of development shall be sized to accommodate ultimate build -out of the Specific Plan and adjoining areas, as necessary.
5. Maps of sufficient detail to adequately show the proposed and existing (above and below ground) infrastructure shall be included. This includes showing existing topography (USGS topographic information for undeveloped areas is acceptable) and aerial photographic information of existing conditions.
6. An itemized Engineer's Estimate for all backbone facilities (including land costs) is required and unit costs for those facilities shall be based on actual costs from recent municipal projects and/or from local industry standard cost estimating guides. All estimates shall be presented in current dollars and indexed to more accurately reflect construction costs at the time when delayed facilities are anticipated to be built. Annual utility infrastructure maintenance costs for those backbone facilities shall also be included.
7. The cost burden of infrastructure shall be assigned in a manner described in the Financing Plan.
8. Providing supplemental engineering data and design details not otherwise specified herein, is the responsibility of the engineer designing the facilities.
9. All permits and agency approvals required for development of the Specific Plan shall be identified, including written confirmation of future acceptance by any irrigation district where discharge into their facilities is contemplated.

#### **M. Water System Specifications:**

1. The proposed water system shall be consistent with the City's water related plans and permits, adjacent Specific Plans, Community Facility Districts, and existing facilities.
2. Water facilities shall be sized and located to accommodate peak demand requirements according to the procedures and methodologies water district.
3. A map showing alignment of all backbone facilities (i.e. pipes eight inches and larger, wells, wellhead treatment facilities, tanks, booster pump stations, ASR wells, connections to adjacent facilities, etc.) is required, along with a narrative description of the proposed improvements.
4. Water demand calculations for all major facilities (i.e. acreage of expected service areas, projected land uses, production requirements of any wells, storage

requirements of any tanks, number and size of pumps, pipe sizes, peak flow rates at critical junctions, current fire flow results, etc.) are required.

5. Identify and demonstrate the adequacy of the anticipated water supply for the Specific Plan area. If the Specific Plan constitutes a “project”, as defined by Senate Bill 610 or Senate Bill 221, then a Water Supply Assessment will be required as part of the approval process of the Specific Plan. The plan should incorporate the appropriate findings and determinations that are required to document compliance with the Water Supply Assessment.

6. Where feasible, consider installing a dual piping system with “purple pipe” to accommodate recycled water for landscape irrigation, etc. Water sources to consider reclaimed water and non-potable water from wells with unfavorable water quality conditions.

#### **N. Wastewater System Specifications:**

1. The proposed wastewater system shall be consistent with the City’s wastewater related plans, adjacent Specific Plans, Community Facility Districts, and existing facilities.

2. Wastewater facilities shall be sized and located to accommodate the peak flow rates according to the procedures and methodologies of the City’s design standards and specifications.

3. A map showing alignment of all backbone facilities (i.e. pipes ten inches and larger, lift stations, connections to adjacent facilities, etc.) is required, along with a narrative description of the proposed improvements.

4. Wastewater capacity calculations for all major facilities (i.e. topographic map of the expected tributary area(s) to be served, projected land uses, number and size of pumps, pipe sizes, peak flow rates at critical junctions, etc.) are required.

5. Identify and demonstrate the capacity of the downstream facilities expected to accommodate wastewater flows from the Specific Plan area, including the identification of special requirements to dispose of any anticipated industrial wastes.

#### **O. Storm Drainage System Specifications:**

1. The proposed storm drainage system shall be consistent with the City’s storm drainage related plans and permits, “National Pollutant Discharge Elimination System” (NPDES) permit, etc.), adjacent Specific Plans, Community Facility Districts, and existing facilities.

2. Storm drainage facilities shall be sized and located to accommodate the peak runoff flow rates according to the procedures and methodologies of the of the City’s standard specifications.

3. A map showing alignment of all backbone facilities (i.e. pipes ten inches and larger, lift stations, detention basins, outfall facilities, basin service roads, connections to adjacent facilities, flood hazard areas, etc.) is required, along with a narrative description of the proposed improvements.

4. Storm drainage capacity calculations for all major facilities (i.e. topographic map of the expected tributary area(s) to be served, projected land uses, time of concentrations, detention basin volumes, number and size of pumps, pipe sizes, peak flow rates at critical junctions, etc.) are required.
5. Identify and demonstrate the capacity of the downstream facilities expected to accommodate storm drainage flows from the Specific Plan area.