

# Froom Ranch – Plan for Services

Updated June 2021

## Introduction

In accordance Government Code 56653, the following Plan for Services has been prepared for the Froom Ranch property, located at 12165 and 12393 Los Osos Valley Road (APNs: 067-241-030 and 067-241-031), in anticipation of its annexation into the City of San Luis Obispo. The sections below follow the key provisions included in Government Code 56653.

### A. Services to be extended to the affected territory.

The City will provide the full range of urban services to the annexation site including the following:

1. Police
2. Fire Protection
3. Parks and Recreation
4. Public Facilities Maintenance
5. Public Transit
6. Solid Waste and Recycling (through franchise vendor – San Luis Garbage Co.)
7. Municipal Services, Development Review and Code Enforcement
8. Traffic and Circulation
9. Water and Wastewater
10. Storm Water Facilities
11. Affordable Housing

### B. The level and range of those services.

#### 1. Police

Police services for the Specific Plan Area will be provided by the City of San Luis Obispo and will be based out of the San Luis Obispo Police Department (SLOPD) offices located at 1042 Walnut Street in San Luis Obispo. The Department divides the City into 13 neighborhoods and assigns officers dedicated to assist with a variety of issues including public education, crime prevention, and neighborhood specific problems. Currently, two such officers are assigned to the neighborhood in which the Specific Plan area occurs. As documented in the Froom Ranch EIR dated July 2020, there are currently 1.30 police officers per 1,000 San Luis Obispo residents.

Existing SLOPD staff levels exceed the City's Safety Element standard of 30-percent available-sworn officer time for patrol response with levels at 32-34 percent. Current and projected police staff levels would be sufficient to serve development at Froom Ranch. needed.

## 2. Fire Protection

The San Luis Obispo City Fire Department (SLOFD) will provide fire protection services to the Specific Plan Area. Development will primarily be served by Fire Station No. 4 located at the intersection of Madonna Road and Los Osos Valley Road, approximately one-half mile away from the Specific Plan Area. This station is staffed by a 3-person paramedic engine company. However, the Department deploys resources and personnel from up to four fire stations to maintain a response time goal of a four-minute travel time to 95% of all emergencies. The City's current levels of fire protection are sufficient to serve the Specific Plan area.

The San Luis Obispo Fire Department provides paramedic services from all four fire stations. In addition, San Luis Ambulance has two crew stations located within the City of San Luis Obispo. Ambulances respond to emergency, non-emergency, and Critical Care Transport calls. As a senior citizen community, it can be anticipated that residents of the Life Plan Community will generate calls for both paramedic and ambulance services. This will increase the call volume and have an incremental impact on fire services to the community. However, the proximity of Fire Station No. 4, as well as the provision of on-site skilled nursing and other medical staff at the Life Plan Community, will address the anticipated demand for services.

## 3. Parks & Recreation

The City of San Luis Obispo requires a minimum dedication of ten (10) acres of parkland per 1,000 residents in annexation areas. Based on the estimated 130 Specific Plan area dwelling units outside of the Life Plan Community at 2.29 persons per unit, a total of 2.9 acres of parkland is required. The Specific Plan area meets this requirement by providing 3.6 acres of parkland in the form of a public trailhead park. Villaggio, the Life Plan Community within the Specific Plan Area, will be meeting their parkland commitment by paying in-lieu fees.

## 4. Public Facilities Maintenance

The City will maintain public facilities in the annexation area for which it accepts title and maintenance responsibility, including public streets and appropriate utility infrastructure. The on-going maintenance of a variety of facilities, including but not limited to storm drainage, sewer laterals, private streets, parking lots, pedestrian/bike

paths, street lighting, landscaping, and common area improvements for individual developments within the Specific Area will be handled through maintenance agreements.

The developer will be required to construct all infrastructure shown on the subdivision map, outlined in the Froom Ranch Specific Plan (FRSP) and FEIR for the Project, and included in conditions of approval for the Project. Infrastructure shall include, but shall not be limited to, improvements for streets and sidewalks, parks and recreation facilities, stormwater management and wetlands, grading and floodplain management, storm drain, sanitary sewer, domestic and recycled water infrastructure, and transit facilities to support the development of the Project as shown in the approved entitlements. Chapter 8 of the FRSP contains a detailed accounting of public improvement costs and phasing of the development.

#### 5. Public Transit

Public transit service to the Specific Plan area is provided by existing SLO Transit stops. These stops are within a five-minute to ten-minute walk from most of the Specific Plan area. The project proposes a new transit stop just south of the Los Osos Valley Road and Auto Park Way intersection to improve access to existing transit services for Plan Area residents, employees, and visitors.

#### 6. Solid Waste & Recycling

The Life Plan Community will have a centralized trash compactor and will perform its own pick-up of trash and recycling from the independent living housing units, assisted units, and other ancillary facilities within the development. San Luis Garbage will collect materials at the centralized facility at least once a week, and more often if demand warrants it.

For the Madonna development located in the northern portion of the site, typical enclosures that provide areas for trash, recycling, and food waste materials will be required. Specific design of these facilities will be reviewed along with detailed project plans as site are developed out in the future.

Solid waste generated by new development will be delivered to Cold Canyon Landfill. Based on current disposal rates, this facility has a capacity to accept solid waste until at least the year 2040 (SLO LUCE EIR, Appendix D pg. 5-63). San Luis Garbage has reviewed conceptual plans and will provide solid waste, recycling, and green waste pick-up service to the Specific Plan area.

## 7. Municipal Services, Development Review, & Code Enforcement

The City of San Luis Obispo will provide for municipal services within the annexation area such as elections, public notices, development review, building permits and inspections, subdivision review, permitting and inspecting public improvements, and code enforcement. San Luis Obispo City government will provide for development review of all new development projects in accordance with the approved specific plans, and will coordinate with the County of San Luis Obispo with respect to on-going construction projects and active construction permits. Code enforcement activities in the annexed territory will be provided by a full-time staff member in the Community Development Department, in coordination with the Police Department and the City Attorney's Office.

The level of service provided to the annexed territory will be the same as provided to the rest of the City and will be subject to applicable service fees. Government services are based at City Hall, 919 Palm Street, within the City of San Luis Obispo.

## 8. Traffic & Circulation

The City of San Luis Obispo operates and maintains a comprehensive multi-modal transportation network. The City's General Plan Circulation Element describes how the city plans to provide for the transportation of people and materials within San Luis Obispo with connections to county areas and beyond. While the Land Use Element describes the City's desired character and size, the Circulation Element describes how transportation will be provided in the community envisioned by the Land Use Element. The vision of San Luis Obispo described by the Land Use Element is influenced by the layout and capacity of streets and the location of other transportation facilities described in the Circulation Element. Transportation facilities and programs influence the character of neighborhoods, the location of specific land uses, and the overall form of the city.

The FRSP provides a functional and efficient circulation network for automobiles, bicyclists, and pedestrians. The intent is to provide links from surrounding streets and development into the Specific Plan area. The street system is comprised of a network of arterial, collector, and local streets designed to accommodate traffic generated by future residents and commercial destinations. Interior public roads within the Specific Plan area are limited to Commercial Collector Road A, which provides access to Los Osos Valley Road, Local Road A which provides access to the Trailhead Park and portions of Local Road B. Public roads are to be maintained by the City of San Luis Obispo. Roads within the Life Plan Community are proposed as private roads to be maintained by the Life Plan Community.

The Final EIR for the FRSP analyzes the project transportation-related impacts and includes mitigation measures to address those impacts. As a result of this analysis, the Specific Plan was modified to include a variety of roadways, bikeways, pedestrian facilities, and transit infrastructure to offset potential impacts. With proposed transportation improvements, the City will achieve an acceptable multi-modal level of service.

## 9. Water & Wastewater

The City of San Luis Obispo Utilities Department provides potable and recycled water to the community and is responsible for water supply, treatment, distribution, and resource planning. The City is the sole water provider within the City and the City's potable water is supplied from multiple surface water sources. In addition, groundwater and recycled water are used to supplement irrigation demand. Recycled water may also be used for all approved uses consistent with the City's Master Permit and Title 22.

### *a. Potable Water*

Potable water for the Specific Plan Area will be supplied from the existing City infrastructure. Table 1 on the following page describes the water use factors and demand calculations for the anticipated land uses in the project, including private landscaping for the Madonna Froom Ranch R-3 housing and the Life Plan Community independent living units. The demand is estimated at 134.5 acre-feet per year (AFY).

The City has reviewed water demands for the Specific Plan Area and has determined that there is an adequate and reliable water supply for complete buildout of the Specific Plan Area. New development will incorporate water conservation features such as low-flow faucets and showerheads, drought-tolerant landscaping, and drip irrigation systems.

The water system is proposed to be comprised of 8" public water main lines to provide fire suppression to the development areas outside of the Life Plan Community and will be routed in the public roads. The fire suppression / domestic water system within the Life Plan Community will be private and include a 6" main line routed throughout the community from the public main in Los Osos Valley Road via public collector roads to the main private entry street to the development. The private main line system is proposed to be protected at each connection to the public system with a reduced pressure backflow preventer.

**Table 1 Project Water Use**

<b>Land Use Category</b>	<b>Quantity</b>	<b>Units</b>	<b>Water Use Factor (ac ft/yr)<sup>1</sup></b>	<b>Potable Water Demand (ac ft/yr)<sup>2</sup></b>
<b>Madonna Froom Ranch</b>				
R-3 Housing	130	dwelling	0.3/unit	39.0
R-4 Apartments	44	apartments	0.18/unit	4.7
Commercial - Retail	30,000	square feet	0.06/1,000 sf	1.3
Hotel with restaurant	120	rooms	0.43/1,000 sf	36.1
<b>Subtotal</b>				<b>81.1</b>
<b>Life Plan Community</b>				
Independent Living	61	dwelling	0.3/unit	18.3
Garden, Village Suites and standard apartments	301	Units	0.1/unit	18.3
Assisted Living Units	40	apartments	0.1/unit	2.4
Memory Care and Skilled Nursing (beds)	51	occupants	0.08/unit	2.4
Commercial - mixed use	51,500	square feet	0.06/1,000 sf	2.2
Maintenance Office	5,300	square feet	0.032/1,000 sf	0.1
Restaurants	8,000	square feet	1.32/1,000 sf	7.4
Fitness Facility with pool	13,000	square feet	0.26/1,000 sf	2.4
<b>Subtotal</b>				<b>53.4</b>
<b>Project Total</b>				<b>134.5</b>

Domestic service for the development sites outside of the Life Plan Community are proposed to utilize City standard water services and meters. The Life Plan Community is proposed to include a 6" water meter at the point of connection to the public main with a system of 6" domestic / fire suppression system water main lines for distribution within the community. Service connections to the various facilities and residential units will connect to the 6" domestic main line. Waterlines are proposed to be routed within streets or easements. Fire hydrants will be located adjacent to travel ways and spacing will be no greater than 500 feet.

<sup>1</sup> Water Use factors: City of San Luis Obispo, September 1999; factors include both interior and outdoor landscaping needs.

<sup>2</sup> Potable water demand for Froom R-3 housing & Life Plan Community independent units includes both interior and landscaping water needs. Other uses will rely on recycled water for landscaping; various uses have different percentage factors used for determining recycled water needs.

*b. Recycled Water*

Non-potable water for public landscaping will be provided through the City’s water reuse project. The project will connect to the City’s water reuse system in Los Osos Valley Road. New development will also utilize a dual-water system to allow use of City recycled water for public landscaping in parks, landscaped buffers, the commercial mixed-use area, and common outdoor areas in multifamily residential projects. Commercial mixed-use and multifamily development projects will include reclaimed water irrigation systems in their landscaping plans. Any irrigation needed to establish or maintain vegetation in the stormwater detention and riparian enhancement areas will be required to use recycled water.

**Table 2 Project Recycled Water Use**

<b>Land Use Category</b>	<b>Quantity</b>	<b>Units</b>	<b>Recycled Water Demand (ac ft/yr) *</b>
<b>Madonna Froom Ranch</b>			
R-4 Apartments	44	apartments	1.0
Commercial - Retail	30,000	square feet	0.7
Hotel with restaurant	120	rooms	1.2
Basin Planting	2.8	acres	3.8
Parks, Trails, Parkways & Open Space (including creek planting)	11.3	acres	18.9
<b>Subtotal</b>			<b>25.4</b>
<b>Life Plan Community</b>			
Common Area landscaping	8.7	acres	12.0
<b>Subtotal</b>			<b>12.0</b>
<b>Project Total</b>			<b>37.4</b>

\* Recycled water demand is based upon preliminary landscape plans and calculations prepared for this project, dated July 3, 2020.

c. *Wastewater*

Wastewater generated within the Specific Plan Area will be conveyed to existing City connections along Los Osos Valley Road. Buildout of the development would generate an estimated 97 acre-feet of wastewater per year based on average flow rates (see Table 3). A calculation was also included for potential peak water flows; that number was 242 acre-feet based on a City provided peaking factor of 2.5.

**Table 3 Project Wastewater Generation**

Land Use Category	Quantity	Units	Wastewater Use Factor	Annual Demand (ac ft/yr) <sup>3</sup>	Gallons per Day (GPD) <sup>4</sup>
<b>Madonna Froom Ranch</b>					
R-3 Housing	130	dwelling	150/unit	21.8	19,462
R-4 Apartments	44	apartments	105/unit	5.2	4,642
Commercial - Retail	30,000	square feet	60/1,000 sf	2.0	1,785
Hotel with restaurant	120	rooms	70/1,000 sf	9.4	8,392
Public Park Restroom	1	unit	400/unit	0.4	357
<b>Subtotal</b>				<b>38.9</b>	<b>34,728</b>
<b>Life Plan Community</b>					
Independent Living	61	dwelling	150/unit	10.2	9,106
Garden, Village Suite and Standard apartments	301	units	105/unit	35.4	31,603
Assisted Living Units (apartments)	38	units	105/unit	4.5	4,017
Memory Care and Skilled Nursing (beds)	51	occupants	70/unit	4.0	3,571
Commercial - mixed use	51,500	square feet	54/1,000 sf	3.1	2,767
Maintenance Office	5,300	square feet	54/1,000 sf	0.3	268
Restaurants	8,000	square feet	60/1,000 sf	0.5	446
<b>Subtotal</b>				<b>58.1</b>	<b>51,868</b>
<b>Project Wastewater Average Flow Total</b>				<b>97.0</b>	<b>86,596</b>
<b>Project Wastewater Peak Flow Total<sup>5</sup></b>				<b>242.4</b>	<b>216,400</b>

<sup>3</sup> Wastewater flow rates are in gallons per day (GPD) and are based on City of San Luis Obispo, Infrastructure Renewal Strategy (Dec. 2015)

<sup>4</sup> Gallons per day were converted to acre feet per year (ac ft/yr). 1 ac ft is equal to 325, 851 gallons.).

<sup>5</sup> Peaking Factor of 2.5 provided by City of San Luis Obispo, Utilities Dept. 04/13/17.

The City's recent wastewater treatment plant expansion has enough capacity to serve development needs anticipated through General Plan build-out. The cost of providing the additional capacity is incorporated into the City's Wastewater Impact Fee structure.

## 10. Stormwater

### *a. Froom Creek*

With development, the proposal is to restore Froom Creek to a more historic drainage pattern where it will flow east across the site toward LOVR before it curves to parallel the Calle Joaquin corridor on the border of the site's jurisdictional wetlands. The creek channel will be sized to handle up to a 100-year storm event with one foot of freeboard. The creek corridor is proposed to be developed in a manner consistent with the City of San Luis Obispo Waterways Management Plan.

The San Luis Obispo Waterways Management Plan (WMP) sets forth criteria for drainage design for the Specific Plan areas tributary to San Luis Obispo Creek. The WMP indicates that storm water detention should be used in areas where there are downstream capacity limitations, which has been an issue in this area of the City.

The drainage plan proposed for the Specific Plan Area complies with the WMP. The restored Froom Creek corridor conveys flows from the project and the offsite upper reaches of the existing creek to the southeast corner of the property to connect to the existing creek bed that ultimately leads to a double box culvert going under Highway 101. Implementation of the Specific Plan drainage program will remove the site development areas from the FEMA flood plain. The project proposes to formalize the removal of the project development area from the FEMA flood plain through the Conditional Letter of Map Revision (CLOMR)/Letter of Map Revision (LOMR) process.

### *b. Off-Site Drainage Basin*

A component of the proposed development plan is to remove the existing Irish Hills Plaza detention basin on the Froom Ranch property and replace it with a new off-site basin. The proposed basin will be adequate to meet storage volume of runoff consistent with the Regional Water Quality Control Board (RWQCB) requirements for the developed project as well as storage volume to accommodate the Irish Hills Plaza. The off-site basin is anticipated to assist in metering flows to the box culverts and enhance the box culvert functionality while providing larger area and volume within the existing flood plain. The off-site basin is proposed to be placed in a drainage and maintenance easement and maintained by the project.

The off-site basin is located on property owned by the Mountainbrook Church adjacent to Calle Joaquin, south of the Specific Plan Area. Access to the basin will be provided via an existing access road from Calle Joaquin. An access easement will be created to allow City and applicant maintenance of the access road and the basin as needed. A basin access ramp will be provided into the bottom of the basin and a walkable graded bench at the top of the basin embankment will be provided to allow access around the perimeter of the basin.

The off-site drainage basin located on the Mountainbrook Church property, which is under County jurisdiction. The City and County would do a joint review of the basin design, with the City taking the lead with the plan review process, and the County performing the final approval sign-off.

## 11. Affordable Housing

The City's General Plan Land Use Element requires that specific plans for residential expansion areas include sites suitable for affordable housing. The minimum requirement states that a total of 15% of new housing within the Specific Plan area be affordable, and that affordable housing be provided onsite. This 15% consists of 5% of the new units being rented or sold at prices affordable to low-income households and 10% to moderate income households.

The affordable housing requirement will be met either by dedicating land to the San Luis Obispo Housing Authority, or other City recognized low-income housing developer, or by building affordable units as part of the development. When land is dedicated in-lieu of providing affordable housing units, all frontage improvements and off-site improvements required to serve affordable housing development shall be installed by market-rate housing developers.

An affordable housing project constructed by a qualified low-income housing developer is proposed on a portion of the R-4-SP site near Los Osos Valley Road. This project is intended to satisfy the Inclusionary Housing requirements of the entire Specific Plan area, including R-3-SP housing and commercial development proposed in the northern portion of the site, as well as the Life Plan Community. Final Inclusionary numbers will be dependent on actual residential units developed within the project.

### C. Timing to Extend Service to the Project Area.

Specific approvals (e.g. building permits) can be issued only when adequate wastewater, water supply, and stormwater facilities and supplies are available for the proposed development. Chapter 9 of the FRSP includes a project phasing plan. Figure 1 identifies the areas anticipated to make up the Froom Ranch Specific Plan development phases.



Figure 1

These phases address goals to accommodate orderly development and provision of services. They represent a reasonable approach to extending services and infrastructure throughout the Specific Plan Area. The Figure 1 legend explains the relatively simple phasing plan for the Specific Plan Area which includes:

- Phase 1 – The first phase includes the installation of the site’s backbone infrastructure and utilities. It also includes overall rough grading of the site including the work to effectuate the Froom Creek realignment and restoration. In addition, the offsite drainage basin will be created.
- Phase 2 - This phase is where the Life Plan Community for senior citizens will be developed. It will include variety of different unit types for independent senior housing as well as access to higher levels of care such as Assisted Living, Memory Care, and Skilled Nursing, if they are eventually needed. The community will include ancillary services for residents such as a common areas, recreational facility, restaurants, and movie theaters.
- Phase 3 – The last phase is described as the Madonna Froom portion of the site is in the northern portion of the Specific Plan area, just south of the Irish Hills Plaza. It will contain the project’s commercial uses, which are envisioned as a hotel and some retail with offices above. Residential development will be multiple-family workforce housing possibly subdivided into small lots. The High Density residential (R-4) portion of the site is planned to accommodate an affordable housing project as well as additional units. A trailhead park will provide a staging area and connection to open space trails and other park amenities. The park area will also include some historic structures which are adaptively reused for City facilities.

In some cases, property owners may wish to develop in an earlier phase than identified. This may be permitted provided the necessary infrastructure to serve the proposed development is already in place, or if the project can construct the required infrastructure prior to development.

#### D. Financing for Services.

All on-site and off-site infrastructure and utility improvements will be the responsibility of the developer. Chapter 8 of the FRSP provides details on the timing and payment of facilities and fees. The phasing plan for public facilities was developed to accomplish two key goals. First, to ensure that the public facilities needed to serve Specific Plan Area development are constructed as soon as possible for the benefit of future FRSP residents. And second, to ensure that facilities are phased in as fees become available to pay for their construction, which will reduce financing costs and help lower the cost of constructing new housing in the FRSP Area.

A Final EIR was adopted for the project which includes a robust range of mitigation measures for utilities and street improvements. Developers in the Specific Plan Area will pay City established water and wastewater development impact fees to offset impacts to those services. Mitigation measures require certain offsite improvements as well as contributing fair-share costs to facilities in the vicinity that the project impacts. In addition to mitigation measures, there are additional project conditions that further describe the details of improvements.

In summary, Chapter 8 includes the following information:

- A description of public facilities required to serve future development in the FRSP area.
- An overview of the costs of required public facilities, including an allocation of the costs to the proposed project phases.
- Identification of the total one-time burdens (impact fees) to be collected within the Project area to fund facilities on a pay-as-you-go basis.
- A summary of implementation measures that must be enacted by the City.

The total cost for the improvements required for the FRSP is estimated to be approximately \$12 million as summarized in Table 4 below. Final mitigation fee costs may be adjusted in the future based on the sizes and numbers of units ultimately developed in the project and the actual construction costs of improvements.

**Table 4 - Infrastructure Cost Estimate**

<b>Improvement</b>	<b>Gross Cost</b>	<b>Net Cost</b>	<b>Financing Responsibility/ Liability</b>
Transportation	\$ 9,699,541	\$ 3,787,677	\$ 92,500
Pedestrian and Bicycle	\$ 4,500,000	\$ 2,000,000	\$ 2,000,000
Parks and Recreation	\$ 6,175,000	\$ 6,175,000	0
<b>Total</b>	<b>\$ 20,374,541</b>	<b>\$ 11,962,677</b>	<b>\$ 2,092,500</b>