

MEMO

Submitted by: Ken Kirkey, Planning Director

To: ABAG Executive Board

Subject: Priority Development Area – Applications and Recommendations

Date: May 6, 2010

Executive Summary

Local government interest in the FOCUS program through the designation of Priority Development Areas continues. With RPC and Executive Board support, staff has moved from an annual call for applications towards receiving applications on a rolling basis, allowing local governments to apply when an area is ready for consideration. The City of American Canyon and the City of Oakland have proposed Priority Development Areas in their jurisdictions. The City of American Canyon would like to designate the Highway 29 Corridor in their jurisdiction in order to plan for how the area can transition from an auto-centered area to a more complete community. The City of Oakland has taken its original PDA application and created six Priority Development Areas that focus on the City's transit oriented development nodes and key transit corridors. The ABAG Regional Planning Committee endorsed the recommended action below at its April 7, 2010 for adoption by the Executive Board.

Recommended Action

Staff recommends that the Executive Board adopt the following:

- *Designate the Highway 29 Corridor within American Canyon as proposed by the City of American Canyon as a Potential Priority Development Area once the area meets the PDA transit criteria.*
- *Designate the six areas as proposed by the City of Oakland as Planned Priority Development Areas.*

Attachments:

- **American Canyon PDA Application & Recommendation Memo**
- **Proposed Planned Priority Development Areas in City of Oakland Memo**

MEMO

DATE: May 6, 2010
TO: ABAG Executive Board
FROM: Ken Kirkey, Planning Director
SUBJECT: American Canyon PDA Application & Recommendation

Recommended Action

At the May 20, 2010 ABAG Executive Board meeting, staff will seek approval for designating the Highway 29 Corridor within American Canyon as proposed by the City of American Canyon as a Priority Development Area once the area meets the PDA transit criteria. To meet the PDA transit criteria an area must have fixed rail or ferry service, be proximate to a planned transit project identified by the Metropolitan Transportation Commission's (MTC) Resolution 3434, or have bus service with minimum headways of 20 minutes during peak weekday commute periods. The Napa County Transportation and Planning Agency (NCTPA) is planning to provide this level of transit service by the end of 2010. Thus, the recommendation is that the City of American Canyon's Highway 29 corridor be designated as a PDA once the required level of transit service is in place. The transit service expansion would be demonstrated by receiving a letter from NCTPA notifying ABAG of service commencement. Following receipt of this letter, ABAG staff will send a letter to the City of American Canyon confirming that the Highway 29 corridor is a Priority Development Area. The recommendation was endorsed by the ABAG Regional Planning Committee on April 7, 2010 for consideration by the Executive Board.

Background

FOCUS is a voluntary, incentive-based, multi-agency development and conservation strategy for the San Francisco Bay Area. Priority Development Areas are areas nominated by local governments for adoption by ABAG. Working in partnership with local jurisdictions and its partner regional agencies, ABAG seeks to support the development of the PDAs as complete communities. Complete communities are mixed-use neighborhoods served by transit with shops, parks and other amenities to provide for the day-to-day needs of residents. PDAs are within an existing community, near transit, and are either planned for more housing or there is a vision to create such a plan. There are over 110 Priority Development Areas. The first set of PDAs was adopted by the Executive Board in November 2007 followed by the adoption of additional PDAs in November 2008 and in September 2009. Priority Development Areas encompass the vast majority of transit-served neighborhoods in the nine-county Bay Area.

In addition to adopting additional PDAs at the September 2009 ABAG Executive Board meeting, the Executive Board also supported the staff recommendations on processing new PDA applications and clarifying the transit service PDA criteria. Regarding the application process, it was agreed that instead of having a formal call for PDA applications each year, PDA applications would be accepted and reviewed on a rolling basis, allowing local governments to apply when they have an area ready for consideration. Regarding the PDA transit service criteria, it was agreed that the PDA transit service criteria be defined by (1) the area around an existing rail station or ferry terminal (typically a half-mile around the station), (2) the area served by a bus or bus rapid transit corridor with minimum headways of 20 minutes during peak weekday commute periods, or (3) the area defined as a planned transit station by MTC's Resolution 3434.

Overall, areas submitted for consideration as PDAs are reviewed against the following criteria:

- The area is within an existing community.
- The area is near existing or planned fixed transit (or served by comparable bus service).
- The area is planned or plans will be developed for more housing.

The following definitions clarify the designation criteria:

- Area - means the planning area being proposed for designation as a priority development area under the FOCUS program. Since the program seeks to support area or neighborhood-level planning, the recommended area size is 100 acres, which is approximately a ¼ mile radius.
 - A *planned area* has an existing plan that is more detailed than a general plan, such as a specific plan or a neighborhood plan.
 - A *potential area* may be envisioned as a potential planning area that is not currently identified in a plan or may be part of an existing plan that needs changes.
- Location within the existing community – means that the area is within an existing urbanized area, lies within an urban growth boundary or limit line if one is established, and has existing or planned infrastructure to support development that will provide or connect to a range of services and amenities that meet the daily needs of residents making non-motorized modes of transportation an option.
- Developed for more Housing – means the area has plans for a significant increase in housing units, including affordable units, which can also be a part of a mixed use development that provides other daily services, maximizes alternative modes of travel, and makes appropriate land use connections.
- Near Transit – means (1) the area around an existing rail station or ferry terminal (typically a half-mile around the station), (2) the area served by a bus or bus rapid transit corridor with minimum headways of 20 minutes during peak weekday commute periods, or (3) the area defined as a planned transit station by MTC's Resolution 3434.

American Canyon PDA Application Recommendation

The City of American Canyon submitted an application for the Highway 29 Corridor area for consideration as a Priority Development Area. It is the first application received since the Executive Board supported the rolling application process and the clarified transit service criteria. This PDA application is also the first application in Napa County, which is the only county in the nine county San Francisco Bay Area that does not have a Priority Development Area.

The PDA application for the Highway 29 Corridor area meets two of the three PDA criteria. It meets the PDA criteria for being within an urbanized area and for planning for more housing. However, it currently does not meet the PDA criteria for transit service, which for this area means having 20 minute bus headways during peak weekday commute hours. ABAG staff was assured by the Napa County Transportation Planning Agency that a 20 minute frequency of transit service will be in place by the end of 2010 in this area. Transit service improvements will begin this spring in concert with the City of American Canyon, which include implementation of an express bus route and increased peak hour service for another bus route. Thus, in order to stay in alignment with the recently approved PDA transit criteria, staff is recommending that the Executive Board support that this area be recognized as a PDA once this level of transit service is in place, which would be demonstrated by receiving a letter from NCTPA notifying ABAG of service commencement. Following receipt of this letter, ABAG staff will send a letter to the City of American Canyon confirming that the area is a Priority Development Area.

Once the transit criterion is satisfied, the Highway 29 Corridor area would be adopted as a PDA as follows:

Area	Jurisdiction	Recommended Status	Status Notes
Highway 29 Corridor	City of American Canyon	Potential	More planning desired

The area would be adopted as a Potential PDA because the City would like to accomplish more planning in the area to identify and implement the desired transformation of the area as an auto-centered area to a more complete community. Areas recommended for adoption are categorized as Planned and Potential PDAs. Planned PDAs have both an adopted neighborhood-level land use plan and a resolution of support from the respective city council or county board. Planned PDAs are given priority for capital infrastructure funding due to their readiness for implementation. Both Planned and Potential PDAs are eligible for planning grants and technical assistance. PDAs are moved from the Potential category to the Planned category upon completion of a neighborhood-level plan and or council resolution.

RECOMMENDATION

Staff recommends that the Executive Board:

- Designate the Highway 29 Corridor within American Canyon as proposed by the City of American Canyon as a Potential Priority Development Area once the area meets the PDA transit criteria.
 - In this case, meeting the PDA transit criteria means that the area would be served by bus with minimum headways of 20 minutes during peak weekday commute periods. The Napa County Transportation and Planning Agency (NCTPA) expects that this level of transit service will be in place by the end of 2010. Once this level of transit service commences, NCTPA can notify ABAG through a letter. Following receipt of this letter, ABAG staff will send a letter to the City of American Canyon confirming that the area is a Potential Priority Development Area.

ATTACHMENT: Map of Proposed Highway 29 Corridor Priority Development Area by the City of American Canyon. The colored areas are included in the proposed PDA.

MEMO

May 6, 2010

TO: ABAG Executive Board

FR: Ken Kirkey, Planning Director

RE: Proposed Planned Priority Development Areas in the City of Oakland

Recommended Action

At the May 20, 2010 ABAG Executive Board meeting, staff will seek approval of six new Priority Development Areas (PDAs) submitted by the City of Oakland for adoption of these areas as part of FOCUS, the San Francisco Bay Area's Regional Blueprint Plan. The recommendation was endorsed by the ABAG Regional Planning Committee on April 7, 2010 for consideration by the Executive Board.

Background

FOCUS is a voluntary, incentive-based, multi-agency development and conservation strategy for the San Francisco Bay Area. As part of FOCUS, over 60 local government entities have stepped forward and proposed over 110 PDAs, which have been adopted by the ABAG Executive Board. Working in partnership with local jurisdictions and its partner regional agencies, ABAG seeks to support the development of the PDAs as complete communities. Complete communities are mixed-use neighborhoods served by transit with shops, parks and other amenities to provide for the day-to-day needs of residents. PDAs are within an existing community, near transit, and are either planned for more housing or there is a vision to create such a plan.

PDAs are designated as either "Planned" or "Potential." The primary difference between these two designations is that a Planned PDA has both an adopted land use plan and a resolution of support from the city council or county board, while Potential PDAs may be lacking either of these. In general, these categories relate to readiness for funding: Planned PDAs are eligible for capital infrastructure funds, planning grants, and technical assistance, while Potential PDAs are eligible for planning grants and technical assistance, but not capital infrastructure funds. The first set of PDAs was adopted by the Executive Board in November 2007 followed by the adoption of additional PDAs in November 2008 and in September 2009. Priority Development Areas encompass the vast majority of transit-served neighborhoods in the nine-county Bay Area.

Proposed City of Oakland Priority Development Areas

The City of Oakland has proposed six PDAs that would be designated as "Planned" PDAs. The six proposed Planned PDAs are (see attached maps for proposed boundaries):

- a. **Coliseum BART Station Area:** including the area around the Coliseum BART and Amtrak stations
- b. **Downtown and Jack London Square:** including the central business district and areas around the 12th Street and 19th Street BART stations and the Oakland Ferry Terminal
- c. **Eastmont Town Center:** including the area around the Eastmont Town Center (a hub for AC Transit buses) and extending along MacArthur Boulevard to the city boundary
- d. **Fruitvale/Dimond Areas:** including the area around the Fruitvale BART Station and extending along Fruitvale Avenue to the Dimond neighborhood near Interstate 580
- e. **MacArthur Transit Village:** including the area around the MacArthur BART Station
- f. **West Oakland:** including the area around the West Oakland BART Station, extending between Interstates 880, 580, and 980

These areas were identified in the City's General Plan as a Transit Oriented Development node or Key Transit Corridor and have also completed neighborhood planning efforts that allow increased housing densities in these areas. Many of the areas are within established Redevelopment Project Areas.

Submittal of these six Planned PDAs for adoption is the result of efforts by Oakland city staff to refine its existing PDA, which was originally submitted with the first round of PDA applications in 2007. This PDA was designated a Potential PDA because the necessary planning work to support designation as a Planned Priority Development Area was not yet in place.

Next Steps

The six areas identified in this report have completed the necessary planning efforts to qualify for Planned status. Some additional information about the areas may be required, and ABAG staff will work to gather the necessary details through the PDA Assessment process.

There are still portions of the City's Potential PDA that require further planning before they qualify as Planned PDAs. The City proposes to submit additional Planned PDAs as planning work in these areas is completed. Planning processes are currently underway for the Lake Merritt BART Station Area, Broadway/Valdez District, and the Central Estuary. Planned PDA Applications will be submitted to the FOCUS program for these areas upon City Council adoption of the Specific Plans (expected to be completed within the next two years). The City is also studying additional areas within the existing Potential PDA that may qualify for Planned PDA status (particularly transit corridors), and will submit applications to FOCUS as these areas are identified.

Recommendation

Staff recommends that the Executive Board:

- Designate the six areas as proposed by the City of Oakland as Planned Priority Development Areas.

ATTACHMENTS:

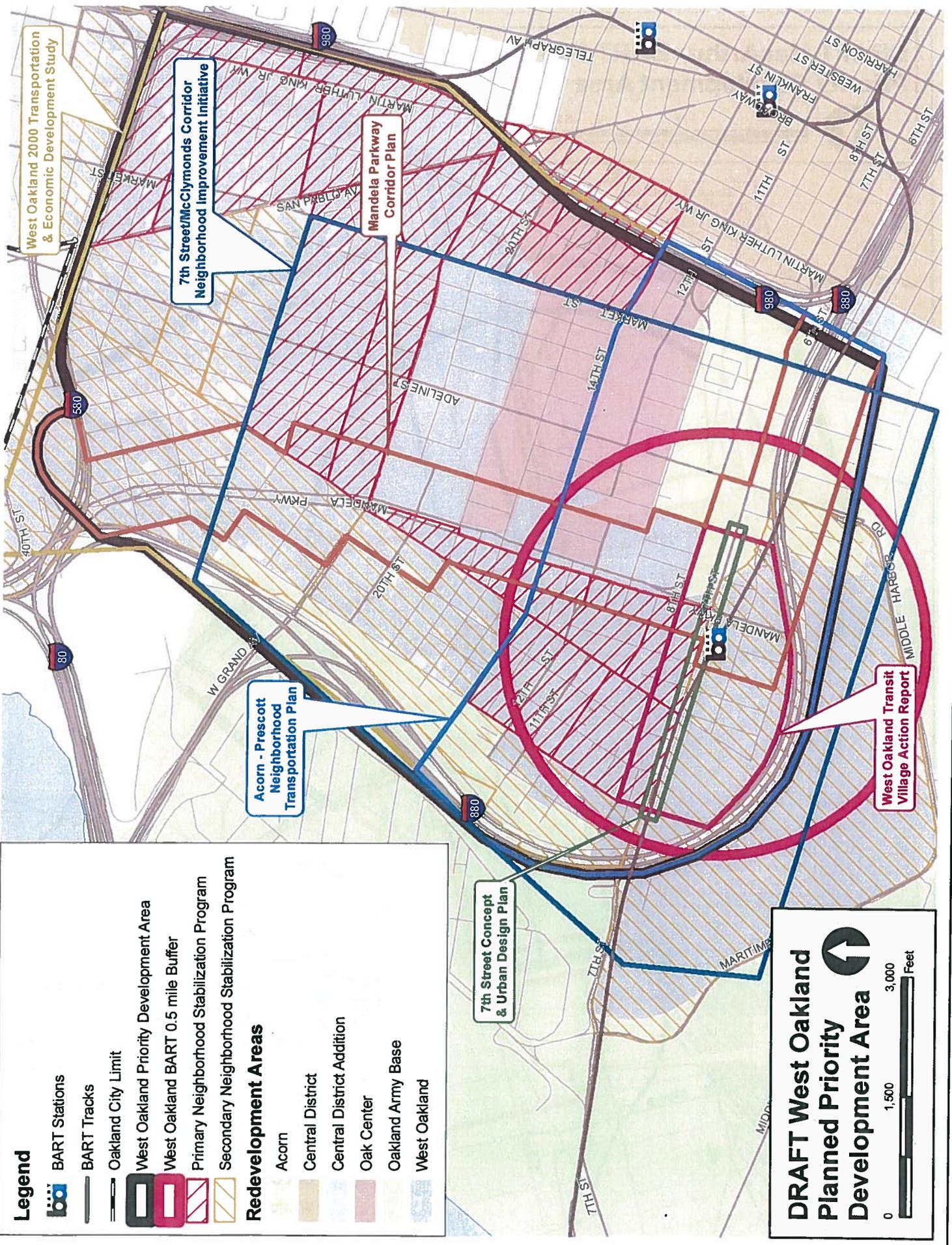
Maps of the proposed Coliseum BART; Downtown/Jack London; Eastmont Town Center; Fruitvale/Dimond; MacArthur Transit Village; and West Oakland Priority Development Areas

Legend

- BART Stations
 - BART Tracks
 - Oakland City Limit
 - West Oakland Priority Development Area
 - West Oakland BART 0.5 mile Buffer
 - Primary Neighborhood Stabilization Program
 - Secondary Neighborhood Stabilization Program
- Redevelopment Areas**
- Acorn
 - Central District
 - Central District Addition
 - Oak Center
 - Oakland Army Base
 - West Oakland

**DRAFT West Oakland
Planned Priority
Development Area**

0 1,500 3,000 Feet



West Oakland 2000 Transportation & Economic Development Study

7th Street/McClymonds Corridor Neighborhood Improvement Initiative

Mandela Parkway Corridor Plan

Acorn - Prescott Neighborhood Transportation Plan

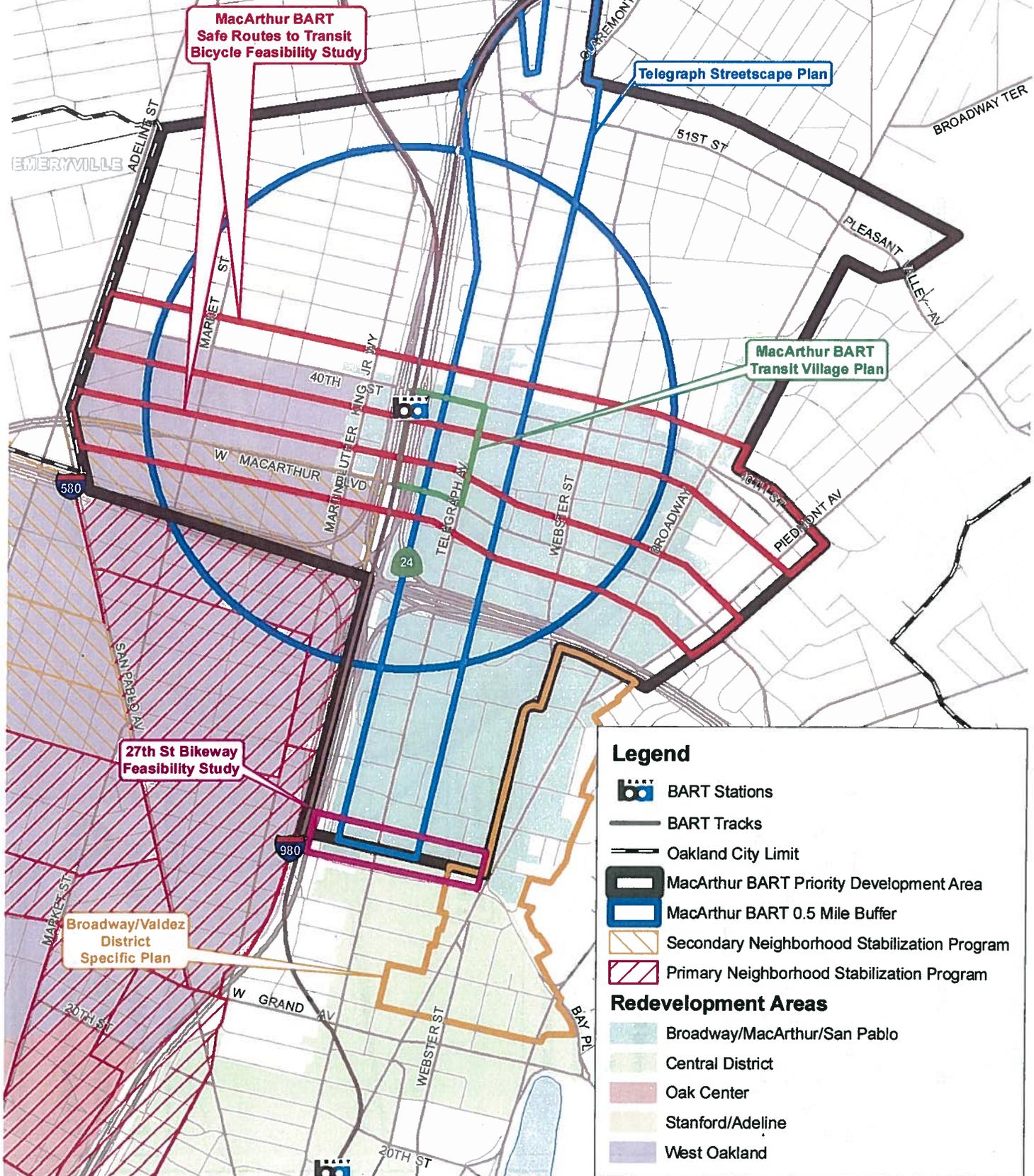
7th Street Concept & Urban Design Plan

West Oakland Transit Village Action Report

DRAFT MacArthur BART Planned Priority Development Area



0 0.25 0.5 Miles



Legend

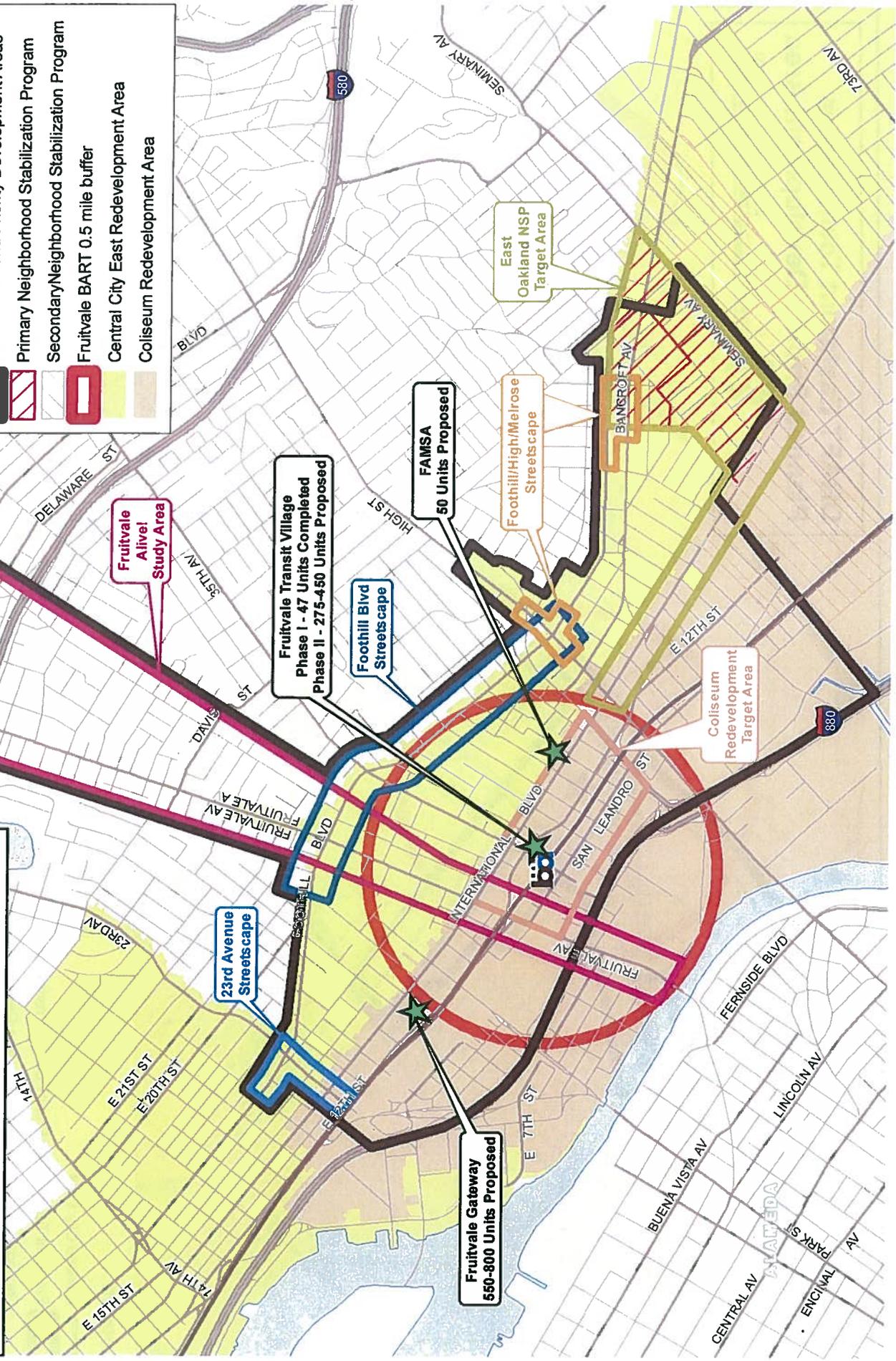
- BART Stations
 - BART Tracks
 - Oakland City Limit
 - MacArthur BART Priority Development Area
 - MacArthur BART 0.5 Mile Buffer
 - Secondary Neighborhood Stabilization Program
 - Primary Neighborhood Stabilization Program
- ### Redevelopment Areas
- Broadway/MacArthur/San Pablo
 - Central District
 - Oak Center
 - Stanford/Adeline
 - West Oakland

DRAFT Fruitvale/Diamond Planned Priority Development Areas

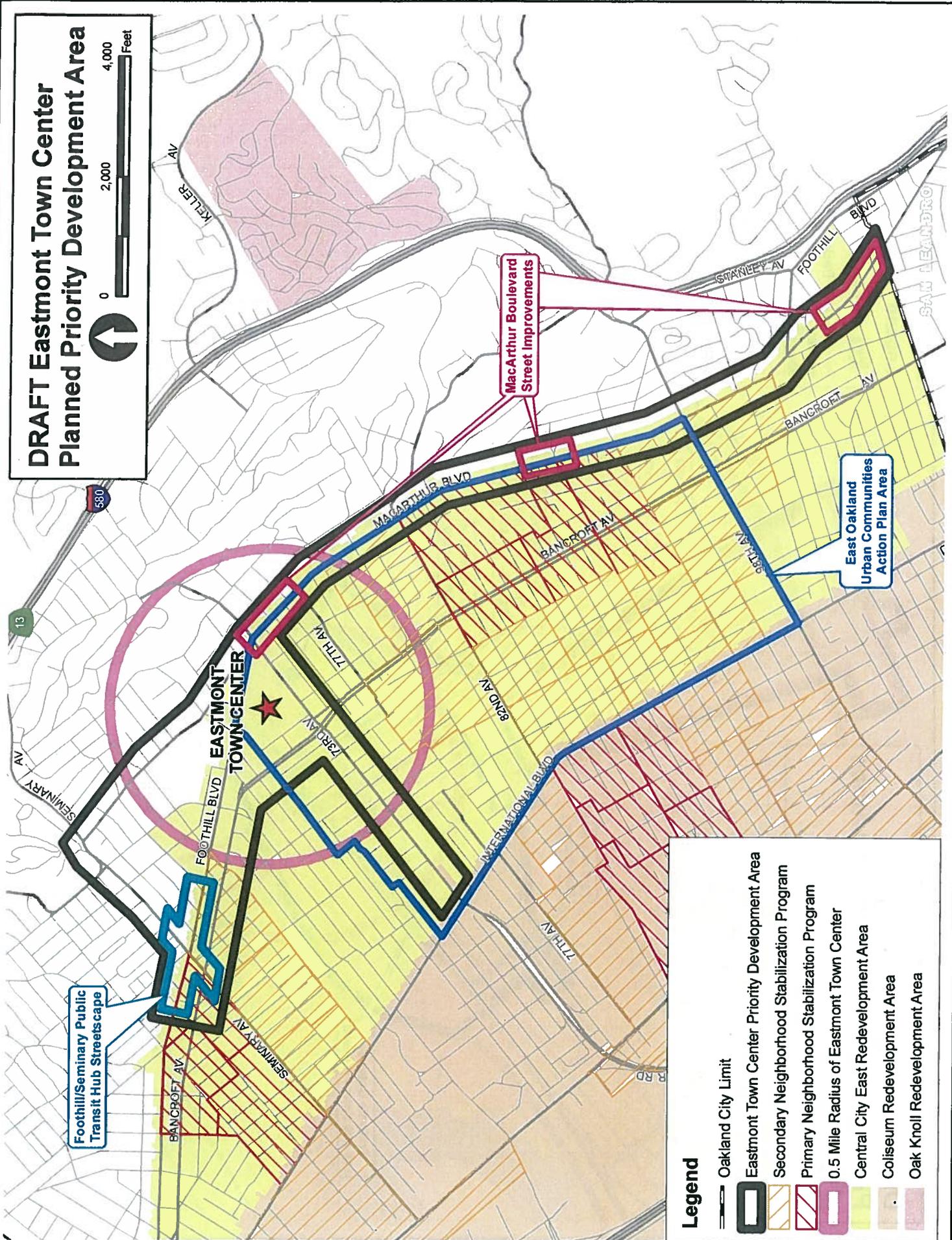


Legend

- Fruitvale BART Station
- BART Tracks
- Fruitvale/Diamond Priority Development Areas
- Primary Neighborhood Stabilization Program
- Secondary Neighborhood Stabilization Program
- Fruitvale BART 0.5 mile buffer
- Central City East Redevelopment Area
- Coliseum Redevelopment Area



DRAFT Eastmont Town Center Planned Priority Development Area



- Legend**
- Oakland City Limit
 - Eastmont Town Center Priority Development Area
 - Secondary Neighborhood Stabilization Program
 - Primary Neighborhood Stabilization Program
 - 0.5 Mile Radius of Eastmont Town Center
 - Coliseum Redevelopment Area
 - Oak Knoll Redevelopment Area

Foothill/Seminary Public Transit Hub Streetscape

MacArthur Boulevard Street Improvements

East Oakland Urban Communities Action Plan Area

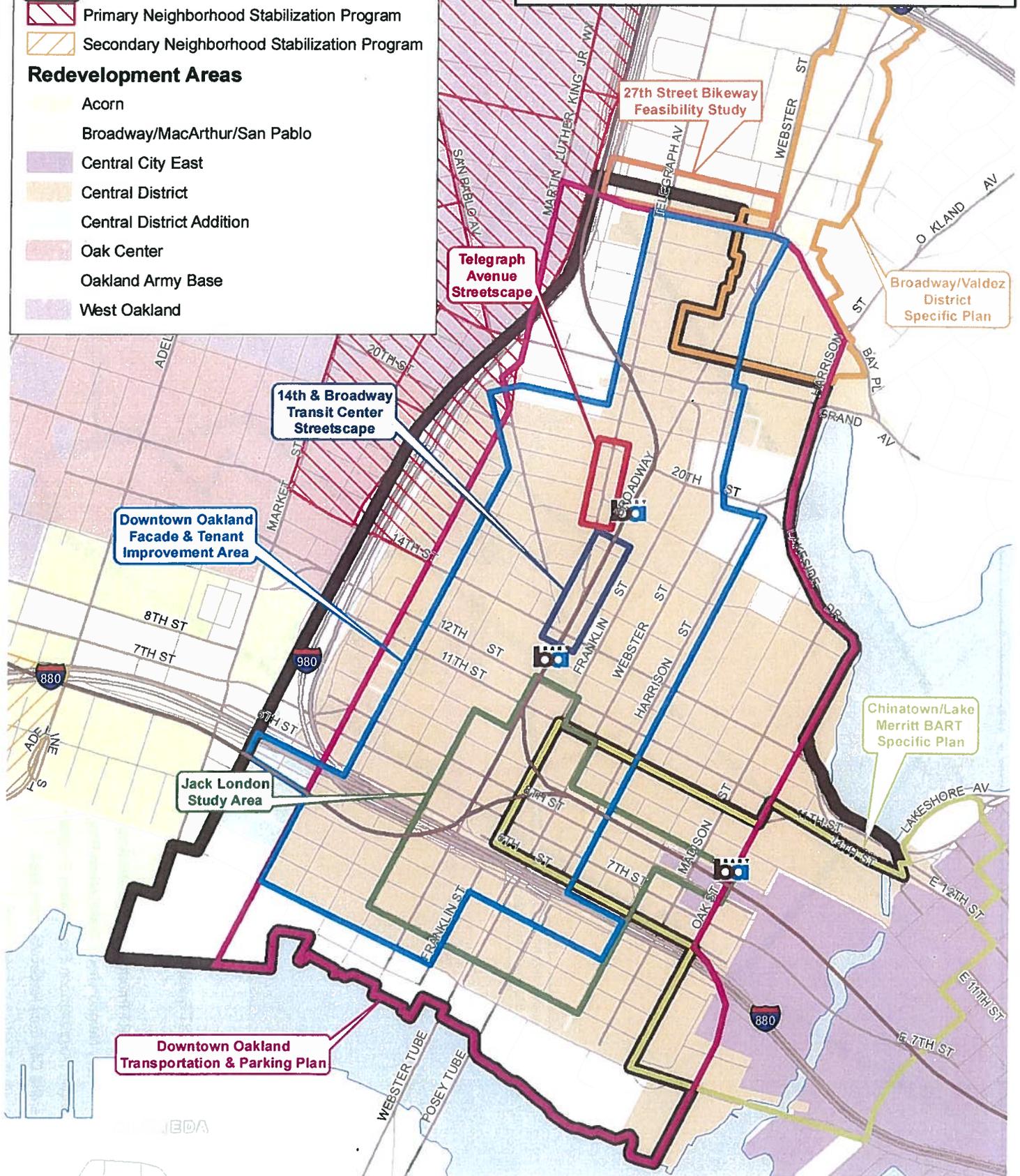
Legend

-  BART Stations
-  BART Tracks
-  12/19th Street BART Priority Development Area
-  Primary Neighborhood Stabilization Program
-  Secondary Neighborhood Stabilization Program

Redevelopment Areas

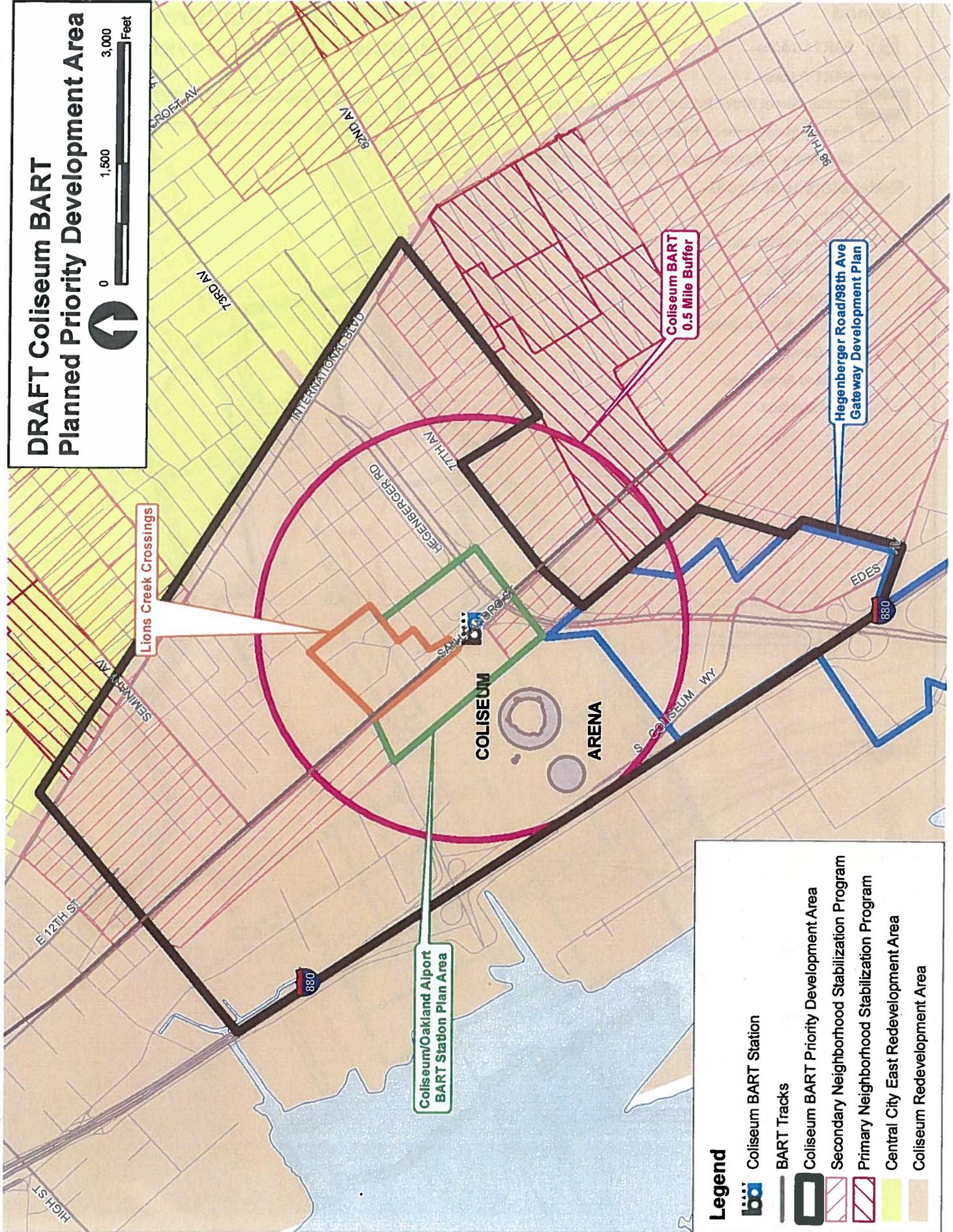
-  Acorn
-  Broadway/MacArthur/San Pablo
-  Central City East
-  Central District
-  Central District Addition
-  Oak Center
-  Oakland Army Base
-  West Oakland

**DRAFT 12th/19th Street BART
Planned Priority Development Area**



IEDA

DRAFT Coliseum BART Planned Priority Development Area



Lions Creek Crossings

Coliseum/Oakland Airport
BART Station Plan Area

Coliseum BART
0.5 Mile Buffer

Hegenberger Road/98th Ave
Gateway Development Plan

Legend

- Coliseum BART Station
- BART Tracks
- Coliseum BART Priority Development Area
- Secondary Neighborhood Stabilization Program
- Primary Neighborhood Stabilization Program
- Central City East Redevelopment Area
- Coliseum Redevelopment Area