

MEMO

To: ABAG Executive Board

Submitted by: Ken Kirkey, ABAG Planning Director

Subject: Process for formalizing Growth Opportunity Areas submitted via the Initial Vision Scenario

Date: August 30, 2011

Executive Summary

Growth Opportunity Areas were submitted by local government staff for consideration in the Initial Vision Scenario. As regional agencies move toward selecting a Preferred Scenario for inclusion in the Sustainable Communities Strategy and develop financial incentives for Priority Development Areas through the OneBayArea Grant program, eligible Growth Opportunity Areas will need to be formalized as Priority Development Areas. Priority Development Areas have submitted formal applications with supporting local council resolutions. Growth Opportunity Areas will need to proceed through the same review and local support to be considered as Priority Development Areas.

Recommended Action

Staff recommends the following:

- Approve the timeline and process for transitioning eligible Growth Opportunity Areas to Priority Development Areas.
- Add the following place types to the menu of place types in the Station Area Planning manual, which jurisdictions self select from as part of their PDA application: Employment Center, Rural Town Center, and Rural Mixed Use Corridor.
- Approve the criteria for these additional place types
- Add to the PDA criteria that the minimum housing density be in line with the selected place type from the Station Area Planning Manual.

Next Steps

- Staff presents process for formalizing Growth Opportunity Areas to ABAG Regional Planning Committee: October 5, 2011
- Staff presents process for formalizing Growth Opportunity Areas to MTC Planning Committee with the ABAG Administrative Committee: October 14, 2011
- Jurisdictions submit completed PDA applications by October 31, 2011
- Staff review of applications received: November 2011
- Deadline for submitting local resolutions in support of PDA Application: November 29, 2011
- Staff PDA recommendations presented to ABAG Regional Planning Committee with Planned/Potential status: December 7, 2011
- Staff PDA recommendations presented to ABAG Executive Board for final adoption with Planned/Potential status: January 19, 2011

Attachments:

Staff Report



Date: August 30, 2011
To: ABAG Executive Board
From: Ken Kirkey, ABAG Planning Director
Subject: **Process for formalizing Growth Opportunity Areas submitted via the Initial Vision Scenario**

Background on Growth Opportunity Areas

The Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) approach the implementation of the FOCUS Priority Development Areas (PDAs) as a key consideration for the development and adoption of the Sustainable Communities Strategy (SCS) under SB375. The PDAs comprise a network of neighborhoods that are expected to accommodate the majority of the region's population and employment growth.

The SCS Initial Vision Scenario, released in March 2011, was designed around the places identified for growth by local jurisdictions. These places included the PDAs, already designated through the FOCUS program. They also included additional Growth Opportunity Areas (GOAs), some similar to PDAs and others with different characteristics for growth and sustainability. Based on local visions, plans and growth estimates, regional agencies distributed housing growth across the region, focusing on the PDAs and the newly identified Growth Opportunity Areas.

With the identification of new areas for growth in the Initial Vision Scenario, 70 jurisdictions within the Bay Area now have at least one PDA or GOA. The PDAs and GOAs combined currently contain 22% of households. Based on the Initial Vision Scenario housing distribution, by 2035 these areas could contain about 34% of households, taking on approximately 72% of new household growth.

ABAG and MTC have proposed a regional funding program, the OneBayArea Grant, that will support the implementation of the SCS at the local level. This proposal pulls together different transportation funding streams to support sustainable growth as envisioned in the SCS. As proposed, \$211 million will be distributed among counties based on population, the Regional Housing Needs Allocation (RHNA), and actual housing production. Congestion management agencies would be able to spend seventy-percent of this funding stream on projects that support the PDAs, and thirty-percent of this funding could be spent anywhere in the county.

The PDAs have undergone a formal process of designation, requiring city council resolutions. The GOAs, however, have only been proposed by city staff at this point. Given the possibility that regional funding will be tied more closely to the scale and quality of sustainable growth within local jurisdictions, it is important to formalize the Growth Opportunity Areas identified in the Initial Vision Scenario, as these areas will play a valuable role in the SCS. This memo outlines a process for Growth Opportunity Areas to become Priority Development Areas and recommends an expanded PDA criteria to include rural areas and employment centers and to ensure new PDAs are planning for appropriate housing densities.

Process for Growth Opportunity Areas to become Priority Development Areas

Staff has conducted a preliminary assessment of Growth Opportunity Areas submitted for inclusion in the Initial Vision Scenario to highlight that the majority of these areas seem eligible to become Priority Development Areas. However, given the potential role of PDAs in RHNA and the OneBayArea Grant, GOAs need to provide more information for proper review and show formal commitment to being

designated as PDAs. Jurisdictions who want their GOAs to be considered in the Sustainable Communities Strategy and, thus, OneBayArea Grant will need to complete a PDA application to provide staff with the necessary information to evaluate the area's eligibility and status as Planned or Potential PDAs. A resolution in support of the jurisdiction's application will also need to be submitted. **Growth Opportunity Areas that do not meet PDA criteria or for which a complete PDA application is not received will not be considered for PDA adoption and will not be eligible for OneBayArea Grant funding.** Only adopted PDAs will be eligible for these funds.

Preliminary Analysis of Growth Opportunity Areas

Jurisdictions submitted GOAs for consideration in the Initial Vision Scenario. Staff has reviewed the GOA information submitted and arrived at the following summary. As is being recommended in this report, jurisdictions who submitted GOAs will need to submit a full PDA application to enable a comprehensive review for PDA eligibility prior to making final recommendations for certain GOAs to become PDAs.

Approximately 52 newly identified GOAs meet the criteria for PDA designation, namely that they are infill areas within existing urbanized areas and are served by high-frequency transit. These 52 new areas could accommodate up to 88,000 new households by 2035. As such, these GOAs are good candidates for PDA designation.

Six GOAs (in addition to the 52 GOAs described above) are identified as "Rural Town Centers" or "Rural Mixed-Use Corridors". While these areas could accommodate more than 1,900 new households by 2035, the primary role of these rural areas in the SCS would be to improve connectivity and provision of services for rural residents, rather than significant housing production. Rural Town Center and Rural Mixed-Used Corridor Place Types would need to be added as an option to the menu of Place Types identified in the MTC Station Area Planning manual, which jurisdictions currently use to identify an appropriate place type for their PDA.

Nine additional GOAs are identified as "Employment Centers"; these areas could accommodate at least 7,000 new jobs. As with the rural GOAs, the primary role of these areas is not housing production, but rather a reduction in vehicle-miles-traveled through improvements in transit to and provision of services within these existing and future job centers. An Employment Center Place Type would need to be added as an option to the existing Place Types identified in the MTC Station Area Planning manual, which jurisdictions currently use to identify an appropriate place type for their PDA.

Another fourteen GOAs have been identified that currently do not meet all of the PDA criteria. Some of these areas are very small (less than 20 acres in size); some are envisioned for low-density development or do not have sufficient transit service. However, these GOAs could accommodate a significant number of new housing units; the Initial Vision Scenario envisions approximately 28,000 new households in these GOAs by 2035. Staff will need to make a formal determination on these areas based on additional information provided by the jurisdictions in the completed PDA applications to be submitted. PDAs will be encouraged to submit areas that are at least 100 acres in size or to explain why that is not feasible. Additionally, jurisdictions will need to demonstrate that new housing being planned for in the area will meet the minimum place type guidelines.

Recommendations

1) Staff recommends that the place type menu available to PDAs be made more inclusive of employment-focused and rural areas to advance sustainability concepts not previously covered by the PDA criteria. The Employment Center, Rural Town Center, and Rural Mixed Use Corridor Place Types would be added to the seven Place Types identified in MTC's Station Area Planning Manual that are currently being used to describe the existing PDAs. As funding may flow to these areas that are not specifically housing-focused, specific criteria for these areas need to be implemented to ensure that these areas further

the goals of the SCS, either through a reduction in VMT via improvements in connectivity and services or through supporting the economic vitality of the region.

2a) Specifically, staff suggest the following criteria be required for PDA designation of Rural Centers/Corridors:

- The areas are existing town centers (not co-terminus with other urban communities) and/or are along a rural corridor
- The areas encompass or are being planned to include a mix of services to reduce vehicle miles traveled and/or are being planned for more housing with a mix of supportive services
- The areas are being planned for more connectivity (multi-modal improvements, transit for employees and residents, etc.)
- Areas have an urban growth boundary or other zoning policy in place, such as an urban service area, to limit sprawling development

2b) Staff suggest the following criteria be required for PDA designation of Employment Centers:

- The areas currently contain a certain threshold or density of jobs or have the plan capacity for a certain threshold of job growth (thresholds to be determined)
- The areas are currently served by transit or are being planned for transit service (fixed rail existing or planned, demonstrated high frequency bus (20 min headways during peak weekday commute hours), or shuttle service to fixed rail)
- The areas are planned for a greater intensity and mix of uses (increased floor area ratios, reduced parking requirements, required Transportation Demand Management)
- The jurisdiction is providing sufficient housing near the employment center to merit resources supporting an exclusively employment development area (sufficient level of housing to be determined – possibly related to jobs per household or employed resident from General Plans)

3) Additionally, staff recommends that the definition of the PDA criteria for the area is planned or is planning for more housing, be clarified to state the following (addition in bold):

Housing – means the area has plans for a significant increase in housing units **to a minimum density of the selected place type from the Station Area Planning Manual**, 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.

This addition will ensure that areas proposed as PDAs incorporate housing at an appropriate level for their place type.

4) Staff recommends the following process and timeline for transitioning eligible Growth Opportunity Areas to Priority Development Areas:

Milestone	Target Date
Staff presents process for formalizing GOAs to ABAG Regional Planning Committee	October 5, 2011
Staff presents process for formalizing GOAs to MTC Planning Committee with the ABAG Administrative Committee	October 14, 2011
Jurisdictions submit completed PDA applications	October 31, 2011
Staff review of applications received	November 2011
Deadline for submitting local resolutions in support of PDA Application	November 29, 2011

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**INITIAL VISION SCENARIO GROWTH OPPORTUNITY AREAS –
Preliminary Analysis for Information Only**

Could Qualify for PDA designation

Name	Jurisdiction	Place Type	Households		Growth	Acres	Household Density	Transit
			2010	2035				
Alameda County: Castro Valley BART	Alameda County	Transit Neighborhood	1,294	1,967	673	265	7.42	BART + bus, <20 min headways
Alameda County: East 14th Street and Mission Boulevard Mixed Use Corridor	Alameda County	Mixed-Use Corridor	5,782	6,982	1,200	810	8.62	BART + bus, <20 min headways
Alameda County: Meekland Corridor	Alameda County	Transit Neighborhood	1,443	1,920	477	165	11.64	Amtrak + BART (Hayward)
Alameda: Northern Waterfront	Alameda	Transit Neighborhood	322	1,303	981	203	6.42	bus, <20 min headways
Albany: San Pablo Avenue & Solano Avenue	Albany	Mixed-Use Corridor	474	1,732	1,258	57	30.35	BART + bus, <20 min headways
Campbell: Winchester Boulevard Master Plan	Campbell	Transit Neighborhood	460	582	122	77	7.55	VTA + bus, <20 min headways
Concord: Downtown BART Station Planning	Concord	City Center	1,980	6,400	4,420	378	16.93	BART + bus, <20 min headways
Concord: West Downtown Planning Area	Concord	Mixed-Use Corridor	0	595	595	185	3.22	BART + bus, <20 min headways
East Palo Alto: Woodland/Willow Neighborhood	East Palo Alto	Urban Neighborhood	1,833	2,550	717	101	25.27	close to Caltrain + bus, <20 min headways
Fremont: Fremont Boulevard and Warm Springs Boulevard Corridor	Fremont	Mixed-Use Corridor	6,076	8,119	2,043	1,292	6.29	future BART
Fremont: Fremont Boulevard Decoto Road Crossing	Fremont	Mixed-Use Corridor	143	281	138	53	5.30	close to BART + bus, <20 min headways
Fremont: South Fremont/Warm Springs	Fremont	Suburban Center	4	759	755	874	0.87	future?

Hayward: Mission Corridor	Hayward	Mixed-Use Corridor	474	1,446	972	126	11.48	BART + bus, <20 min headways
Los Altos: El Camino Real Corridor	Los Altos	Mixed-Use Corridor	283	612	329	99	6.21	~.5 miles from Caltrain + bus, <20 min headways
Marin County: San Quentin	Marin County	Transit Neighborhood	80	1,597	1,517	292	5.47	ferry + bus, <20 min headways
Milpitas: Hammond Transit Neighborhood	Milpitas	Transit Neighborhood	2	397	395	42	9.40	near VTA + bus, <20 min headways
Milpitas: McCandless Transit Neighborhood	Milpitas	Transit Neighborhood	39	383	344	69	5.55	VTA + bus, <20 min headways
Milpitas: Midtown Mixed-Use Corridor	Milpitas	Mixed-Use Corridor	54	700	646	67	10.40	near VTA + bus, <20 min headways
Milpitas: Town Center Mixed-Use Corridor	Milpitas	Mixed-Use Corridor	0	750	750	47	15.82	bus, <20 min headways
Mountain View: Downtown	Mountain View	Transit Town Center	1,359	2,544	1,185	265	9.60	Caltrain + bus, <20 min headways
Mountain View: El Camino Real Corridor	Mountain View	Mixed-Use Corridor	2,561	4,121	1,560	360	11.43	near Caltrain + bus, <20 min headways
Mountain View: Moffett Field/NASA Ames	Mountain View	Suburban Center	166	2,283	2,118	959	2.38	VTA + bus, <20 min headways
Mountain View: North Bayshore	Mountain View	Suburban Center	278	2,653	2,375	832	3.19	bus, <20 min headways
Mountain View: San Antonio Center	Mountain View	Transit Town Center	1,470	2,732	1,262	215	12.68	Caltrain + bus, <20 min headways
Newark: Cedar Boulevard Transit	Newark	Transit Neighborhood	1	358	357	43	8.25	bus, <20 min headways
Newark: Civic Center Re-Use Transit	Newark	Transit Neighborhood	63	212	149	10	20.31	bus, <20 min headways

Palo Alto: El Camino Real Corridor	Palo Alto	Mixed-Use Corridor	4,272	6,116	1,845	845	7.24	Caltrain + bus, <20 min headways
Palo Alto: University Avenue/Downtown	Palo Alto	Transit Town Center	2,162	3,701	1,539	365	10.15	Caltrain + bus, <20 min headways
Redwood City: Middlefield	Redwood City	Mixed-Use Corridor	2,370	2,757	387	345	7.98	near Caltrain + bus, <20 min headways
Redwood City: Veterans Corridor	Redwood City	Mixed-Use Corridor	308	1,076	768	259	4.15	Caltrain + limited bus
Richmond: 23rd Street	Richmond	Mixed-Use Corridor	332	1,199	867	51	23.55	BART + bus, <20 min headways
Richmond: San Pablo Avenue Corridor	Richmond	Mixed-Use Corridor	653	2,057	1,404	214	9.60	BART + bus, <20 min headways
San Jose: Bascom TOD Corridor	San Jose	Mixed-Use Corridor	227	1,627	1,400	101	16.17	bus, <20 min headways
San Jose: Bascom Urban Village	San Jose	Mixed-Use Corridor	1,089	1,889	800	178	10.59	bus, <20 min headways
San Jose: Blossom Hill/Snell Urban Village	San Jose	Mixed-Use Corridor	519	1,619	1,100	125	12.90	near VTA + bus, <20 min headways
San Jose: Camden Urban Village	San Jose	Mixed-Use Corridor	346	1,346	1,000	146	9.23	bus, <20 min headways
San Jose: Capitol Corridor Urban Villages	San Jose	Mixed-Use Corridor	3,692	9,892	6,200	724	13.66	VTA + bus, <20 min headways
San Jose: Capitol/Tully/King Urban Villages	San Jose	Suburban Center	1,504	3,754	2,250	545	6.89	near VTA + bus, <20 min headways
San Jose: Oakridge/Almaden Plaza Urban Village	San Jose	Suburban Center	2,302	9,802	7,500	571	17.18	VTA + bus, <20 min headways
San Jose: Saratoga TOD Corridor	San Jose	Mixed-Use Corridor	1,495	2,595	1,100	254	10.23	bus, <20 min headways

San Jose: Stevens Creek TOD Corridor	San Jose	Mixed-Use Corridor	1,066	4,966	3,900	177	28.00	bus, <20 min headways
San Jose: Westgate/El Paseo Urban Village	San Jose	Suburban Center	559	3,059	2,500	212	14.43	bus, <20 min headways
San Jose: Winchester Boulevard TOD Corridor	San Jose	Mixed-Use Corridor	2,026	4,026	2,000	220	18.27	bus, <20 min headways
Santa Clara: Central Expressway Focus Area	Santa Clara	City Center	0	4,000	4,000	168	23.84	limited bus (<20 min headways)
Santa Clara: El Camino Real Focus Area	Santa Clara	Mixed-Use Corridor	1,305	2,183	878	304	7.17	near Caltrain + bus, <20 min headways
Santa Clara: Great America Parkway Focus Area	Santa Clara	Urban Neighborhood	0	3,400	3,400	75	45.07	~1/2 mile from VTA + bus, <20 min headways
Santa Clara: Lawrence Station Focus Area	Santa Clara	Transit Neighborhood	0	6,194	6,194	145	42.58	near Caltrain
Santa Clara: Santa Clara Station Focus Area	Santa Clara	City Center	167	3,502	3,335	165	21.18	Caltrain + bus, <20 min headways
Santa Clara: Tasman East Focus Area	Santa Clara	Transit Neighborhood	0	1,805	1,805	45	39.73	VTA + bus, <20 min headways
Santa Rosa: North Santa Rosa Station	Santa Rosa	Suburban Center	4,433	7,618	3,185	897	8.50	future SMART
South San Francisco: Lindenville Transit Neighborhood	South San Francisco	Transit Neighborhood	0	714	714	73	9.76	near BART, <1/2 mile
Sunnyvale: Tasman Station ITR	Sunnyvale	Mixed-Use Corridor	202	805	603	94	8.56	bus, <20 min headways
TOTAL			57,669	145,683	88,013	15,189		

Could Qualify for PDA designation as Rural Center/Corridor

Name	Jurisdiction	Place Type	Households 2010		Households 2035		Growth	Acres	Household Density	Transit
Sonoma County: Forestville Urban Service Area	Sonoma County	Rural Town Center	n/a	n/a	n/a	n/a	n/a	n/a	n/a	limited
Sonoma County: Guerneville Urban Service Area	Sonoma County	Rural Town Center	n/a	n/a	n/a	n/a	n/a	n/a	n/a	limited
Sonoma County: Penngrove Urban Service Area	Sonoma County	Rural Town Center	312	958	646	441	2.17	limited		
Sonoma County: The Springs	Sonoma County	Rural Mixed-Use Corridor	6,161	7,414	1,253	3,086	2.40	limited		
Sonoma County: Graton Urban Service Area	Sonoma County	Rural Town Center	n/a	n/a	n/a	n/a	n/a	limited		
San Mateo County: Unincorporated Midcoast (El Granada, Princeton, Moss Beach, Montara)	San Mateo County	Rural Mixed-Use Corridor	n/a	n/a	n/a	n/a	n/a	no		
		TOTAL	6,473	8,372	1,899	3,527				

Could Qualify for PDA designation as Employment Center

Name	Jurisdiction	Place Type	Jobs 2010		Jobs 2035		Growth	Acres	Job Density	Transit?
Concord: North Concord BART Adjacent	Concord	Employment Center	0	0	0	538	n/a	BART		
Fremont: Ardenwood Business Park	Fremont	Employment Center				433	n/a	bus, <20 min headways limited: bus w/ 20 min headways just outside		
Milpitas: McCarthy Ranch Employment Center	Milpitas	Employment Center	1,209	2,156	947	94	22.98	VTA + bus, <20 min headways		
Milpitas: Tasman Employment Center	Milpitas	Employment Center	0	0	0	529	n/a	near VTA (~1 mile); limited bus (on outskirts)		
Milpitas: Yosemite Employment Center	Milpitas	Employment Center	136	292	156	508	0.57			

Mountain View: East Whisman	Mountain View	Employment Center	0	2,915	2,915	310	9.39	VTA + bus, <20 min headways
Sunnyvale: Moffett Park	Sunnyvale	Employment Center	0	0	0	1,242	n/a	VTA + bus, <20 min headways
Sunnyvale: Peery Park	Sunnyvale	Employment Center	0	1,812	1,812	447	4.05	bus, <20 min headways + near VTA
Sunnyvale: Reamwood Light Rail Station	Sunnyvale	Employment Center	0	0	0	62	n/a	VTA + bus, <20 min headways
TOTAL			1,345	7,175	5,830	4,163		

Do not currently seem to meet PDA Criteria

Name	Jurisdiction	Place Type	Households		Growth	Acres	Density	Transit	Criteria for Designation
			2010	2035					
Daly City: Citywide	Daly City	tbd	28,041	34,019	5,978	3,535	9.62	BART + bus, <20 min headways	Define specific areas for PDA designation
San Francisco: Citywide	San Francisco	tbd	166,849	184,225	17,376	12,016	15.33	bus, <20 min headways	Define specific areas for PDA designation
Alameda County: Hesperian Corridor	Alameda County	Transit Neighborhood		2,733			n/a	1/2 mile from BART + bus (check headways)	Ensure area meets size minimum
Union City: Mission Boulevard	Union City	Mixed-Use Corridor	2	152	150	7	21.48	bus, <20 min headways	Define or join to larger corridor PDA
Union City: Old Alvarado	Union City	Mixed-Use Corridor	55	208	153	19	11.01	bus, <20 min headways	Define or join to larger corridor PDA
Hayward: Carlos Bee Quarry	Hayward	Mixed-Use Corridor	23	575	552	27	21.36	1 mile from BART, bus line but not suff. headways	Improve transit
Redwood City: Broadway	Redwood City	Mixed-Use Corridor	1,962	2,325	363	365	6.37	~1 mile from Caltrain + bus, <20 min headway @ edge of GOA + proposed streetcar	Improve transit

Redwood City: Mixed Use Waterfront	Redwood City	Mixed-Use Corridor	876	1,916	1,040	131	14.61	~1 mile from Caltrain + proposed streetcar	Improve transit
Sunnyvale: East Sunnyvale ITR	Sunnyvale	Mixed-Use Corridor	1	601	600	69	8.71	limited bus: suff. headways but on outskirts of GOA	Improve transit.
Benicia: Northern Gateway	Benicia	Employment Center	0	756	756	330	2.29	none: Benicia Transit route thru GOA, but does not have suff. Headway	Improve transit
Milpitas: Serra Center Mixed-Use Corridor	Milpitas	Mixed-Use Corridor	278	598	320	14	42.39	bus: <20 min headways	Define or join to larger PDA
Sonoma County: 8th Street East Industrial Area	Sonoma County	Employment Center				194	0.00	future?	Improve transit
Sonoma County: Airport/Larkfield Urban Service Area	Sonoma County	Employment Center	4,314	5,227	913	2,739	1.91	limited: SCT bus line thru GOA, but not suff. Headways	Improve transit
Newark: Area 3 and 4 Housing Area	Newark							nearby	Improve transit, plan for minimum place type density
		TOTAL	202,401	233,335	28,201	19,446			

Note: n/a = not available