

# A G E N D A

**REGIONAL PLANNING COMMITTEE  
METROCENTER Auditorium  
1:00-3:00 P.M. WEDNESDAY, February 2, 2011**

**Please Note: There will NOT be a pre-meeting workshop.**

*Committee may take action on any item on the agenda*

1. **Call to Order**
2. **Public Comment**
3. **Approval of Regional Planning Committee Meeting Minutes – December 1, 2010**
4. **Oral Reports/Comments**
  - a. Committee Members
  - b. Staff
    - \*Ken Kirkey, ABAG Planning Director, will include report on the ongoing efforts related to the Initial Vision Scenario.*
5. **INFORMATION: Priority Development Areas Assessment – Schools**

Miriam Chion, ABAG Principal Planner and Deborah McCoy, Executive Director, Center for Cities and Schools, will present the assessment of schools in the Priority Development Areas.
6. **ACTION: Priority Development Area submitted by the City of Fremont**

Justin Fried, ABAG Regional Planner, will present information on and staff will seek committee approval of a new Priority Development Area (PDA) submitted by the City of Fremont.
7. **INFORMATION: Next Steps in the Recovery Planning Process**

Danielle Hutchings, ABAG Earthquake and Hazards Program Coordinator, and Laurie Johnson, an expert on disaster recovery, will provide an update on ABAG’s ongoing and potential regional recovery planning efforts.

**ADJOURN**

**Next meeting: Wednesday, April 6, 2011**

MEMO

**Submitted by:** Miriam Chion, Principal Planner  
**To:** Regional Planning Committee (RPC)  
**Subject:** Priority Development Area Assessment: Completeness – Schools  
**Date:** February 2, 2011

**Executive Summary**

This report provides a preliminary assessment of schools performance in Planned Priority Development Areas (PDAs) and the rest of the region. This is one component of the PDA Assessment. Access to quality schools is one of the elements of the Assessment that addresses the development of PDAs as complete communities. The assessment was designed to inform the FOCUS program and the development of policies and incentives to support Priority Development Areas.

**Recommended Action**

This is a discussion item. Staff seeks input on the role of schools in the development of complete communities through PDAs. No action is required.

## MEMO

Date: February 2, 2011  
To: Regional Advisory Working Group  
From: Miriam Chion, Principal Planner  
Subject: **Priority Development Area Assessment: Completeness – Schools**

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This report provides a preliminary assessment of schools performance in Planned Priority Development Areas (PDAs) and the rest of the region. This is one component of the PDA Assessment. Access to quality schools is one of the elements of the Assessment that addresses the development of PDAs as complete communities. The assessment was designed to inform the FOCUS program and the development of policies and incentives to support Priority Development Areas.

Local jurisdiction and regional representatives have indicated the importance of access to high quality schools in the development of complete communities. In the PDA Assessment survey and interviews, many local planners identified schools as a significant neighborhood quality factor that impacted the PDA's development potential. MTC's *Choosing Where We Live* report corroborates this finding; residents surveyed for the study highlighted access to quality schools as a key value in choosing their neighborhoods. While childless singles and couples form a significant portion of the demand for housing in walkable and transit-oriented neighborhoods, families with children also represent a sizeable market.

At the regional level, schools are a critical component of sustainable growth that affects equity, the economy, and the environment. The City of San Francisco's Mayor's Office of Housing has identified education as a primary challenge related to successful infill development in large neighborhood planning areas. ABAG and MTC have no direct role or responsibility relative to schools. However, the regional agencies recognize that school location and quality have a significant impact on neighborhood and community development and therefore on the Bay Area's ability to accommodate growth in a sustainable manner.

Schools currently account for 35% of all statewide infrastructure spending<sup>1</sup> and 12% of all vehicle trips made in the Bay Area.<sup>2</sup> At the local level, in several Bay Area communities' city governments and schools districts have initiated joint planning efforts that integrate schools as part of the community planning process to accommodate additional infill development. One of

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<sup>1</sup> Vincent, Jeffrey M. School Construction Policies to Support Sustainable Communities: California's Golden Opportunity. Testimony at the Joint Informational Hearing for the California Senate Committee on Housing and Transportation and the Senate Select Committee on State School Facilities: "Schools as Centers of Sustainable Communities: A Vision for Future School Facility Construction," December 15, 2009.  
<http://citiesandschools.berkeley.edu/reports/Vincent-testimony-121509.pdf>

<sup>2</sup> 2000 Bay Area Travel Survey ([http://www.mtc.ca.gov/maps\\_and\\_data/datamart/survey/](http://www.mtc.ca.gov/maps_and_data/datamart/survey/))

the most notable examples is Emeryville where school improvement has been identified as an important factor for community development and new school facilities are being developed as community assets and neighborhood centers.

The purpose of this analysis is to assess the role schools play in neighborhood, community, and regional development. Some work has already been done to examine the link between transit-oriented development and schools. The UC Berkeley Center for Cities & Schools, a consultant for this work, identified the following core connections in their 2010 report, *Putting Schools on the Map: Linking Transit-Oriented Development, Families, and Schools in the San Francisco Bay Area*:

1. School quality plays a major role in families' housing choices.
2. A wide housing unit mix is needed to attract families.
3. Housing unit mix, school enrollment, and school funding are intricately related.
4. Children often use transit to get to and from school and after-school activities.
5. Multi-modal transit alternatives support access to the increasing landscape of school options.
6. Mixed-income Transit-Oriented Development (TOD) provides opportunities for educational workforce housing.
7. TOD design principles support walkability and safety for children and families.
8. TOD brings amenities and services that can serve families closer to residential areas.
9. When schools are integrated with TOD planning, opportunities emerge for the shared use of public space.
10. TOD offers opportunities for renovating and building new schools in developments, which draws families.

### ***PDA Assessment: Analysis of Schools***

In order to understand school issues in Priority Development Areas, regional agencies staff identified the following indicators:

1. School Quality—Average school quality in Planned PDAs compared to schools region-wide regarding four measures: school, student and staff characteristics, and school performance. All data is from the California Department of Education (CDE).
2. Physical Accessibility—Identification of the number/proportion of schools to which students living in a PDA can either walk or take transit.. A joint effort between MTC and ABAG examined the following metrics to measure accessibility:
  - a. Schools within ¼ mile of a bus or rail transit stop serving a PDA within the school district geography.
  - b. Schools within a half mile of a PDA via MTC's walkable streets network.
  - c. Residential PDA acres within a half mile of a school.
3. School Choice: CDE and American Community Survey data shows the proportions of students in Public, Charter, and Private Schools for each jurisdiction.

4. Collaboration—Data from PDA Assessment Survey addresses the current state of City-School collaboration in PDA jurisdictions, including shared facilities, transit coordination, impact fees or involvement in planning activities.

### ***PDA Assessment Findings***

The following are highlighted findings from the PDA Assessment and suggestions for how they may impact the development of Priority Development Areas. It is important to keep in mind that the first two categories, school quality and physical accessibility, only apply to the public and charter schools, covering approximately 86.5% of all students in PDAs.

#### 1. School Quality in PDAs

- Taken as an average, schools in PDAs have a lower Academic Performance Index (API) rating than schools outside of the PDAs, both elsewhere in the region and statewide.
- PDA Public schools have a greater number of students receiving free or reduced-cost lunches because of their family's income level
- School demographics vary widely among PDAs, but overall schools in PDAs have more students of color than schools outside of PDAs.

School quality issues in PDAs have several notable impacts. The perception that a community or neighborhood has low performing schools may restrain the amount of new development the market will support in these areas. From an equity standpoint lower API scores in PDAs that also have a concentration of students of color reflect an education achievement gap and a significant equity concern. PDA Assessment survey results suggest that school quality and the perception of school quality serves to attract or repel households with children from some PDAs. In several communities served by reputable school districts, local planners have indicated that families have moved to new housing in PDAs that was not marketed or thought to be attractive to households with children. In other jurisdictions where school quality measurements are low planners noted that developers have described an ongoing pattern of childless couples being drawn to their projects but vacating their units after they have children or their children reach school-age.

#### 2. Physical Accessibility

- About half of PDAs have schools within a half-mile walk of their residential or mixed-use neighborhoods.
- Similarly, 45 out of 92 PDAs assessed have one or more transit routes that stop within a ¼ mile of a school in their area.
- Although most PDAs have at least one transit or walk-accessible school, there are 7 Planned PDAs that do not have any schools within a half-mile distance of their residences or frequent transit service providing school connections.
- Two Planned PDAs have no transit connection to schools in their district.

Improvements to school accessibility are clearly needed in many of the Planned PDAs to become complete communities that include schools or adequately address the need of school-age children. School accessibility is a complex issue in many Bay Area cities due to school

assignment policies that result in many students not attending a neighborhood schools. If Priority Development Areas are to evolve as complete communities that serve a diversity of incomes, ages, and household types, pedestrian, bike and transit access to schools will need to be a consideration related to neighborhood planning and development.

### 3. School Choice

- Of the region's 1839 Public Schools, 11% are within the PDA boundaries and an additional 7% are within a half mile buffer of the PDAs.
- Nearly one-fifth of PDA schools are Charter schools, compared to 6% of schools elsewhere in the region.
- Jurisdictions with PDAs have proportionately more students in private schools than non-PDA jurisdictions (13.5% students in private school compared to 8% statewide.)
- The range of students attending private or parochial schools varies widely. In some large PDA jurisdictions (e.g. Oakland and San Francisco) 20-30% of school-aged children attend private schools. These rates are among the highest in the nation.
- Most school districts use a neighborhood-based assignment policy, but inter-district transfers and other programs in several large districts to improve access to quality schools and address diversity issues are common.

The high percentage of charter and private school students in PDAs appears to be in keeping with lower overall measures of school quality in PDAs. The ability to opt out of public school systems is a strategy available to and utilized by a substantial number of households with children in PDAs. Given cost factors of private school education issues of school choice and school quality result in significant inequities for lower and likely many moderate income households with children.

### 4. Collaboration

- A substantial number of local jurisdictions surveyed have Joint Use Agreements for school facilities that provide community access to schools for community uses not directly related to school programs. However, most local jurisdictions do not have a strong vision or specific programs that address the relationship between potential new development and the school district.

Even in cities that have regularly scheduled meetings between planning agencies and school districts, there may be misconceptions about the positive and negative impacts of new infill development relative to the school system. School districts and parents of current students may oppose new development due to uncertainty over its impacts. Enrollment, school quality challenges and school capacity issues will differ from school to school, but in general, unexpected changes in enrollment—increases or decreases—are difficult for districts to manage and can be cause for tension.<sup>3</sup> These challenges also affect cities trying to implement new development. For example, while the number of students expected to live in future development

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<sup>3</sup> Ariel Bierbaum, Jeffrey Vincent, and Deborah McKoy, Center for Cities & Schools. "Linking Transit-Oriented Development, Families and Schools." *Community Investments*: Vol. 22 No. 2: Summer 2010

increases substantially when the units are affordable, school districts may require impact fees that substantially raises the cost of new homes and in some cases deters development.

### *Questions for Informing the Sustainable Communities Strategy*

Although some PDAs have excellent neighborhood schools, the PDA jurisdictions as a whole have school-related issues pertaining to physical access, quality, and the relationship of schools to neighborhood planning and development. The results of this analysis raise questions related to the development of the PDAs as complete communities and by extension to the development and long-term implementation of the SCS:

- Given the regional agencies lack of jurisdiction related to schools what planning efforts, investments, and interagency coordination within and across local jurisdictions are needed to support the planning and development of the PDAs as complete communities? How might the 1<sup>st</sup> SCS support these efforts?
- Is there a role for school-based planning in facilitating the creation of stable, sustainable, mixed-income neighborhoods? Are there existing school-based programs that are complementary to the goals of the SCS?
- Can PDAs attract the majority of the region's growth if the schools are perceived to be lower quality or less stable than non-PDA schools?

MEMO

**Submitted by:** Justin Fried, Regional Planner

**To:** ABAG Regional Planning Committee

**Subject:** Proposed Potential Priority Development Area in the City of Fremont

**Date:** January 19, 2011

**Executive Summary**

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 120 Priority Development Areas, which have been adopted by the ABAG Executive Board.

The proposed Priority Development Area submitted by the City of Fremont is for Warm Springs, the area surrounding a future BART station and encompassing the former NUMMI auto manufacturing plant.

**Recommended Action**

At the February 2<sup>nd</sup> Regional Planning Committee (RPC) meeting, staff will seek committee approval of a new Priority Development Area (PDA) submitted by the City of Fremont. With RPC support, these recommendations will be forwarded to ABAG's Executive Board at its March 17, 2011 meeting for adoption of this area as part of FOCUS, the San Francisco Bay Area's Regional Blueprint Plan.

## MEMO

January 19, 2011

**TO:** ABAG Regional Planning Committee

**FR:** Justin Fried, Regional Planner

**RE:** Proposed Potential Priority Development Area in the City of Fremont

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### **Recommended Action**

At the February 2<sup>nd</sup> Regional Planning Committee (RPC) meeting, staff will seek committee approval of a new Priority Development Area (PDA) submitted by the City of Fremont. With RPC support, this recommendation will be forwarded to ABAG's Executive Board at its March 17, 2011 meeting for adoption of this area as part of FOCUS, the San Francisco Bay Area's Regional Blueprint Plan.

### **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 120 PDAs, which have been adopted by the ABAG Executive Board. Working in partnership with local jurisdictions and its partner regional agencies, ABAG and the Metropolitan Transportation Commission (MTC) seek 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 Fremont Priority Development Area***

The City of Fremont has proposed ‘Warm Springs’ as a new area that would be designated as a “Potential” PDA. The area consists of current industrial-zoned land surrounding the future BART Warm Springs station (see attached map for proposed boundary).

The area is currently served by AC Transit lines 212, 215, and 239. The BART station is scheduled to open in 2015, and is planned to have intermodal transit service to AC Transit and VTA buses. The Silicon Valley Rapid Transit Corridor Project is intended to extend BART service southward from the Warm Springs station to Milpitas, San Jose and Santa Clara.

The City of Fremont has conducted several years of community dialogue and analysis of development alternatives for the Warm Springs area in conjunction with the BART extension. More recently, the General Plan Update and a market analysis (funded by the United States Economic Development Administration following the closing of the NUMMI auto manufacturing plant) have further developed the City’s priorities for the Warm Springs area. In its application, the city indicated a vision for a transit-oriented high technology office center with some mix of residential and commercial uses to create a complete community around the transit station.

The City of Fremont still has studies underway for different uses around the transit station and reuse options for the NUMMI site, and is interested in securing funding to complete a specific plan for development of the station area.

### ***Next Steps***

As a Potential Priority Development Area, Warm Springs would be eligible for planning funds. Upon completion of a specific plan, the area would be eligible for designation as a ‘Planned Priority Development Area’.

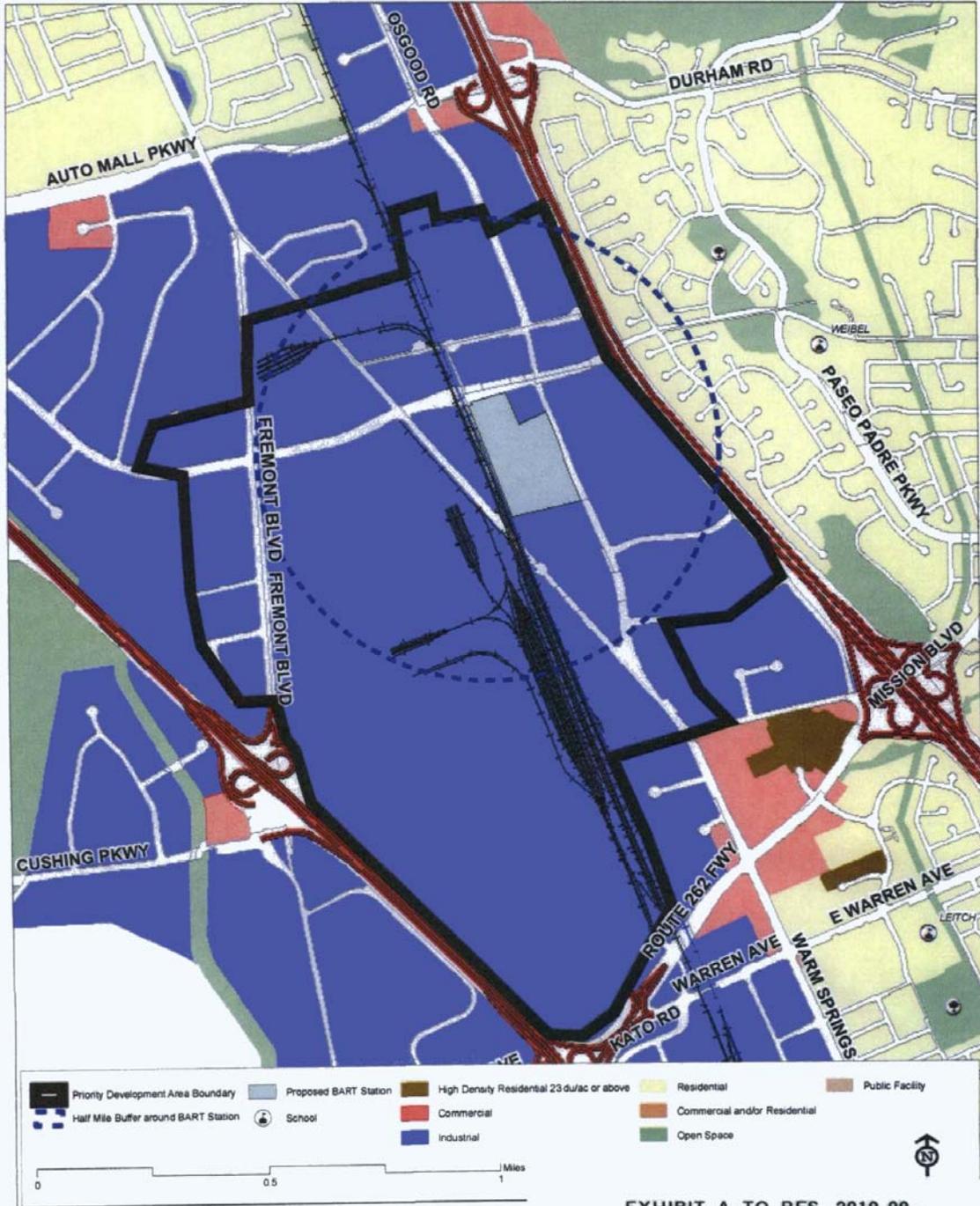
### **Recommendation**

Staff is seeking the endorsement of the following recommendation for adoption by the Executive Board on March 17, 2011:

- Designate Warm Springs as proposed by the City of Livermore as a Potential Priority Development Area.

### **ATTACHMENT:**

Map of the proposed Warm Springs Priority Development Area



MEMO

**Submitted by:** Danielle Hutchings, ABAG Earthquake and Hazards Program  
Coordinator

**To:** Regional Planning Committee (RPC)

**Subject:** Long-Term Disaster Recovery Planning

**Date:** February 2, 2011

**Executive Summary**

Staff will update the committee on the outcome of Senate Bill 1205 to create a regional Disaster Recovery Planning Council and next steps in ABAG's regional recovery planning efforts.

Speaker Laurie Johnson will share her experiences in disaster recovery planning after Hurricane Katrina and the role of regional governments in recovery planning. Laurie Johnson has more than 20 years experience in urban planning, risk management, and disaster recovery research and consulting.

**Recommended Action**

This is a discussion item. Staff seeks input on next steps in regional disaster recovery planning for ABAG. No action is required.

# Priority Development Area Assessment: Completeness - Schools



Regional Planning Committee  
February 2, 2011

# Schools Relationship to Regional Land Use and Transportation

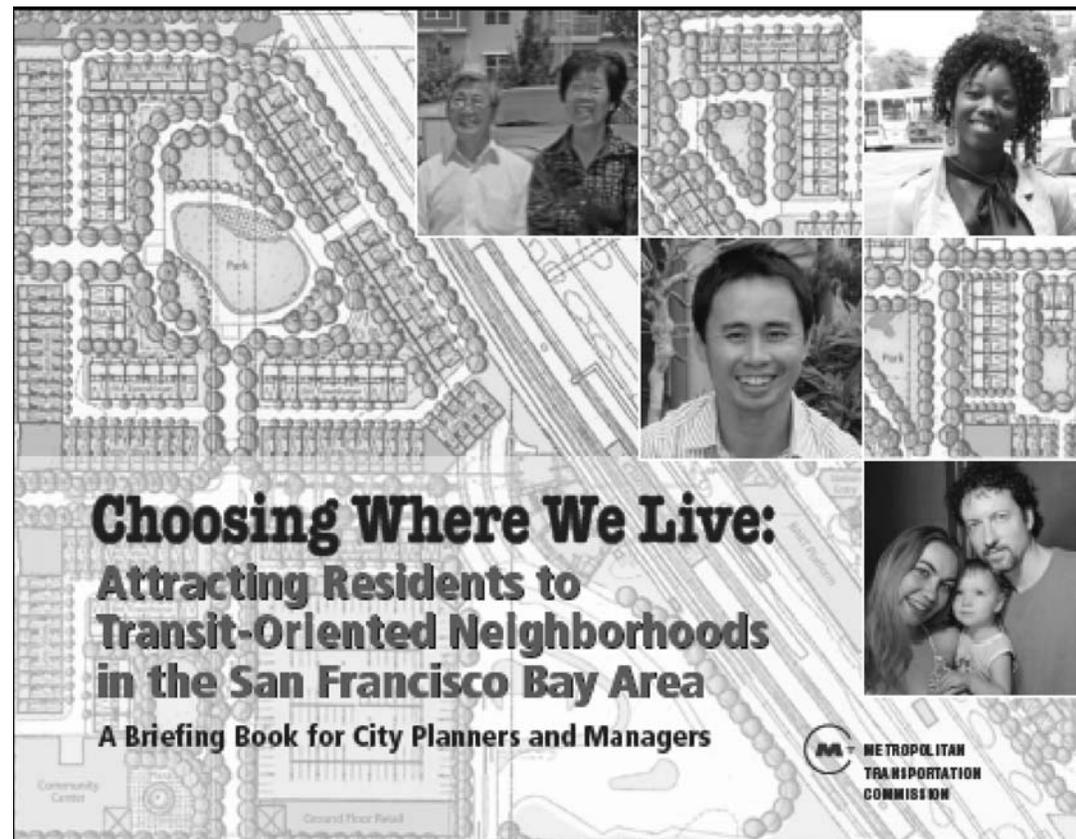
## Land Use

- PDA Assessment: Schools are essential to the neighborhood quality and development potential.
- 35% of California State infrastructure budget
- Projected PDA increase in youth
- PDAs can provide walkability, student safety, teacher and family housing and amenities

## Transportation

- PDA Assessment: Transit coordination and transit options to schools are a key issue
- 12% of all weekday trips (compared to 22% work trips)
- Strong correlation with public health, childhood obesity and mental health

# Importance of School( Quality for Bay Area Residents



# Addressing Schools: PDA Assessment

- **Growth**
- **Need**
- **Readiness**
- **Completeness**

*“Complete Communities welcome more residents and are committed to offering options for everyone: a variety of homes, jobs, shops, services and amenities close to rail stations, ferry terminals, or bus stops.” - FOCUS Program*

# Planned PDA School Assessment

1. Quality
3. Physical Access
4. Public/Private
5. Collaboration



# Planned PDA Assessment: Schools

1. **Quality**
3. Physical Access
4. Public/Private
5. Collaboration



# Assessment of Public Schools by location

In PDA

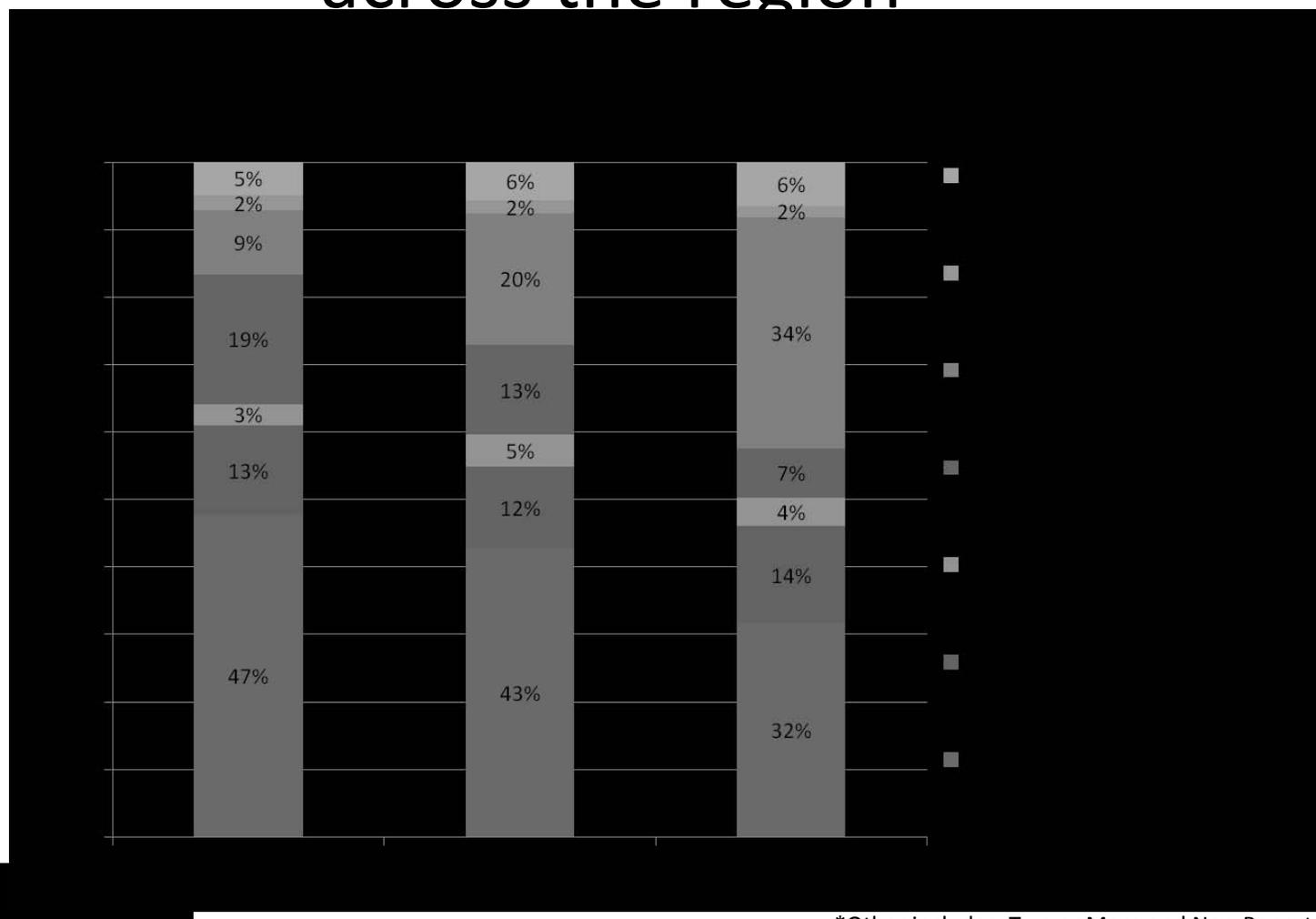
In PDA  
Buffer  
(1/2 mile)

Not In PDA

## 11% of Bay Area public schools are in PDAs

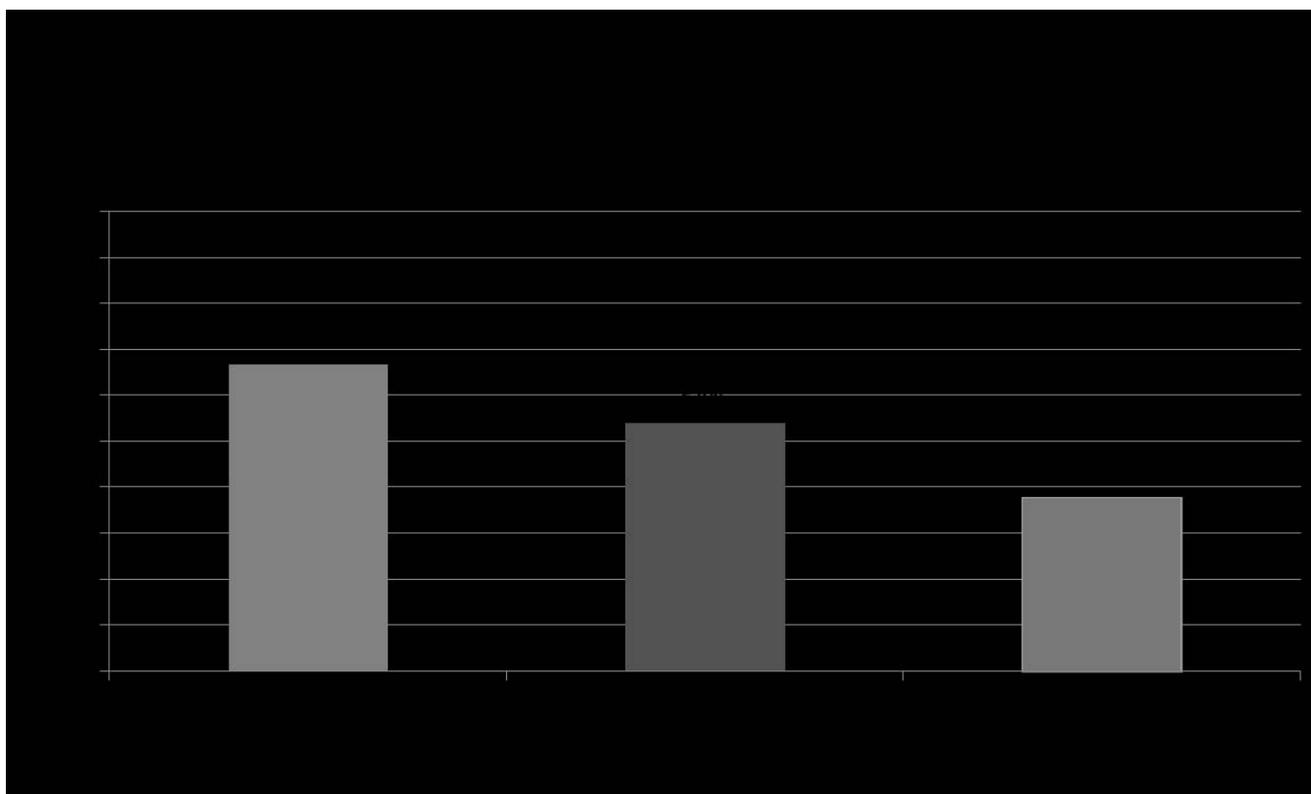
Public School Type	Location			Bay Area Total
	In PDA	In PDA Buffer	Not In PDA	
Elementary School	102	195	732	1,029
Middle Schools*	23	44	182	249
High School	47	46	132	226
Other**	27	48	261	335
<b>Total</b>	<b>199 (11%)</b>	<b>333 (18%)</b>	<b>1,307 (71%)</b>	<b>1,839 (100%)</b>

# School demographic profiles vary across the region



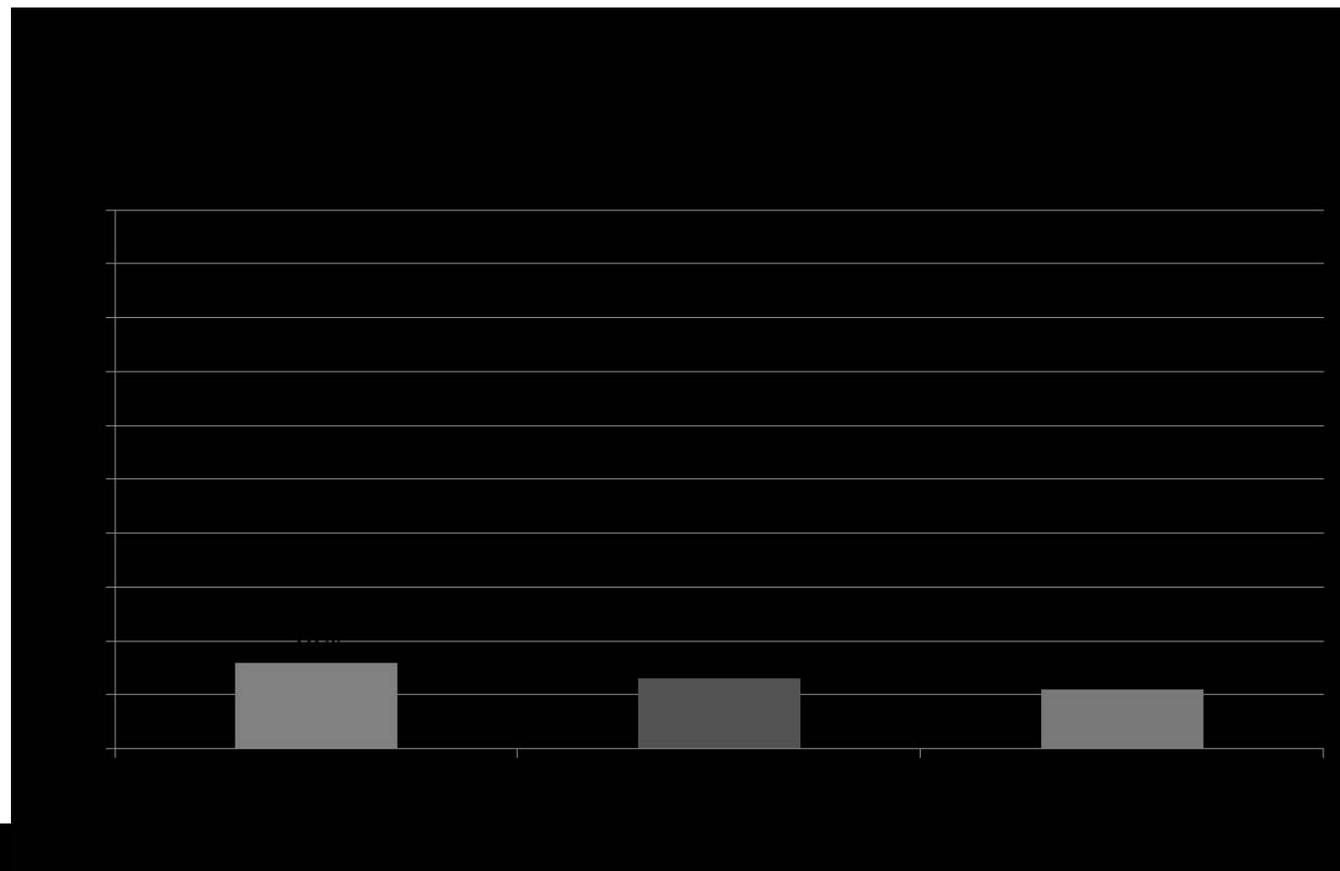
\*Other includes: Two or More and Non-Reported

# PDA schools enroll more students who live in poverty



9-County Bay Area Average = 44%

# PDA schools have more teachers with less teaching experience

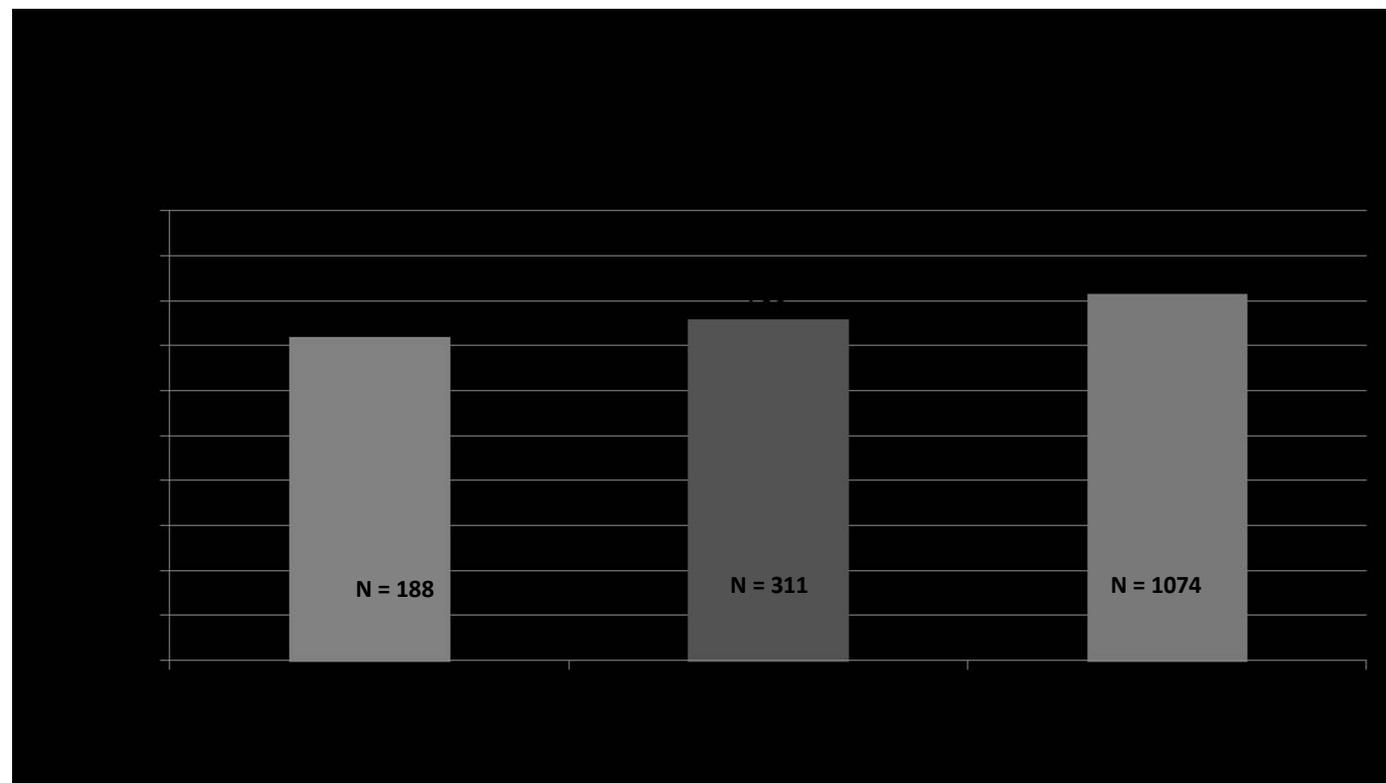


## PDAs have a higher percentage of charter schools

Public School Type	Location			Bay Area Total
	In PDA	In PDA Buffer	Not In PDA	
All Public Schools	199	333	1,307	1,839
Charter Schools	42	33	101	176
<i>Percent Charter</i>	<b>21%</b>	<b>10%</b>	<b>8%</b>	<b>10%</b>

#

# PDA Schools Have Lower API Scores



9-County Bay Area Mean API 2009-2010 = 793

California Mean API 2009-10 = 754

# Planned PDA Assessment: Schools

1. Quality
2. **Physical Access**
4. Public/Private
5. Collaboration





## Physical Access - Transit

Planned PDA Transit service that stops within a  $\frac{1}{4}$  mile walk of a public school

Transit Frequency	Rank	#PDAs
<i>&gt;1 min and &lt; 20 min</i>	Good	15
<i>&gt;20 min and &lt; 40 min</i>	Fair	30
<i>&gt;40 min and &lt; 60 min</i>	Low	23
<i>&gt; 60 min</i>	Very Low	22
<i>No direct transit</i>		2
<b>Total PDAs</b>		<b>92</b>

# Physical Access - Walkability

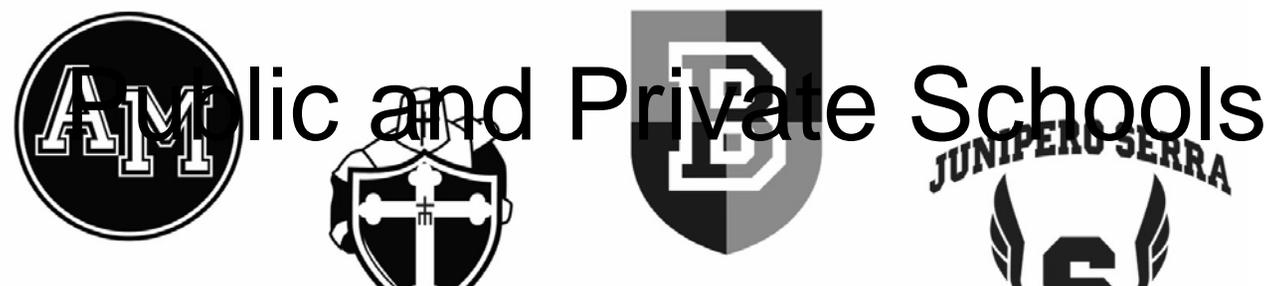
- 50% of planned PDAs have at least one school within a half-mile walk of most residential or mixed-use neighborhoods
- 12 Planned PDAs do not have a school within a half-mile walk of residential or mixed-use neighborhoods



# Planned PDA Assessment: Schools

- Quality
- Physical Access
- **Public/Private**
- Collaboration





- 1.14 Million K-12 age children in the 9 Counties
  - 13.5% are in Private Schools.
- Total Private Schools (2008): 735
- Total Public Schools (2009): 1839



# Private Schools

- Private school attendance in San Mateo, San Francisco, and Marin Counties is double that of other counties (SF highest at 25%)
- Private school enrollment has decreased everywhere since 2001
- Correlated with median income as well as assignment policy
- 78% of private schools have religious affiliation

# Planned PDA Assessment: Schools

1. Physical Access
3. Quality
4. Public/Private
6. **Collaboration**



# Collaboration

## PDA Assessment Survey findings

- 48 out of 73 PDAs are collaborating with their School District (66%)
- 39 out of 73 PDAs have Joint use of City and School facilities (53%)
- 3 out of 15 PDAs reported closures or potential closures
- A few cities and schools are coordinating transit services and planning input.

# Challenges to Collaboration:

## “Yield by Product Type”

Market Rate Units	Average Student Yield 1999-2007 in Emery Unified		
	Market Rate	Affordable to Moderate Income Households	Affordable to Low or Very Low Income Households
Condominiums/THs	0.07	0.00	0.13
Condominiums/Lofts	0.00	0.00	0.00
Condominiums	0.007	0.10	0.20
Units in Small Apt Complexes	0.23	0.00*	no units
Units in Large Apt Complexes	0.01	0.03*	0.25
Developments that are 100% Affordable	no units	0.31*	0.87
Single Family Units (Houses)	0.53	no units	no units
Duplexes	0.21	no units	no units
Triplexes	0.22	no units	no units
Fourplexes	0.26	no units	no units
Low quality Housing	0.23	no units	no units
Senior Housing	0.02	no units	no units

\* small sample size

Source: Lapkoff and Gobalet Demographic Research for Emeryville Unified

# School Challenges and Opportunities

## *Challenges:*

- Inequitable fees, market disincentives or under-production of family units
- Fear of new development
- Limited understanding of impact of new development on schools

## *Opportunities:*

- High-quality neighborhood facilities
- Public support for school improvements
- Support families and teachers with local housing
- Walkable, safe school surroundings with transit access



# Key Questions

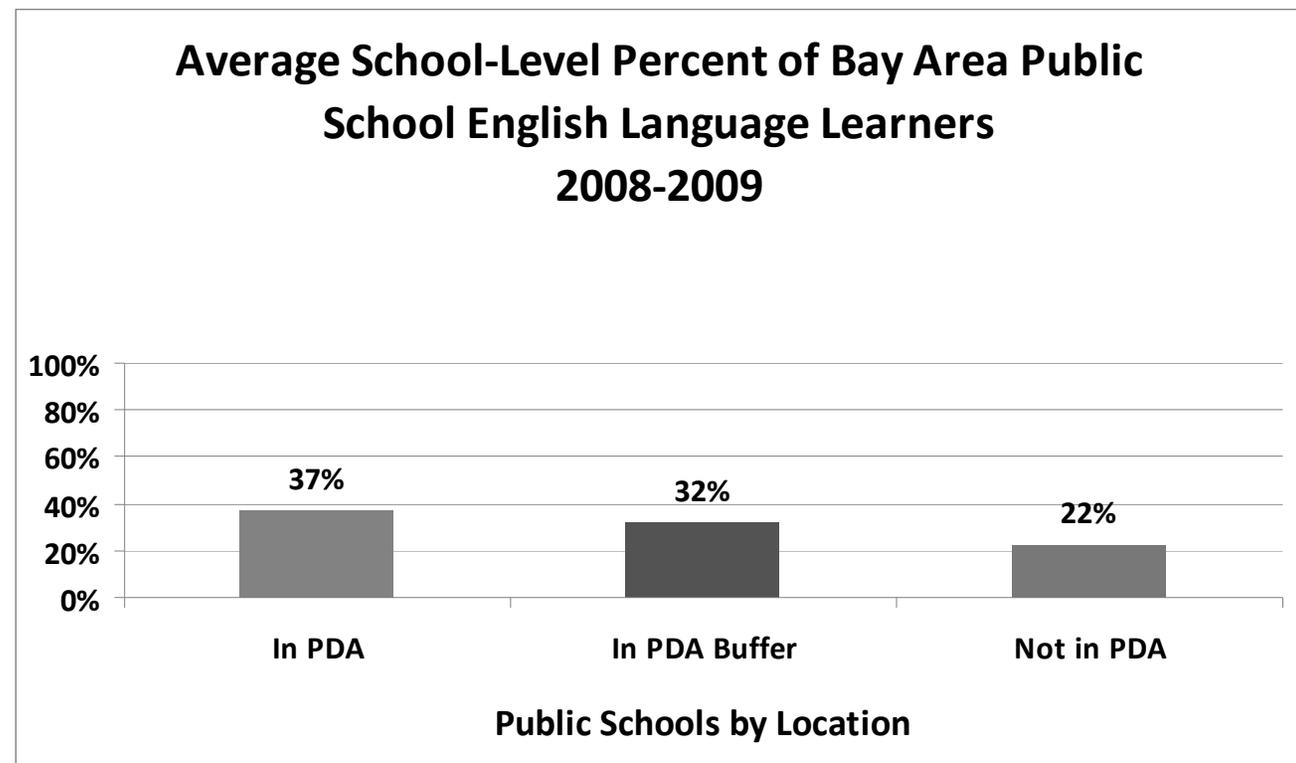
1. Given the regional agencies' lack of jurisdiction related to schools
  - What planning efforts, investments, and interagency coordination are needed to support the planning and development of the PDAs as complete communities?
  - How might the 1st SCS support these efforts?
  
3. Is there a role for school-based planning in facilitating the creation of stable, sustainable mixed income neighborhoods?
  
4. Are there existing school-based programs that are complementary to the goals of the SCS?

Thank you

# School Quality: Characteristics and Performance

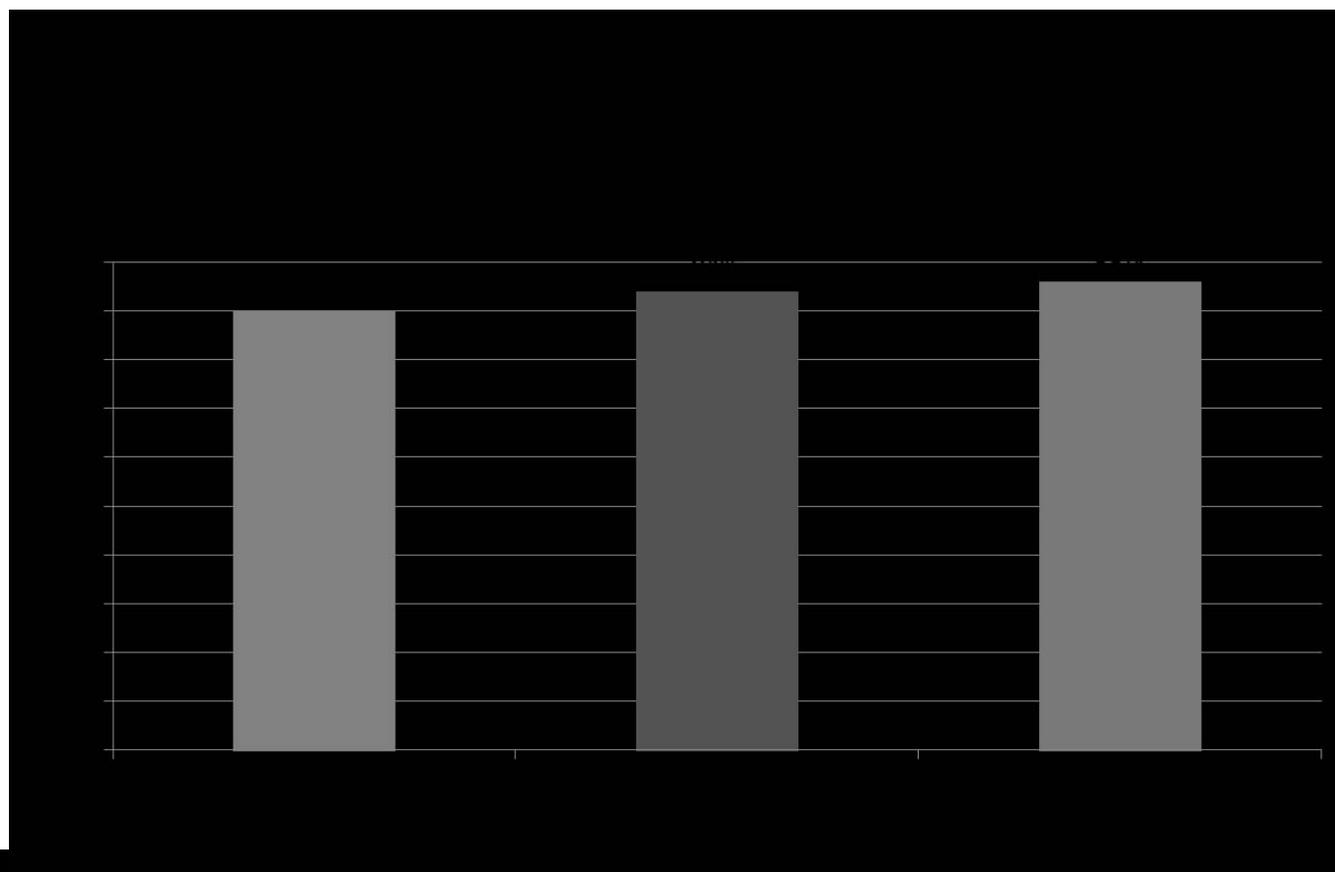
1. Student Characteristics
2. School Performance
3. Staff Characteristics
4. School Characteristics

# PDA schools enroll more English Language Learners



9-County Bay Area Average = 26%

# PDA schools have only slightly less fully credentialed teachers



# Average school size has declined

