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Alameda County Priority Development Area Investment and Growth Strategy

February 2013

ALAMEDA County Transportation Commission

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With staff assistance provided by Nelson\Nygaard

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Appendices

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1 INTRODUCTION

OVERVIEW

MTC and ABAG adopted the One Bay Area Grant (OBAG) program as Resolution 4035 on May 17, 2012. OBAG provides guidance for the allocation of the Cycle 2 Federal Surface Transportation Program (STP) and Congestion Mitigation and Air Quality (CMAQ) funds for the next four fiscal years (FY 2012-13 through FY 2015-16). The Bay Area's congestion management agencies (CMAs, Alameda CTC in Alameda County) are responsible for distribution of these funds to local jurisdictions and other eligible project sponsors. OBAG includes specific policy objectives and implementation requirements that CMAs must meet as a condition of the receipt of OBAG funds.

With this funding cycle, MTC implemented a new approach that integrates the region's federal transportation funding program with the Bay Area's first Sustainable Communities Strategy efforts (required under Senate Bill 375, Steinberg, 2008), which integrate land use and transportation planning activities in order to reduce automobile travel and greenhouse gas emissions. In large counties, such as Alameda County, 70% of the OBAG funding must be programmed to transportation projects or programs that support Priority Development Areas (PDAs). PDAs—designated infill sites where greater housing and commercial density could be accommodated near transit stops—were identified by local governments as part of the regional FOCUS program, a regional development and conservation strategy led by the Association of Bay Area Governments (ABAG) that promoted a more compact land use pattern for the Bay Area. The FOCUS program subsequently became the basis for the region's current Sustainable Communities Strategy.

To ensure that CMAs have a transportation project priority setting process for OBAG funding that supports and encourages development in the region's PDAs, MTC Resolution 4035 requires that Alameda CTC work with Alameda County jurisdictions to develop a *Priority Development Area (PDA) Investment and Growth Strategy* that must be adopted by the Alameda CTC and submitted to MTC/ABAG by May 1, 2013.

This Alameda County PDA Investment and Growth Strategy was developed to fulfill this regional requirement. However, Alameda CTC's goal for this document is for it to guide the agency in supporting PDA development over a longer time horizon than this current four-year funding cycle. This document describes existing conditions in the county's PDAs, explains how PDAs and projects were prioritized for this round of funding, and sets up a framework for additional work that the agency will undertake in the future to improve the link between transportation and land use. The PDA Strategic Plan, Chapter 4, was developed as a tool to help the agency support PDA development and better integrate land use planning with transportation programming decisions in Alameda County over time.

This document is designed to align with the Alameda Countywide Transportation Plan (CWTP), the agency's long-range policy document that guides future transportation investments, programs, policies, and advocacy over a 30-year time horizon. The most recent update of the

CWTP included a goal of better coordinating transportation investments with the county's land use patterns. This PDA Investment and Growth Strategy will have the same time horizon as the current CWTP, through 2040, and will be updated every four years like the CWTP.

Finally, this document contains an inventory of Alameda County's Priority Conservation Areas (PCAs). Under the One Bay Area Grant Program, MTC has also allocated $5 million to be distributed through a competitive application process to fund projects that promote open space preservation and access, land conservation, and habitat protection in PCAs.

Contents and Organization of this Report

Alameda County's *PDA Investment and Growth Strategy* is organized as follows:

Chapter 1 provides an overview of the policy background that influenced OBAG. OBAG builds on a number of past policy efforts; key terms and other relevant background information are explained here. It is recommended that readers who are unfamiliar with the regional policies and state mandates that preceded OBAG read this chapter.

Chapter 2 describes Alameda County's PDAs. Alameda County has 43 PDAs which vary significantly across the county. Since adoption of OBAG, Alameda CTC has been working with local jurisdictions to create a PDA Inventory in order to better understand the PDAs and the status of development and land use and housing policies in these areas. Chapter 2 summarizes this inventory as of Fall 2012.

Chapter 3 describes the PDA readiness assessment that the Alameda CTC undertook to prioritize PDAs for this round of funding. The Alameda CTC chose to concentrate the OBAG transportation capital funds in PDAs that have more active development markets because, over the four year time horizon of OBAG, focusing transportation investments in these areas is most likely to support near-term, transit-oriented growth and development.

Chapter 4 is the PDA Strategic Plan which describes how the 43 PDAs in Alameda County can be supported beyond this short-term funding cycle. It was developed in recognition of the fact that the four-year OBAG funding cycle is focused on short-term investments and that, in many cases, PDA development will occur over a much longer time horizon of 10 to 30 years. It describes a variety of activities that the Alameda CTC will undertake to support PDAs, including a PDA data collection and monitoring plan to fulfill MTC's land use monitoring requirements. The Strategic Plan will assist the agency to implement its own goals for supporting PDA development and integrating land use considerations into transportation investment decisions.

Chapter 5 describes Alameda County's Priority Conservation Areas (PCAs). While this Strategy focuses primarily on PDAs, Alameda County also has 18 Priority Conservation Areas (PCAs) which are also eligible for funding as part of this cycle of STP and CMAQ. As with PDAs, an inventory of Alameda County's PCAs is summarized here.

Public Outreach

The Alameda CTC is conducting the following outreach activities during the development of the Alameda County OBAG Program, of which the PDA Investment and Growth Strategy is a key element. These outreach activities are consistent with the requirements of Resolution 4035 and meet federal Title VI requirements.

- Social media coverage of outreach: Facebook and Twitter
- Presentation of OBAG efforts to Alameda CTC public meetings:
  - Alameda CTC Commission and standing committees:
    - Policy, Planning and Legislation Committee
    - Projects and Programming Committee
  - Alameda CTC Advisory Committees:
    - Alameda County Technical Advisory Committee
    - Bicycle and Pedestrian Advisory Committee
    - Citizens Advisory Committee
    - Citizens Watchdog Committee
    - Paratransit Advisory and Planning Committee
    - Parataransit Technical Advisory Committee
- Publication of OBAG efforts on Alameda CTC website
- Publication of OBAG efforts in Executive Director's Report
- Publication of OBAG efforts in E-newsletter publications
- Distribution of OBAG fact sheet at Alameda CTC table at public events (pursuant to existing outreach calendar)
- Outreach to Alameda CTC Community and Technical Advisory Groups involved in the development of the Countywide and Transportation Expenditure Plans
- Outreach to contacts made through the Countywide and Transportation Expenditure Plan processes
- Press releases at key milestones to inform media of Alameda County OBAG implementation activities

The Alameda CTC Advisory Committees and Commission reviewed and provided comment on key elements of the PDA Investment and Growth Strategy, including the PDA inventory and readiness assessment, at their September, October, November, and December 2012 meetings. Alameda CTC received a number of stakeholder comments throughout development of the PDA Investment and Growth Strategy, many of which were incorporated. A list of specific comments and responses is provided in Appendix E. The Alameda CTC will submit a complete report on its public outreach activities related to implementation of the Alameda County OBAG Program to MTC/ABAG in June 2013 consistent with the OBAG program requirements stipulated in MTC Resolution 4035.

POLICY BACKGROUND

In transportation planning, there has been an increasing emphasis in recent years on integrating land use planning and transportation investment decisions in order to allow more people to use transit, walk or bike to meet their daily needs. For years in the Bay Area, worsening traffic congestion in a constrained urban environment, changing demographics and significant population growth have required MTC and ABAG to engage with sustainable planning efforts in order to maintain the Bay Area's high quality of life and economic productivity. The OBAG program originated with the regional FOCUS program which was initiated in 2006.

FOCUS is a regional development and conservation strategy led by ABAG that promotes a more compact land use pattern for the Bay Area. By focusing growth and conserving critical open space areas, the FOCUS program seeks to protect the region's quality of life and ecological diversity.

It is a voluntary, incentive-based program that allows local governments to identify Priority Development Areas (PDAs) – infill sites where greater density could be accommodated near transit stops – as well as Priority Conservation Areas (PCAs) to maintain regionally significant open spaces and priority areas for land conservation.

The need for integrated land use and transportation planning acquired new urgency upon passage of two landmark pieces of state legislation that mandate reductions in greenhouse gas emissions:

- **California Assembly Bill 32 (AB 32), the Global Warming Solutions Act of 2006** mandates a reduction in California's greenhouse gas emissions to 1990 levels by 2020.
- **Senate Bill 375 (SB 375), the Sustainable Communities and Climate Protection Act of 2008** defines more concrete implementation requirements to achieve the emissions reductions expected from the land use sector under AB 32. SB 375 aims to reduce greenhouse gas emissions from passenger vehicles through better coordination between transportation investments and land use decisions.

One key mechanism that is being used to achieve these reductions is to directly connect the region's primary transportation funding instrument with regional growth projections. SB 375 requires every regional Metropolitan Planning Organization (MTC in the Bay Area) to incorporate a **Sustainable Communities Strategy** (SCS) into the **Regional Transportation Plan** (RTP). The SCS is a regional land use strategy that illustrates how to house all projected population growth within the region across all income levels. The RTP must accommodate this growth and invest in transportation projects that will reduce greenhouse gas emissions. **Plan Bay Area 2040** is the umbrella for the Bay Area's RTP and SCS.

Working with ABAG, MTC used the framework of Priority Development Areas (PDAs) that had already been established through the FOCUS program as the foundation for identifying areas for future population and employment growth in the Bay Area's Sustainable Communities Strategy (SCS). MTC and ABAG evaluated a number of different land use scenarios in development of the SCS, each of which envisioned different patterns of accommodating the region's projected growth.

The preferred land use scenario adopted for the SCS is called the **Jobs-Housing Connection Scenario**. The Jobs-Housing Connection Scenario accommodates more than two thirds of the housing production in Priority Development Areas on about 4% of the region's total land area.[1]

With Resolution 4035 and the **OBAG Program**, MTC has brought all these policy efforts together: the federal transportation program, The FOCUS program, PDAs and PCAs, SB 375 and the Sustainable Communities Strategy. With this round of funding, MTC is rewarding jurisdictions that are planning for and producing housing, both market rate and affordable units. This is a distinct change from past rounds of federal transportation funding which were largely distributed to cities by formula based on population and/or road miles and mostly used for local streets and roads projects. Now, MTC is placing much less emphasis on geographic equity and instead focusing funds on multimodal investments in areas that are willing to absorb population growth. The specific policy objectives and implementation requirements of the OBAG program and how Alameda CTC incorporated them into the programming of OBAG funds is described in Chapter 4.

WHAT ARE PDAS?

Currently, there are 43 PDAs in Alameda County that have been voluntarily nominated by local jurisdictions and approved by ABAG as part of the FOCUS program. The qualifications to become a PDA are relatively simple: an area must be in an existing community, near transit service and planned for more housing. According to the ABAG FOCUS program,

> *"Priority Development Areas (PDAs) are locally-identified, infill development opportunity areas within existing communities. They are generally areas of at least 100 acres where there is local commitment to developing more housing along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit. To be eligible to become a PDA, an area had to be within an existing community, near existing or planned fixed transit or served by comparable bus service, and planned for more housing."*[2]

Specifically, to qualify to be a PDA an area must meet these definitions:

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 planning, the recommended area size is 100 acres, which is approximately a ¼ mile radius.

- A planned area is part of an existing plan that is more specific than a general plan, such as a specific plan or an area 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.

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[1] Jobs-Housing Connection Strategy, March 2012, http://www.onebayarea.org/pdf/SCS_Preferred_Scenario_Jobs_Housing_Connection_3-9-12.pdf

[2] Association of Bay Area Governments FOCUS program website: http://www.bayareavision.org/initiatives/prioritydevelopmentareas.html

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.

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.

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."[3]

Originally, PDAs focused on housing production but were later expanded to include jobs, a critical element in the success of PDA development. Research shows that increasing a community's density and its accessibility to job centers are the two most significant factors for reducing vehicle miles travelled (VMT).[4]

WHAT ARE PCAS?

Priority Conservation Areas (PCAs) were also defined as part of the regional FOCUS program. PCAs are areas of regional significance that have broad community support and an urgent need for protection. Land trusts, open space districts, parks and recreation departments, local jurisdictions and other organizations were all involved in the designation of PCAs. The goal of designating PCAs was to accelerate protection of key open space areas, agricultural resources, and areas with high ecological value to the regional ecosystem. Historical, scenic, and cultural resources were also considered.

Under the OBAG program, $10 million was set aside for Priority Conservation Areas (PCAs). Half of these funds will go to a PCA pilot program in the North Bay; the remaining half will be available to PCA projects outside of the North Bay through a competitive grant process.

[3] Association of Bay Area Government's Application Guidelines for Priority Development Area Designation: http://www.bayareavision.org/pdaapplication/ApplicationGuidelines_OCT2011_FINAL.pdf

[4] "California Energy Commission & Land-Use Planning." California Energy Commission Home Page. Web. 29 Nov. 2010. http://www.energy.ca.gov/landuse/index.html

2 PDA INVENTORY: UNDERSTANDING ALAMEDA COUNTY'S PDAS

INTRODUCTION TO THE PDA INVENTORY

To get a better understanding of the 43 diverse PDAs in Alameda County, the Alameda CTC, working closely with local jurisdictions, created a PDA Inventory. This inventory was intended to serve multiple purposes:

- To develop a "high level picture" of the PDAs in Alameda County
- To compile detailed information on each PDA to determine readiness for funding, e.g.:
  - Level of planning completed
  - Strength of the development market
  - Amount of current and past development activity
  - Incentives and barriers to new development
- To compile an initial list of transportation projects associated with each PDA, including:
  - How a project is supportive of PDA development
  - Which projects are ready for implementation in the next four years
- To collect data on citywide housing production since 2007 and housing policies in each jurisdiction to determine support for regional goals

Due to the timeline requirements of the OBAG program for this cycle, the PDA inventory had to rely exclusively on existing data sets and depended heavily on input from jurisdictions. Over time, and for future funding cycles, the Alameda CTC anticipates collecting more data on PDAs in conjunction with local jurisdictions and the regional agencies and will update this inventory to provide a more expansive view of PDAs. Chapter 4 describes the data collection and monitoring activities that the agency may undertake (depending on funding availability and regional and local data collection and monitoring efforts) to inform the next update of the PDA Inventory.

Developing the PDA Inventory

In early August 2012 Alameda CTC collected all existing data sets on PDAs from ABAG. In mid-August, after compiling all readily available information on PDAs, Alameda CTC surveyed the jurisdictions to fill in information gaps in the inventory. This "survey" consisted of distributing the partially completed inventory to the Planning Director, housing representative (if appropriate) and the ACTAC (Alameda County Transportation Advisory Committee) representative of every jurisdiction in Alameda County. A sample inventory survey is included in Appendix A. These agencies were encouraged to work together to complete the inventory. One completed survey was received from each jurisdiction in Alameda County by mid-September 2012, and additional data was collected and refined through November 2012.

This chapter summarizes the data from the inventory for the county's 43 PDAs. Appendix B provides additional details from the PDA planning and development inventory.

OVERVIEW OF ALAMEDA COUNTY'S PDAS

Alameda County has 43 PDAs, more than in any other county in the Bay Area. The current characteristics of these PDAs vary widely, largely due to the fact that Alameda County itself is a very diverse place. The county extends from the Bay Area's urban core to its rural periphery including 14 cities and several unincorporated communities. These communities encompass a wide range of population densities, land use patterns, and employment opportunities and vary significantly in terms of the income, age and race of their populations.

This fundamental diversity of Alameda County is compounded by the fact that the definition of a PDA is relatively simple and therefore a wide range of place types qualify (see Figure 2-2). The primary commonality among PDAs is that they are all infill development areas near transit. Therefore, most are aligned along the county's major bus and rail corridors.

There is a PDA at every existing BART station (except North Berkeley where the University Avenue PDA is immediately adjacent) as well as several planned stations. There are also PDAs located along major bus corridors such as San Pablo Avenue and Telegraph Avenue-International Boulevard in North County, East 14th and Mission Boulevard in Central County, and Fremont Boulevard in South County. Some PDAs were oriented around other types of transit nodes, such as an ACE or Amtrak station or a ferry terminal. Finally, some PDAs were created in downtowns or town/neighborhood centers which are local bus nodes, such as Downtown Livermore and Dublin. All of Alameda County's PDAs are accessible by bus, more than two-thirds are or will be accessible by BART and a few are (or will be) accessible by other forms of transit such as shuttle, BRT or streetcar.

In the absence of concrete guidance from FOCUS (the regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area, described in Chapter 1), cities adopted different strategies for defining the areas encompassed by their PDAs. Some PDAs are defined very narrowly along a corridor or around a transit station while other PDA boundaries were defined much more broadly. As a result, many PDAs are smaller than 100 acres while several exceed 5,000 acres in size. Further, although all are infill areas, some PDAs currently contain no housing or jobs, while others are relatively built out, with thousands of residents and workers.

This diversity makes describing the county's PDAs difficult. Few generalizations can be made at a countywide level about PDAs in terms of size, urban character, density, population or number of jobs. Some useful observations can be made about the county's PDAs by geographic area of the county since the cities in each area, e.g. North, Central, South and East county, tend to have a higher degree of homogeneity in terms of development patterns, travel characteristics, transportation infrastructure and growth opportunities. For example, PDAs in the more urban North County are densest, Central County's PDAs vary in terms of density and PDAs in the more suburban South County and East County are the least dense. However, there are exceptions within every geographic area.

A summary of the number of PDAs by geographic area is shown in Figure 2-1 below.

Figure 2-1 Summary of PDAs by Geographic Area

Geographic Area	Number of PDAs	PDA Locations
North	17	Alameda (2), Albany (1), Berkeley (6), Emeryville (1), Oakland (7)
Central	12	Hayward (5), San Leandro (3), Castro Valley (1), San Lorenzo (1), Other unincorporated Alameda County/Ashland/Cherryland (2)
South	7	Fremont (4), Newark (2), Union City (1)
East	7	Dublin (3), Livermore (3), Pleasanton (1)

Place Types and Growth Focused in PDAs

PDAs are projected to take on a significant share of Alameda County's growth over time. ABAG and MTC used PDAs as the foundation for identifying areas of future population and employment growth in the most recent projections, the Sustainable Communities Strategy (SCS) (for more information see Chapter 1). According to these projections, Alameda County's 43 PDAs are expected to accommodate 75-80% of the county's projected growth in housing units and 65-70% of its growth in jobs. Growth in the county's PDAs is further described later in this chapter.

Therefore, although today PDAs vary widely, there are commonalities in the types of places these PDAs are envisioned to become in the future. Each of the PDAs was categorized by the sponsoring jurisdiction into one of seven future "place types" using the typology from MTC's Station Area Planning Manual (2007).[1] These place types are defined based on characteristics such as land use type, mix and density; transit mode and frequency; and the area's orientation to and role within the region, with regard to employment, retail, and housing.[2] The place type designations were used by ABAG and MTC to determine the level of housing and job growth that would be appropriate in each PDA. These place types are illustrated below in Figure 2-2. All seven place types are present in Alameda County.

North County has the greatest number of PDAs, and they are the most diverse in terms of place type, spanning nearly all the place type categories. East County and South County have the fewest PDAs, and East County's are the most homogeneous, with nearly all of them classified as Suburban Centers with one Transit Town Center. Figure 2-3 illustrates place type designations by geographic area and Figure 2-4 shows a map of all of Alameda County's PDAs by Place Type. Additional maps and tables summarizing basic characteristics of Alameda County's PDAs by geographic area are shown in Figures 2-5 through 2-12.

[1] MTC Station Area Planning Manual 2007: http://www.bayareavision.org/pdaapplication/Station_Area_Planning_Manual_Nov07.pdf

[2] ABAG Initial Vision Scenario Memo: http://www.abag.ca.gov/abag/events/agendas/r120110a-Staff%20Report:%20%20PDA%20Assessment%20-%20SCS%20Vision%20Scenario.pdf

Figure 2-2 MTC's PDA Place Types

Regional Center

Primary centers of economic and cultural activity with a dense mix of employment, housing, retail and entertainment that caters to regional markets.

Example: Downtown Oakland

City Center

Magnets for surrounding areas & commuter hubs to the region

Examples: Downtown Berkeley and Downtown Hayward

Suburban Center

Similar to City Centers but with lower densities, less transit, & more parking and single-use areas.

Example: Pleasanton's Hacienda Business Park and Downtown Dublin

Transit Town Center

Local-serving centers of economic and community activity.

Example: San Leandro Bayfair BART and Downtown Livermore

Urban Neighborhood

Residential areas with strong regional connections, moderate-to-high densities, and local-serving retail mixed with housing.

Example: Oakland's Fruitvale/Dimond District

Transit Neighborhood

Primarily residential areas served by rail or multiple bus lines. with low-to-moderate densities.

Example: Newark's Old Town and Fremont's Centerville

Mixed-Use Corridor

Areas of economic and community activity with rail, streetcar, or high frequency bus service that lack a distinct center.

Example: Albany's Solano Avenue

Figure 2-3 Alameda County PDAs by Place Type and Geographic Area

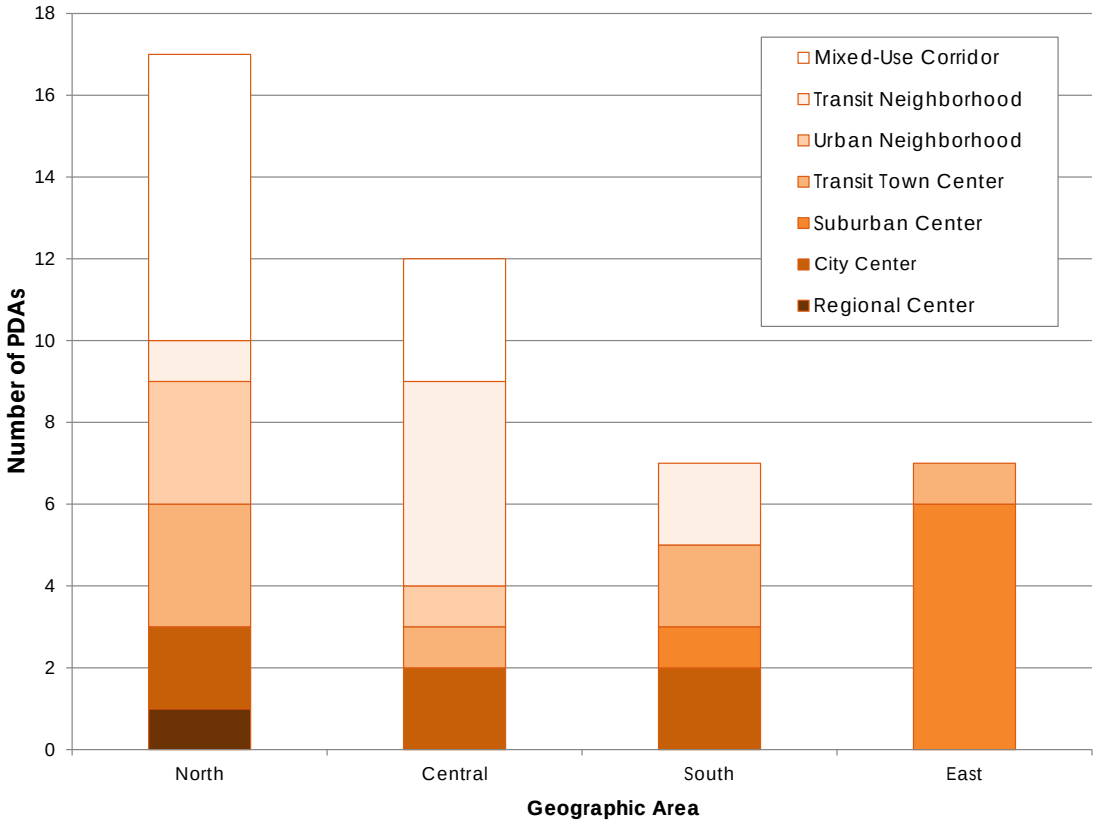
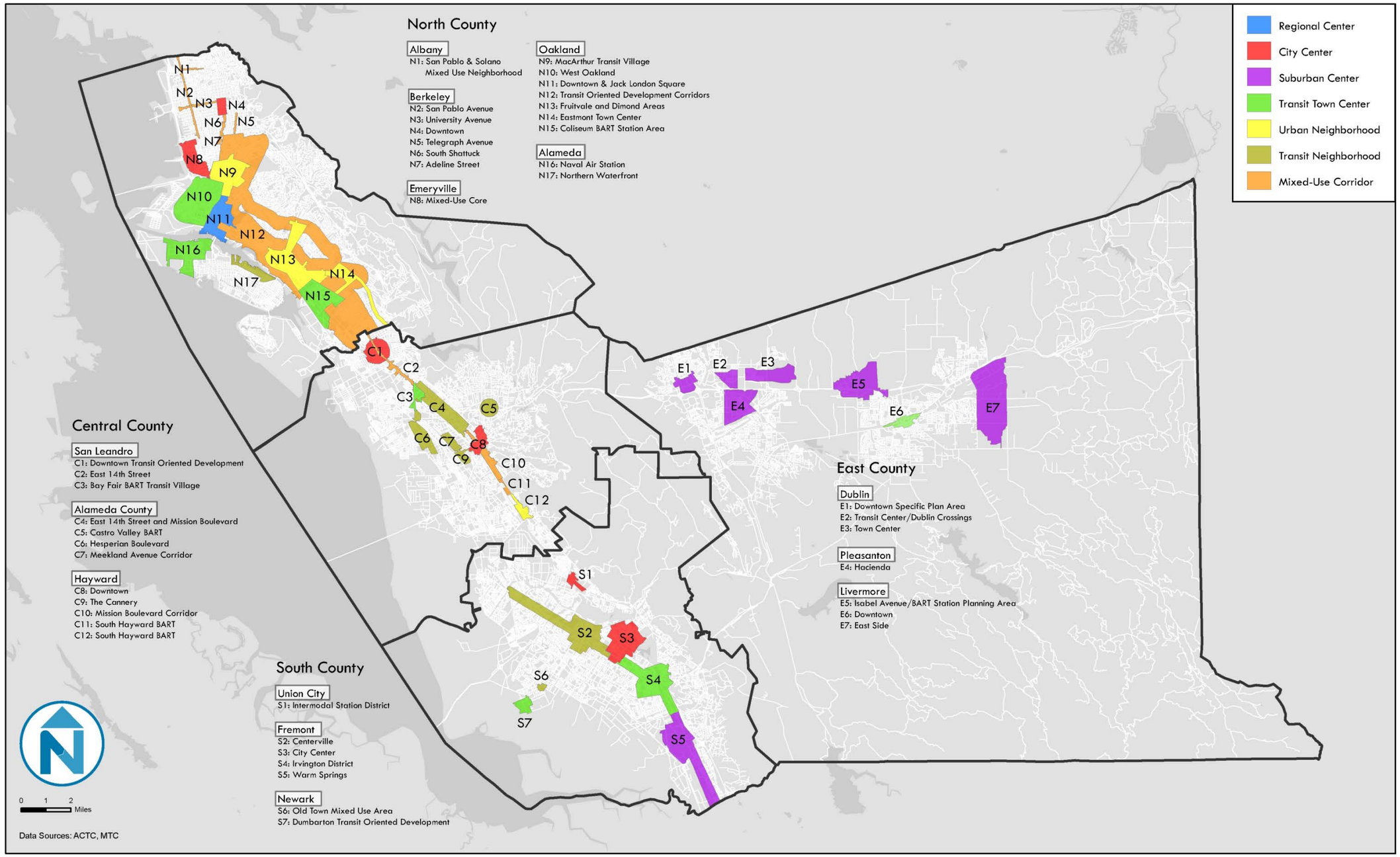


Figure 2-4 Map of Alameda County's PDAs by Place Type



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North County

There are 15 PDAs in North County, briefly described and illustrated in Figures 2-5 and 2-6 below.

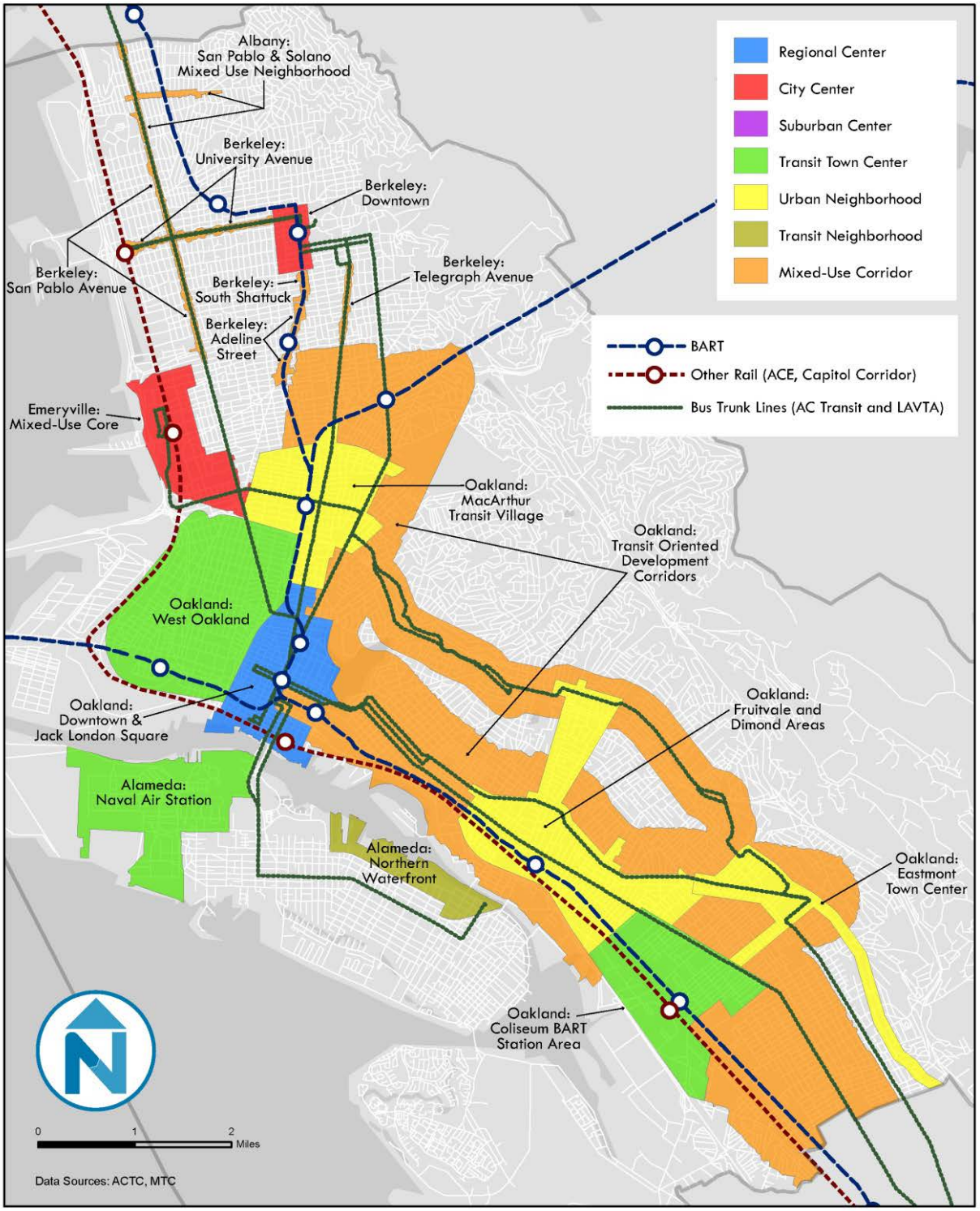
Figure 2-5 North County PDAs

Sponsoring Jurisdiction	Name of PDA	Location	PDA Status	Place Type	Current Population Density (People/Acre)	Existing Transit Service
Alameda	Naval Air Station	Includes Alameda Point, Bayport, Alameda Landing, North Housing areas	Planned	Transit Town Center	0.5	Ferry, AC Transit
Alameda	Northern Waterfront	Area from Coast Guard Island to Fruitvale Ave bridge	Potential/ Planned*	Transit Neighborhood	0.0	AC Transit
Albany	San Pablo Ave/Solano Ave Mixed Use Neighborhood	Bounded by El Cerrito and Berkeley borders and Tulare Ave.	Potential	Mixed-Use Corridor	6.2	AC Transit
Berkeley	Adeline Street	From Shattuck Avenue to Oakland border	Potential	Mixed-Use Corridor	n/a	BART, AC Transit
Berkeley	Downtown	Area bounded by Hearst Ave, Oxford/Fulton St, Dwight Way, and MLK, Jr. Way	Planned	City Center	n/a	BART, AC Transit, UC Shuttle, LBNL Shuttle
Berkeley	San Pablo Avenue	San Pablo Ave from Oakland to Albany	Planned	Mixed-Use Corridor	n/a	AC Transit Rapid and standard routes
Berkeley	South Shattuck	Shattuck Avenue from Dwight Way to Ward Street	Planned	Mixed-Use Corridor	n/a	AC Transit
Berkeley	Telegraph Avenue	Telegraph Avenue from Parker Street to Woolsey Street	Potential/ Planned*	Mixed-Use Corridor	n/a	AC Transit Rapid bus

Sponsoring Jurisdiction	Name of PDA	Location	PDA Status	Place Type	Current Population Density (People/Acre)	Existing Transit Service
Berkeley	University Avenue	University Avenue from 3rd Street to Martin Luther King, Jr. Way	Planned	Mixed-Use Corridor	n/a	AC Transit trunk line and standard routes, Amtrak/Capitol Corridor
Emeryville	Mixed Use Core	Most of Emeryville between I-80 and San Pablo Ave	Planned	City Center	17.0	Emery Go-Round, AC Transit, Amtrak
Oakland	Coliseum BART Station Area	Area roughly bounded by International Blvd., 54th Ave., 77th Ave., and I-880.	Planned	Transit Town Center	9.2	BART, AC Transit, Amtrak
Oakland	Downtown and Jack London Square	Area bounded by 29th St., the Oakland estuary, I-980, and Lake Merritt, excluding much of Chinatown.	Planned	Regional Center	17.3	BART, AC Transit, Ferry, Downtown Shuttle, Amtrak
Oakland	Eastmont Town Center	Corridor along MacArthur Blvd. from the southern Oakland border to Seminary Ave., and including 73rd Ave. from MacArthur Blvd. to International Blvd.	Planned	Urban Neighborhood	43.9	AC Transit
Oakland	Fruitvale and Dimond areas	The Dimond district at Fruitvale Ave. and MacArthur Blvd. along Fruitvale Ave. to International Blvd. from 23rd Ave. to Seminary Ave.	Planned	Urban Neighborhood	25.2	BART, AC Transit
Oakland	MacArthur Transit Village	Area bounded by Adeline St., 5th St, Piedmont Ave., and I-580, with an extra section surrounding Telegraph Avenue to the south.	Planned	Urban Neighborhood	10.0	BART, AC Transit, Emery Go-Round, Hospital Shuttles
Oakland	TOD Corridors	Half-mile radius around BART stations in Oakland and within a quarter mile of the major transportation corridors in and along BART tracks and AC Transit routes on major arterials	Potential/ Planned*	Mixed-Use Corridor	13.3	BART, AC Transit, Amtrak
Oakland	West Oakland	West Oakland, bounded by I-980, I-580, and I-880	Planned	Transit Town Center	15.1	BART, AC Transit

*Planned according to the city.

Figure 2-6 Map of PDAs in North County



Central County

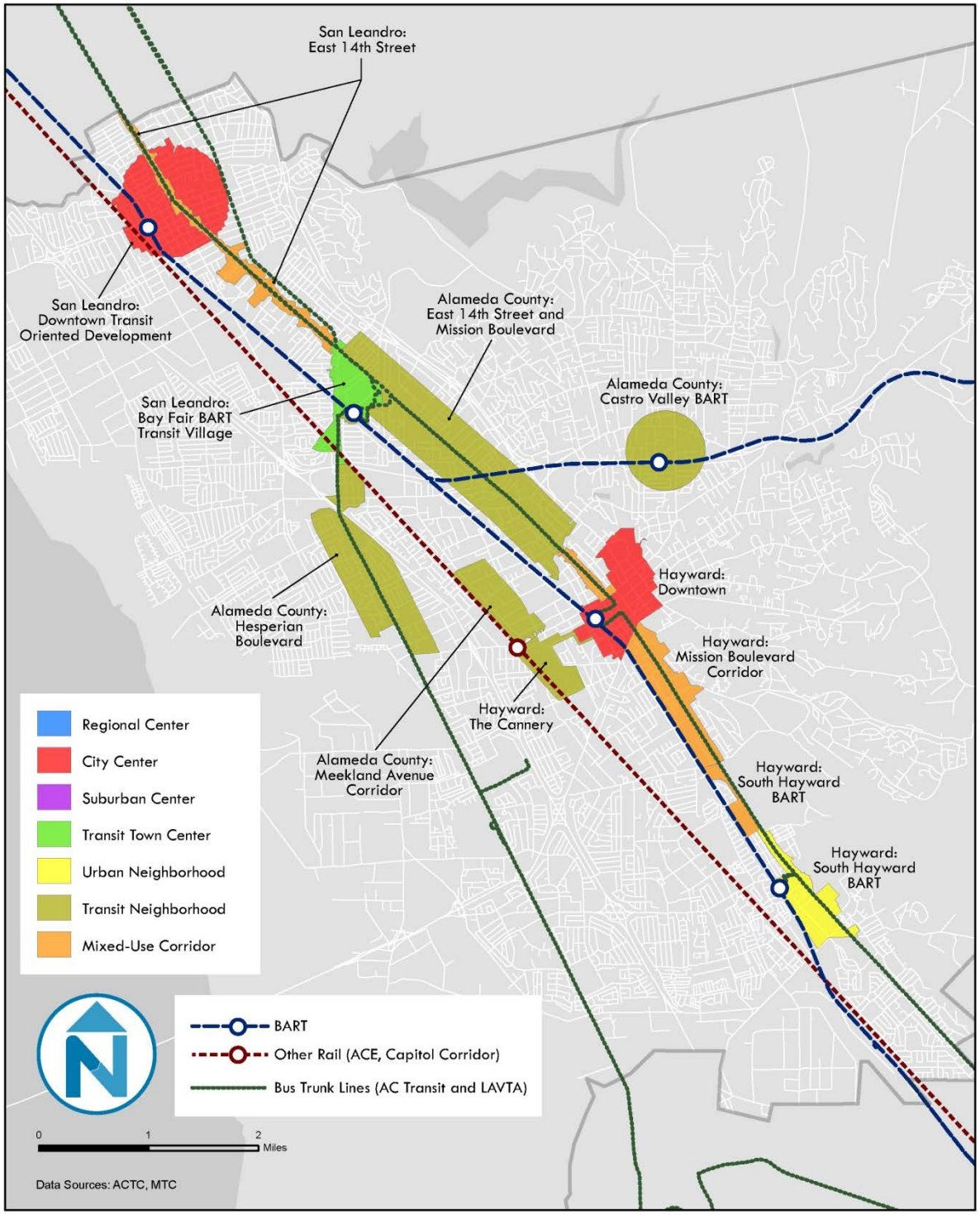
There are 12 PDAs in Central County, briefly described and illustrated in Figures 2-7 and 2-8 below.

Figure 2-7 Central County PDAs

Sponsoring Jurisdiction	PDA	Location	PDA Status	Place Type	Current Population Density	Existing Transit Service
Alameda County	Castro Valley BART	Castro Valley BART surface parking lot	Planned	Transit Neighborhood	24.4	BART, AC Transit
Alameda County	Hesperian Blvd	Commercial corridor between San Leandro and Hayward	Planned	Transit Neighborhood	56.5	BART, AC Transit
Alameda County	E 14th St and Mission Blvd Mixed Use Corridor	Major thoroughfare between San Leandro and Hayward	Planned	Transit Neighborhood	128.0	BART, AC Transit
Alameda County	Meekland Ave Corridor	Commercial/Industrial area in San Lorenzo	Planned	Transit Neighborhood	25.4	Amtrak, AC Transit, BART
Hayward	Mission Boulevard Corridor	Two segments along Mission Blvd from Harder Rd to the city limits, excluding the downtown core.	Potential	Mixed-Use Corridor	11.5	BART, AC Transit
Hayward	Downtown	Area bounded by Alice St, Jackson St, 4th St, & Hazel Ave	Planned	City Center	23.2	BART, AC Transit
Hayward	South Hayward BART Mixed Use Corridor	Area generally bounded by Harder Rd, Mission Blvd., Jefferson St and the BART ROW.	Planned	Mixed-Use Corridor	7.9	AC Transit
Hayward	South Hayward BART Urban Neighborhood	Area generally bounded by Harder Rd, Mission Blvd., Jefferson St and the BART ROW.	Planned	Urban Neighborhood	11.9	BART, AC Transit
Hayward	The Cannery	Area bounded by A St, Alice St, Winton Ave and Centennial Park	Planned	Transit Neighborhood	7.4	BART, AC Transit, Amtrak

Sponsoring Jurisdiction	PDA	Location	PDA Status	Place Type	Current Population Density	Existing Transit Service
San Leandro	Bay Fair BART Transit Village	Area bounded by East 14th St, Thornally Dr. and the BART station, Hesperian Blvd., and Bayfair Dr.	Potential	Transit Town Center	0.0	AC Transit, BART
San Leandro	Downtown TOD	Half-mile radius around the intersection of East 14th and Davis Streets	Planned	City Center	0.0	AC Transit, BART, LINKS
San Leandro	East 14th Street	East 14th Street within San Leandro	Planned	Mixed-Use Corridor	0.0	AC Transit, BART

Figure 2-8 Map of PDAs in Central County



South County

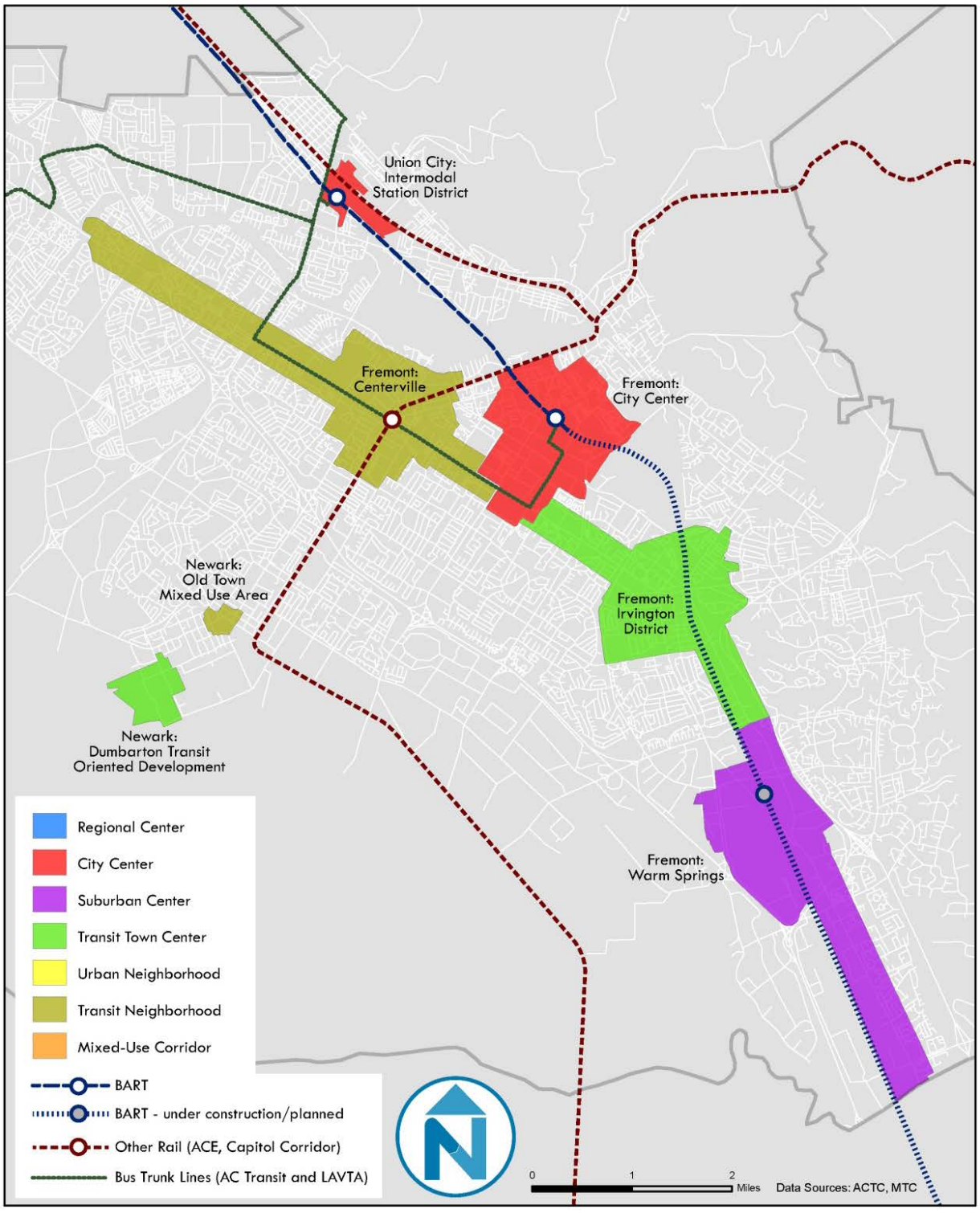
There are 7 PDAs in South County, briefly described and illustrated in Figures 2-9 and 2-10 below.

Figure 2-9 South County PDAs

Sponsoring Jurisdiction	PDA	Location	PDA Status	Place Type	Current Population Density	Existing Transit Service
Fremont	Centerville	Area east of I-880, between Decoto Road and Mowry Avenue	Planned	Transit Neighborhood	14.4	ACE train, Amtrak, AC Transit, commuter shuttles
Fremont	City Center (Central Business District)	Area southwest of the Fremont BART station between Mowry Ave and Stevenson Blvd to Fremont Blvd	Planned	City Center	15.7	BART, AC Transit, VTA
Fremont	Irvington District	Area east of Grimmer Blvd, between Paseo Padre Pkwy and Blacow Rd and Osgood Rd	Planned	Transit Town Center	15.7	AC Transit
Fremont	South Fremont/Warm Springs	Area generally bounded by I-680, I-880, SR-262, and Auto Mall Pkwy	Potential	Suburban Center	4.0	AC Transit
Newark	Dumbarton Transit Area TOD	Area bounded by Thornton Ave, Enterprise Dr. and Willow St, Perrin Ave, and salt production facilities	Potential/ Planned*	Transit Town Center	0.0	AC Transit
Newark	Old Town Mixed Use Area	Thornton and Sycamore	Potential	Transit Neighborhood	0.0	AC Transit
Union City	Intermodal Station District	Area SE of Decoto Rd, between Alvarado-Niles Rd and Mission Blvd (includes Pacific States Steel Corporation remediation site)	Planned	City Center	25.2	BART, Union City Transit, AC Transit, Dumbarton Express

*Planned according to the city.

Figure 2-10 Map of PDAs in South County



East County

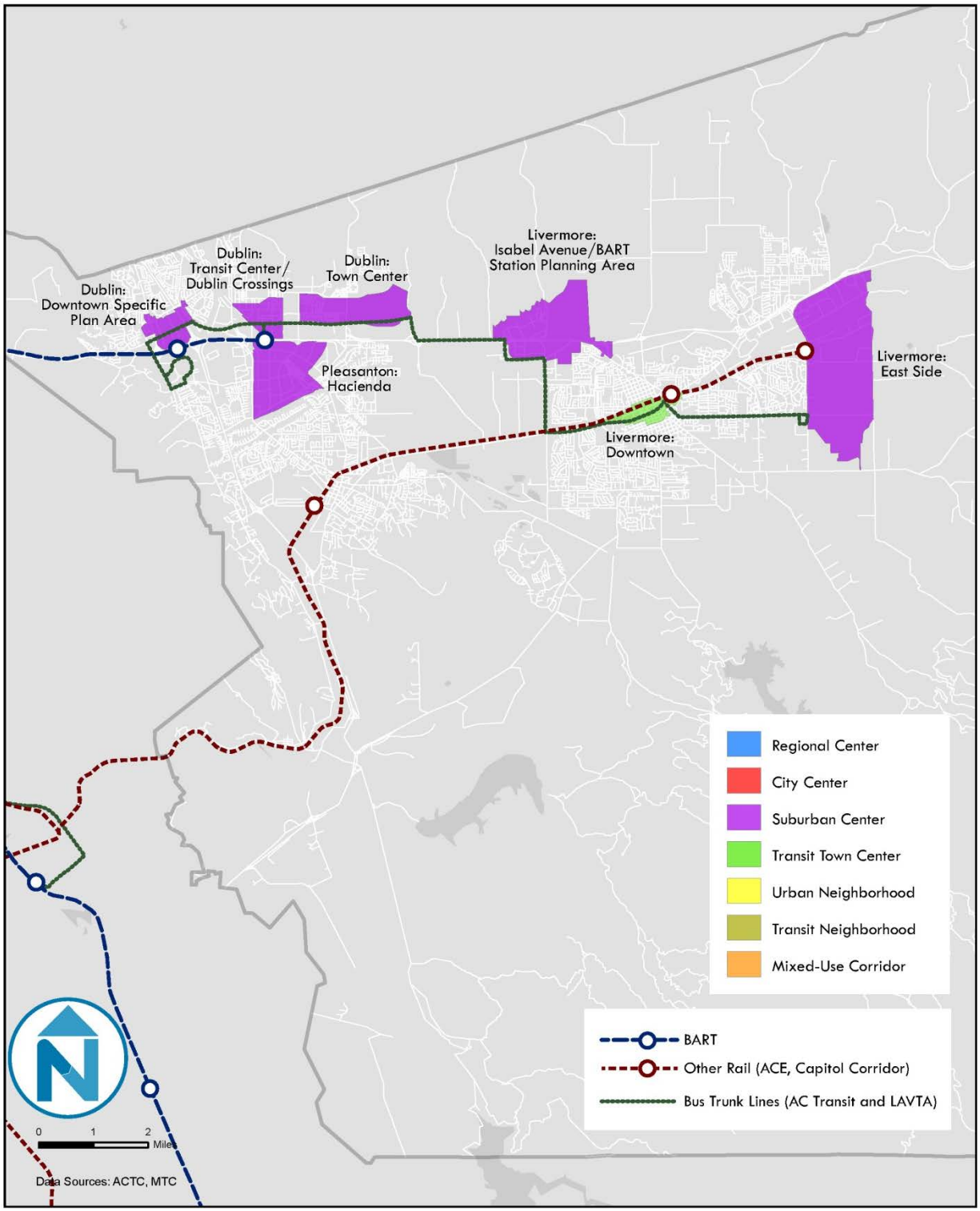
There are 7 PDAs in East County, briefly described and illustrated in Figures 2-11 and 2-12 below.

Figure 2-11 East County PDAs

Sponsoring Jurisdiction	PDA	Location	PDA Status	Place Type	Current Population Density	Existing Transit Service
Dublin	Downtown Specific Plan Area	West Dublin BART Area; between San Ramon Rd and Village Pkwy, N of I-580, S of Amador Valley Blvd	Planned	Suburban Center	3.5	BART, LAVTA Wheels
Dublin	Town Center	Town Center Planning Sub Area of the Eastern Dublin Specific Plan	Planned	Suburban Center	15.5	LAVTA Wheels
Dublin	Transit Center/Dublin Crossing	Area N of I-580, S of 5th St. between the Iron Horse Trail and Arnold Road	Planned	Suburban Center	6.6	BART, LAVTA Wheels
Livermore	Downtown	Area along First St./Railroad Ave./Stanley Blvd roughly between Murietta Blvd. and Scott St.	Planned	Transit Town Center	n/a	LAVTA Wheels, ACE train, Greyhound bus
Livermore	East Side Priority Development Area	Area south of I-580 bounded by Vasco Rd., Greenville Rd., and existing growth extents to south	Planned	Suburban Center	0.4	ACE Train, LAVTA Wheels
Livermore	Isabel Avenue/BART Station Planning Area	Area bounded by Portola Ave, Doolan Rd, the City's Urban Growth Boundary, and Airway Blvd.	Planned	Suburban Center	n/a	LAVTA Wheels
Pleasanton	Hacienda	Area south of Highway 580 and east of Hopyard Road	Potential/ Planned*	Suburban Center	4.7	BART, LAVTA Wheels, County Connection, MAX, SMART, Tri-Delta

*Planned according to the city.

Figure 2-12 Map of PDAs in East County



HOUSING AND JOB GROWTH PROJECTIONS

The Bay Area is growing and Alameda County is projected to take on a large share of that growth. By 2040, Alameda County is projected to have a population of approximately 1.9 million people (up from just over 1.5 million today) and is expected to increase from approximately 580,000 housing units (2010) to approximately 730,000 housing units in 2040 (an increase of approximately 26%) and from approximately 695,000 jobs (2010) to 950,000 jobs in 2040 (an increase of approximately 36%).[3]

According to regional projections, Alameda County's 43 PDAs are expected to accommodate the lions share of this growth, approximately 75-80% of the county's growth in housing units and 65-70% of the county's growth in jobs. PDAs in North and Central County, over two-thirds of the county's total PDAs, are expected to accommodate just under half the growth in housing units and in jobs (approximately 45%). PDAs in South and East County are projected to accommodate approximately 30% of the growth in housing and 20% of the growth in jobs. The remaining housing growth (approximately 26%) and growth in jobs (approximately 34%) is projected to occur in non-PDA areas.

All of the PDAs in Alameda County are projected to experience significant housing and employment growth, but there is wide variation across the county in terms of absolute numbers of dwelling units and jobs added as well as how much of a change this growth represents over current conditions.

This is illustrated by Figures 2-13 through 2-16 below, which present ABAG/MTC job and housing projections by geographic area and by city. For example, PDAs in cities like Oakland and Fremont are projected to grow significantly more in terms of absolute numbers of jobs and housing units. However, PDAs in other cities, like Livermore, Newark and Union City, that are projected to have more moderate growth, are making a more significant change from existing development patterns (Livermore for housing, Newark for jobs and housing, and Union City for jobs).

[3] 2010 US Census and ABAG-MTC Jobs-Housing Scenario.

Figure 2-13 Projected Growth in Housing Units within PDAs by Geographic Area

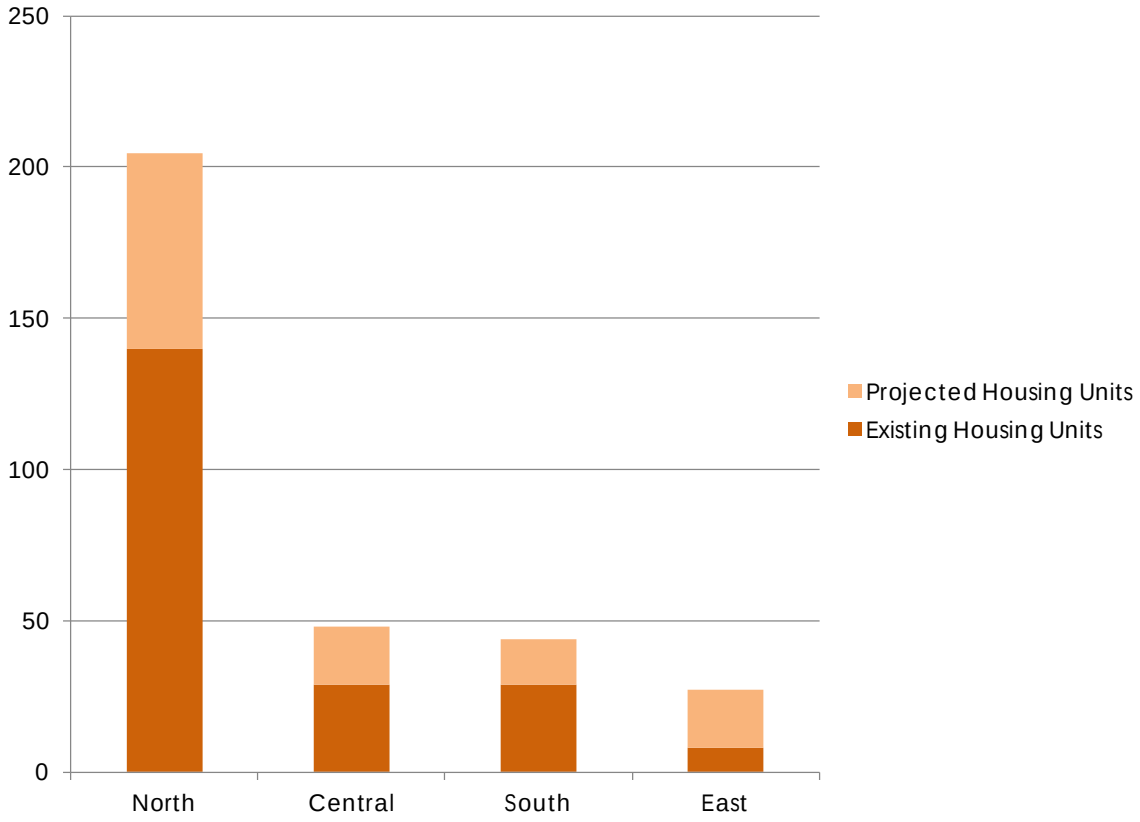


Figure 2-14 Projected Growth in Housing Units within PDAs by City

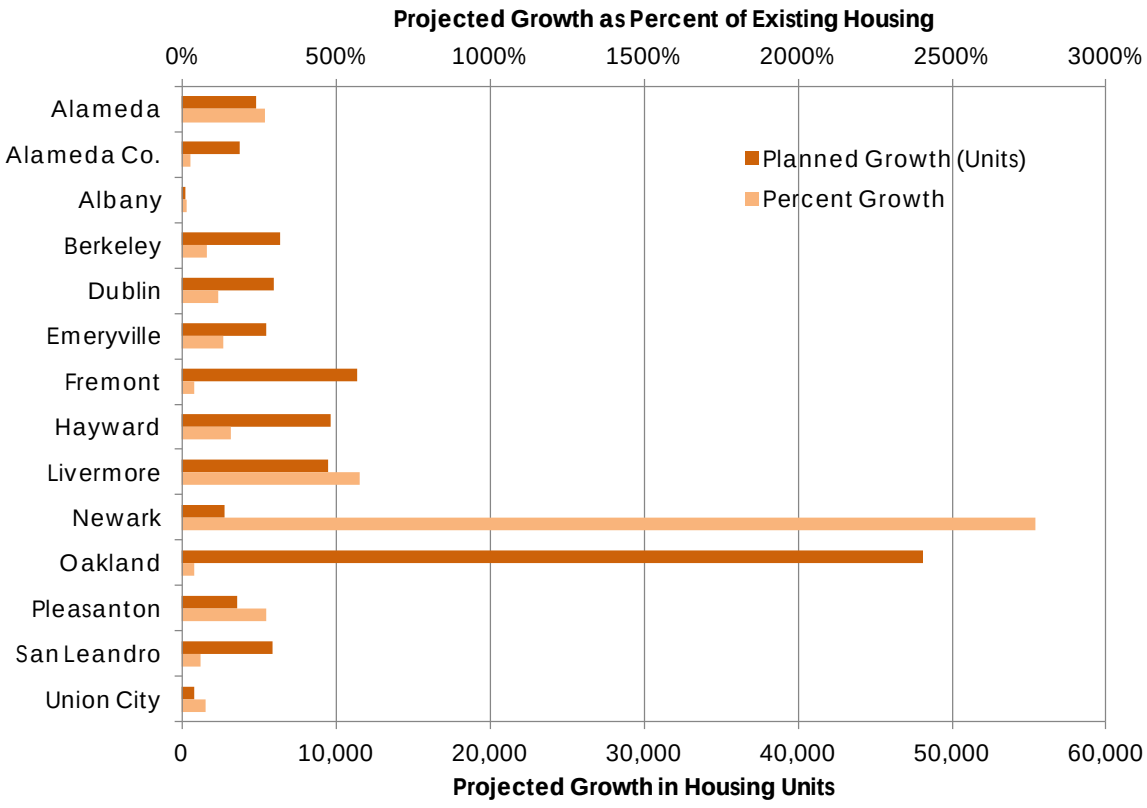


Figure 2-15 Projected Growth in Jobs within PDAs by Geographic Area

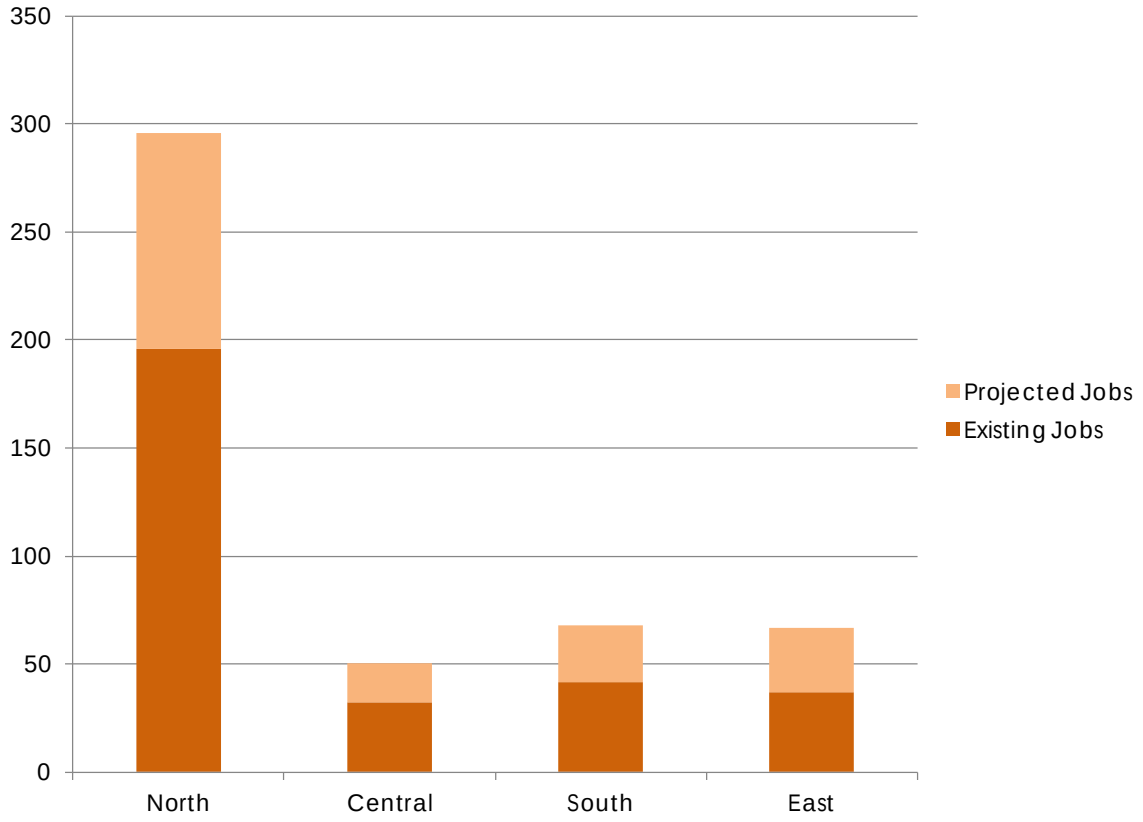
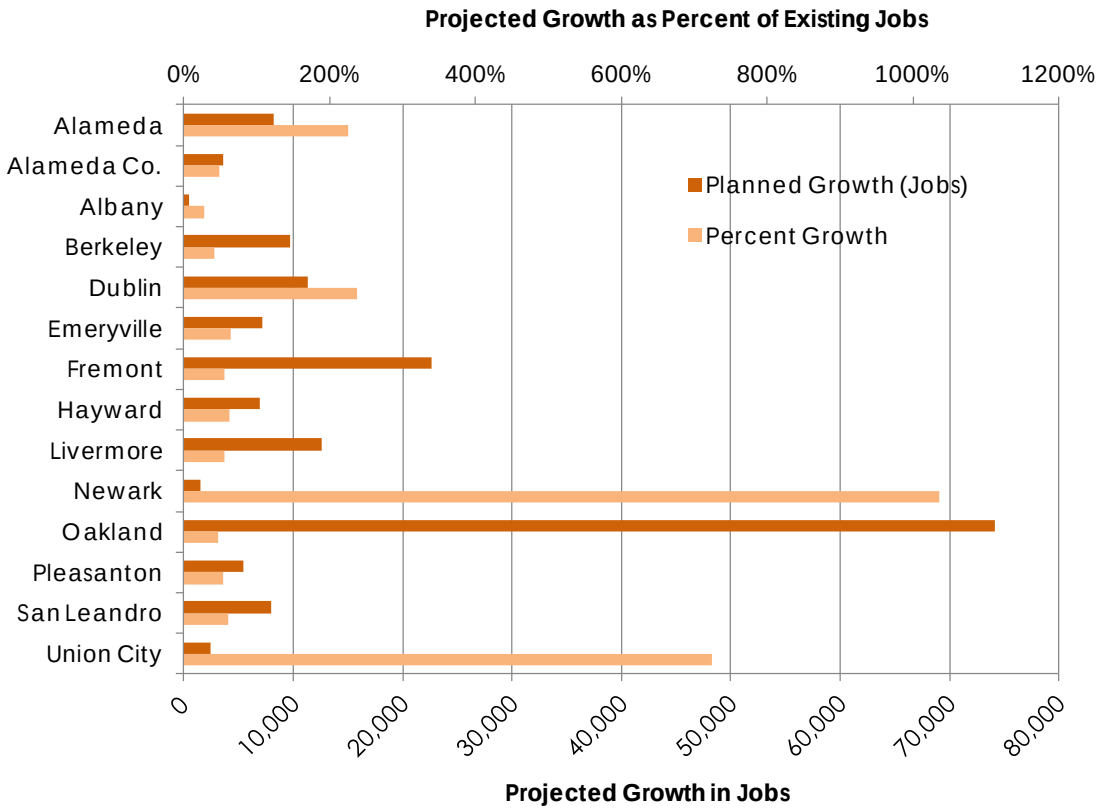


Figure 2-16 Projected Growth in Jobs within PDAs by City



PLANNING, POLICIES AND AFFORDABLE HOUSING PRODUCTION

Alameda County's PDAs vary in how much progress each has made towards projected growth and envisioned place type. The PDA inventory asked jurisdictions for a number of pieces of information to assess PDA development progress and readiness, such as plans and policies that have been adopted, community receptiveness, barriers to development and levels of development activity. Alameda County's PDAs vary in terms of what plans have been completed, the level of current development activity and the strength of the market.

Many cities have done a great deal of work to ready PDAs for development to take place. Encouragingly, some PDAs are actively growing already with current and recent development activity. Other PDAs, however, still have a long ways to go before they begin to see new residential and commercial development. Some need major infrastructure investments, and for others it will take time for the development market to mature.

Information on policies, plans and affordable housing production is summarized here; more information on development progress and development readiness in the county's PDAs can be found in Chapter 3, the PDA Readiness Evaluation, and Appendix B. Alameda CTC staff also conducted interviews with developers throughout the county to gain a better understanding of

development markets in the county's PDAs; these are also briefly described below and summarized in Appendix C.

Planning

Nearly 80% of PDAs have completed general plan updates and/or specific or area plans that take into account the growth projected to occur in the PDAs. More information on what planning efforts have been undertaken and completed for each PDA can be found in Appendix B.

Policies

MTC and ABAG have highlighted a number of policies that play an important role in PDA development. These policies fall into three main categories: policies to encourage private development activity, transportation policies, and affordable housing and community stabilization policies. Each is discussed below.

The ultimate authority to establish land use and housing policy and approve development projects lies with local jurisdictions, and different policies will be necessary and appropriate in different locations. The Alameda CTC can provide support, information and technical assistance to help jurisdictions determine what policies may be appropriate. As a transportation agency, Alameda CTC can play a larger role in assisting cities with establishing transportation policies that facilitate an increase in walking, bicycle and transit trips. Chapter 4 discusses additional work the Alameda CTC may undertake to support development in PDAs.

Development Policies

Policies such as permit streamlining, CEQA streamlining or density bonuses (e.g., increased height limits, higher floor-to-area ratios, or more permitted units) can facilitate development within a PDA. These types of policies speed up the approvals process, create more certainty for developers, and create financial incentives to develop. Just under half of the PDAs have policies to expedite permitting, and in nearly two-thirds of the PDAs, some type of density or height bonus is available. There are legal provisions for Specific Plans and other community plans that allow for CEQA streamlining, though these mechanisms have not been widely tested and many jurisdictions are cautious to exercise them for fear of legal challenge.

Transportation Policies

Traffic and parking congestion are a common community concern when growth is occurring in an infill area. Parking and transportation demand management (TDM) policies can help proactively address these issues before they become a problem. Therefore, these policies are a critical component of support for PDA development. Although nearly three-quarters of PDAs have some sort of parking policies in place, only half have TDM policies in place, and less than a third have access to carsharing, which has been proven to allow households to lower their car ownership and drive less. More work is likely going to be needed in this arena as PDAs grow in population and employment.

Affordable Housing and Community Stabilization Policies

The lack of affordable housing in the Bay Area is a persistent problem, and there are an array of policies that have been implemented by jurisdictions throughout the region to address this issue. However, these types of regulations on housing production can also be viewed by the private development sector as a barrier to development. Ultimately, increasing the supply of housing by facilitating more housing production should ease the affordability crisis, but in the meantime, more direct strategies to create housing that is accessible to low and moderate income households will likely be necessary in PDAs.

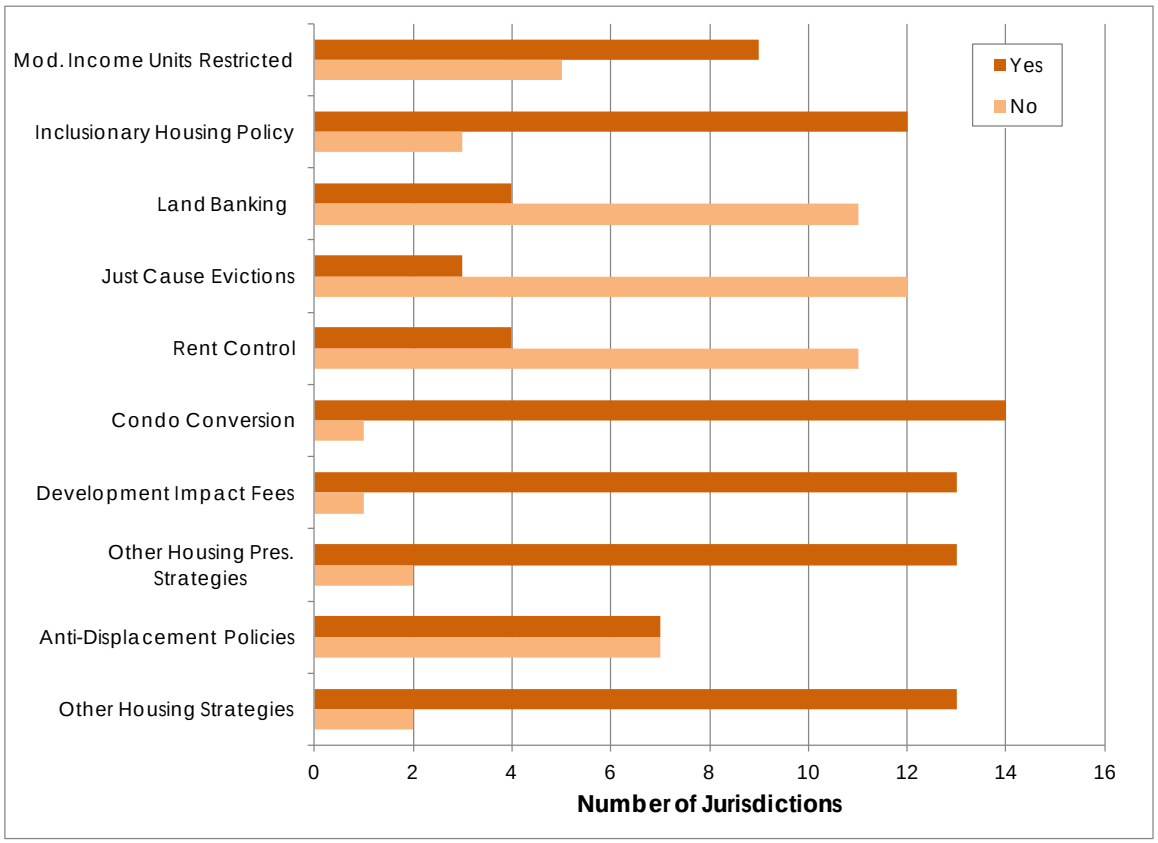
As part of the PDA inventory, ABAG assessed housing policies that are currently in place for each jurisdiction. Policies vary across the county as each city has determined which strategies are most appropriate in their community. The current range of affordable housing and community stabilization policies that are in place in Alameda County are summarized below and in Figure 2-17. Appendix D includes a full inventory of affordable housing policies by jurisdiction.

Alameda CTC will support jurisdictions in refining these policies over time and will take steps to support affordable housing creation such as expanding its legislative agenda to advocate for dedicated funding sources for affordable housing, as further described in the PDA Strategic Plan, Chapter 4.

- Policies to support affordable housing and mixed-income communities:
  - The most widely used affordable housing creation tool is inclusionary housing which requires a minimum percent of units in any new development to be reserved for low and moderate income households. 80% of jurisdictions have some type of inclusionary housing policy
  - 27%of jurisdictions bank land for affordable housing production
  - Other affordable strategies currently present in Alameda County include:
    - Fast-track permitting
    - Waiving or deferral of fees for affordable housing
    - Flexible design standards for affordable housing
    - Density bonus for affordable housing
    - Construction of second units by right (in single-family neighborhoods)
    - Subsidies from the city's housing trust fund
    - Affordable housing mitigation fee for market-rate development (Berkeley)
    - First-time homebuyer programs
    - Reduced parking requirements for senior housing
- Anti-displacement strategies/policies currently present in Alameda County include:
  - 27% of jurisdictions have rent control (Berkeley, Oakland and Hayward; Piedmont has limited rent control over rent-restricted second units built since 2005)

  - 20% of jurisdictions have just-cause eviction ordinances (Berkeley, Oakland and Hayward)
  - Other anti-displacement strategies include:
    - Rent review board
    - Landlord-tenant counseling and mediation services
- Housing preservation strategies present in Alameda County include:
  - All but one jurisdiction (Newark) have condo conversion ordinances regulating the conversion of apartments to condominiums
  - Other housing preservation strategies include:
    - Demolition of residential structures ordinance
    - SRO conversion ordinance

Figure 2-17 Affordable Housing Policies in Alameda County



Affordable Housing Production

As part of the PDA inventory, each jurisdiction was asked to provide the number of housing units by affordability level that they permitted between 2007 and 2012. Figure 2-18 shows how the units permitted over this time period in Alameda County were distributed between four affordability categories: Very Low, Low, Moderate and Above Moderate Income. Figure 2-18 compares these percentages to the breakdown of permitted units by affordability category in the Bay Area Region as a whole from 1999 to 2006, and to the breakdown of units as allocated to Alameda County in the 2007-2014 Regional Housing Needs Allocation (RHNA).[4] As the figure shows, Alameda County produced proportionately more very low income housing between 2007 and 2012 than the rest of the region, but relatively little low and moderate income housing. Alameda County did not meet its 2007-2014 RHNA allocations for the three affordability categories.

Figure 2-18 Affordable Housing Production in Alameda County

	Alameda County (2007-2012)*	Region (1999-2006)**	Alameda County RHNA (2007-2014)
Very Low Income	15%	10%	22%
Low Income	6%	9%	17%
Moderate Income	5%	11%	20%
Above Moderate Income	74%	71%	41%

Sources:

* 2012 jurisdiction survey

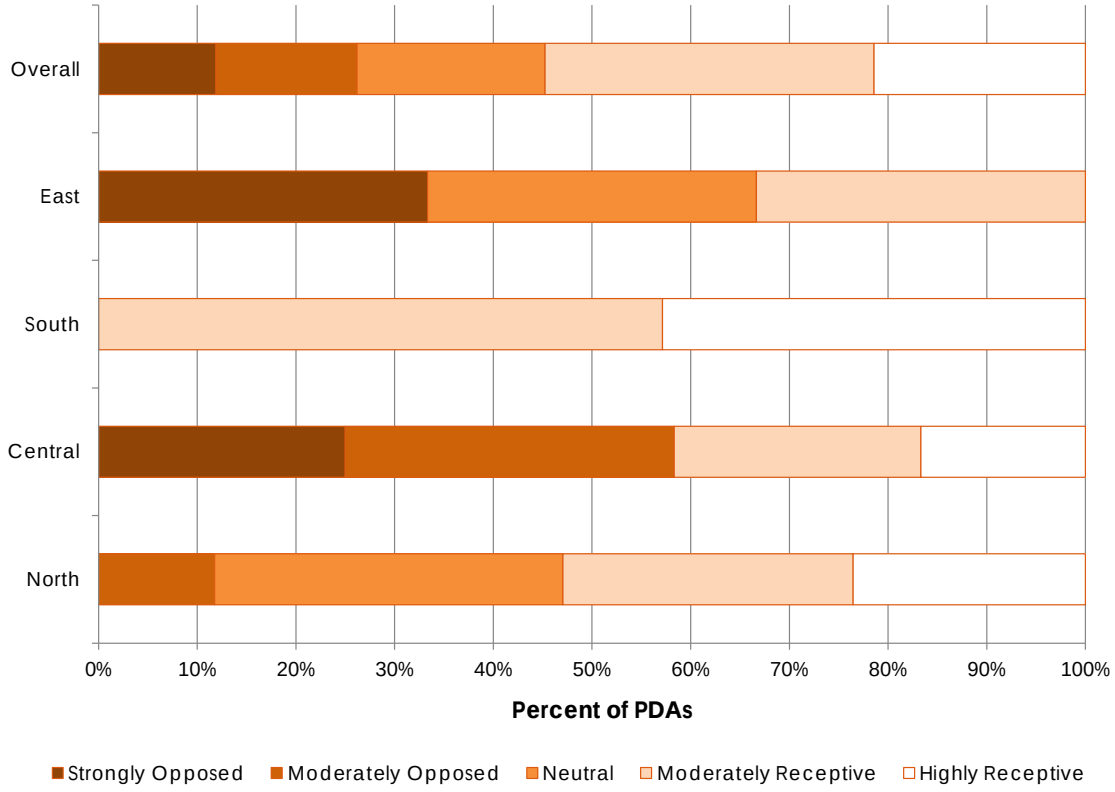
** "Housing the Workforce in the Bay Area," Regional Policy Background Paper Fall 2012

Other Development Indicators

The PDA inventory also included other more qualitative indicators. Overall, the inventory indicated that community receptiveness to growth in Alameda County PDAs is strong, though there is important variation across geographical areas of the county, as shown in Figure 2-19. In addition, for nearly every PDA, responses to the inventory survey indicated that PDA development is a high priority for city councils and that there is general developer interest in over 80% of PDAs.

[4] ABAG and MTC are required by the State of California Housing Element Law to identify areas within the region sufficient to house an eight-year projection of the regional housing need. http://www.abag.ca.gov/planning/housingneeds/, http://www.hcd.ca.gov/hpd/housing_element2/HN_PHN_regional.php

Figure 2-19 Community Receptiveness to Growth in PDAs by Geographic Area



Developer Interviews

To gain a better understanding of the development markets in Alameda County's PDAs, Alameda CTC staff conducted interviews with developers who work in North, Central, South and East County. Developers were asked how transportation capital investments might incentivize or facilitate residential and commercial development and what other barriers or incentives might exist. The key themes and issues that emerged from these interviews are briefly summarized below and further described in Appendix C. It is important to note that the following statements are those of the developers that were interviewed and are not positions or statements from the Alameda CTC.

- **General Market Characteristics**: In general, market-rate development will occur in areas where developers and their investors can earn the desired rate of return on their investment. Therefore, market rental/sales values and land costs drive the type and location of development in the San Francisco Bay Area since construction costs are relatively constant throughout the region. The entitlement and environmental review process (the length of time and cost required to obtain a building permit) is another key factor that can impact development location. When asked about the market for

commercial development, developers stated that the location of retail development is dependent on customer access.

- **Barriers**: Barriers to development include anything that raises the cost of development, increases the time required to reach construction and start leasing/selling space, or impacts the market for the use, including: requiring developers to pay for new public infrastructure, regulatory barriers such as inclusionary zoning or impact fees, community opposition, requiring uses for which there is a weak market, and others. There are a number of significant barriers to non-profit development, including the loss of redevelopment funding and the very limited availability of funding for affordable housing.
- **Incentives**: Actions or policies that reduce the cost of development and/or increase market demand (i.e., rents or sales prices) generally help incentivize development. Some suggested actions included: reforms to CEQA, funds for infrastructure planning and construction, removal of regulatory constraints for development, streetscape or public realm improvements that improve the attractiveness of an area, shared parking garages, innovative public-private partnerships, and others.

EVOLUTION OF PDAS OVER TIME

Conditions in PDAs will continue to change over time. Existing PDAs will evolve as communities grow and change and become better defined, and new PDAs will be established as new growth areas emerge. One of the primary sources for new PDAs will be Growth Opportunity Areas (GOAs).

Growth Opportunity Areas (GOAs)

To create the region's first Sustainable Communities Strategy as required by SB375 (see Chapter 1 for more information), ABAG sought input from counties throughout the region on their projections and the locations of growth. Growth Opportunity Areas (GOAs) were identified by local jurisdictions at ABAG's request during this process. GOAs are non-PDA areas that may also be able to accommodate growth.

Alameda CTC has since built on this regional GOA process to refine designated GOAs in Alameda County and designate new GOAs that are focused on job growth. Job development is a critical element in the success of PDA development. Commute mode choice depends on both ends of the trip: home location and job location. Originally, PDAs and GOAs focused on housing production, but increasingly the region is recognizing the importance of job development in the regional planning process.

The maps on the following pages, Figures 2-20 through 2-23, show the currently identified GOAs in each geographic area (overlaid on existing PDAs for reference) and indicate whether these are envisioned to be employment focused areas or mixed use areas with both housing and jobs. These are based on work done during development of the Countywide Transportation Plan in 2011 and

2012.[5] Alameda CTC will be working with jurisdictions and regional agencies in coming years to determine if these GOAs would make appropriate PDAs. This is further discussed in Chapter 4, the PDA Strategic Plan.

Designating New PDAs

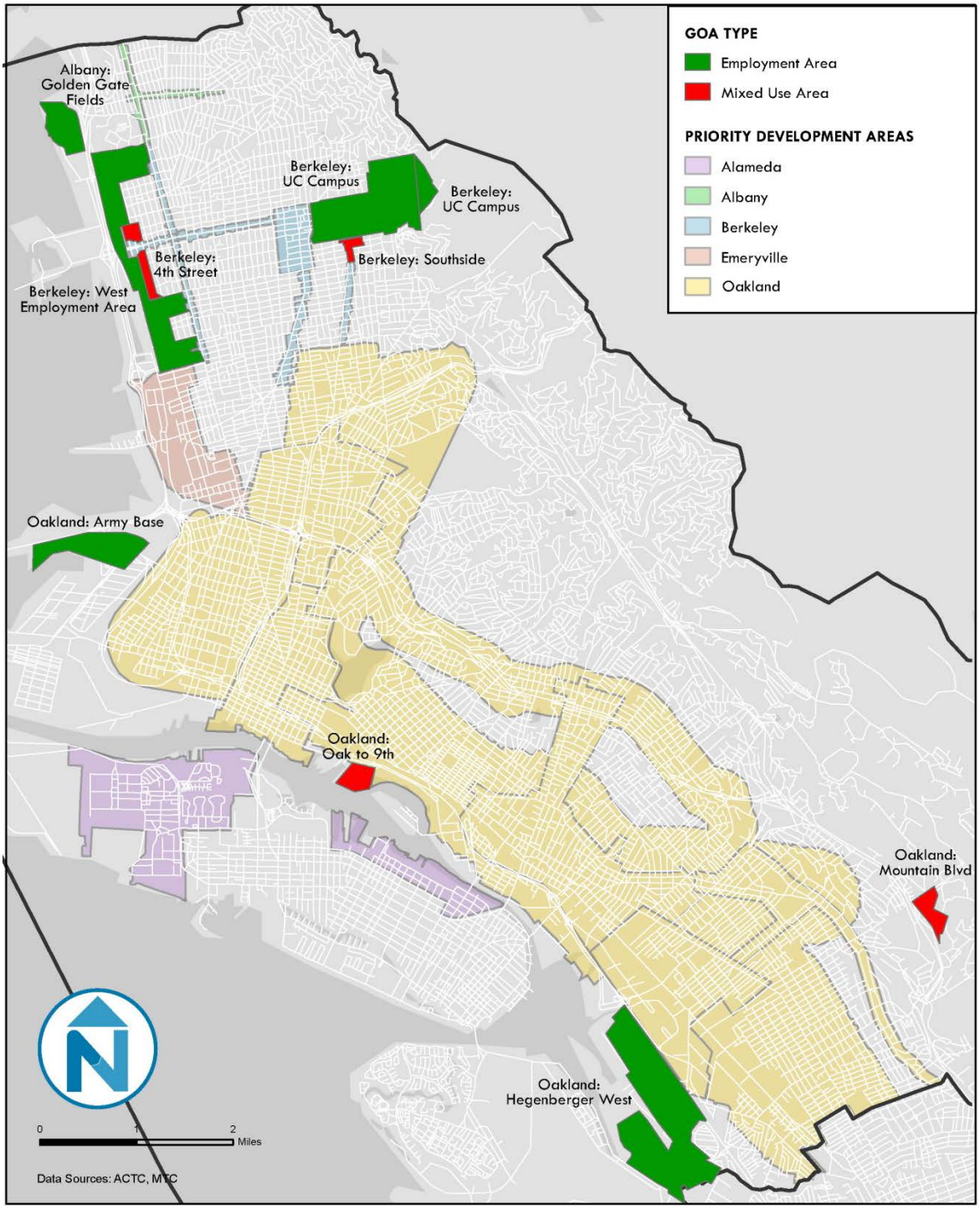
ABAG is continuing to accept applications for new PDAs on a rolling basis. New PDA applications are considered for review and approval by the ABAG Executive Board on a quarterly basis. New PDAs nominated at this time will not be eligible for Cycle 2 OBAG grant funds, however they may be eligible for regional PDA planning and technical assistance grants during the next four years and in future funding cycles.

The process for modifying the boundaries of an existing PDA is similar to that for creating a new PDA. Jurisdictions seeking to modify a PDA must indicate in the application the desired geographic boundary changes as well as how the boundary change affects housing, population, jobs numbers, and other information for the PDA.

Instructions for submitting an application for a new PDA or modifying an existing PDA are found at: http://www.bayareavision.org/pdaapplication. Alameda CTC support for refinements to current PDAs and establishment of new PDAs is further discussed in Chapter 4.

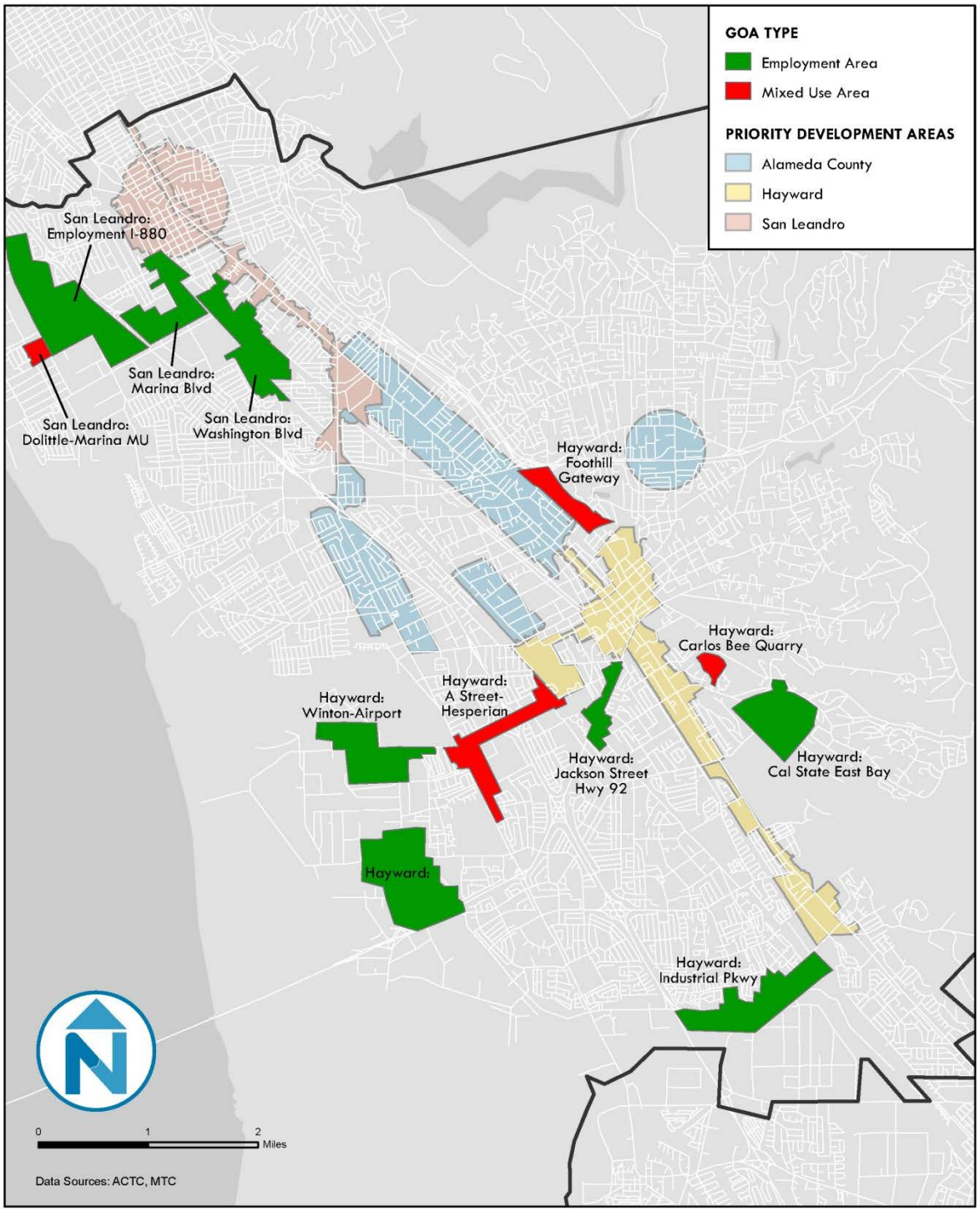
[5] Traditionally, ABAG generates regional housing and job projections as part of the Regional Housing Needs Allocation (RHNA) process. For the first time, Alameda CTC initiated a countywide process to refine the regional projections to make them more reflective of conditions on the ground in the county. The local projections, called the Alameda CTC Locally Preferred Land Use Scenario Concept, were developed as part of the Countywide Transportation Plan. They were prepared through an iterative process that used input from city and county staff to adjust regional projections to be more realistic for each jurisdiction. These projections were largely not incorporated into the regional projections and therefore are not shown here. Ultimately, the Alameda CTC is required by statute to comply with ABAG/MTC land use projections.

Figure 2-20 Growth Opportunity Areas and PDAs in North County



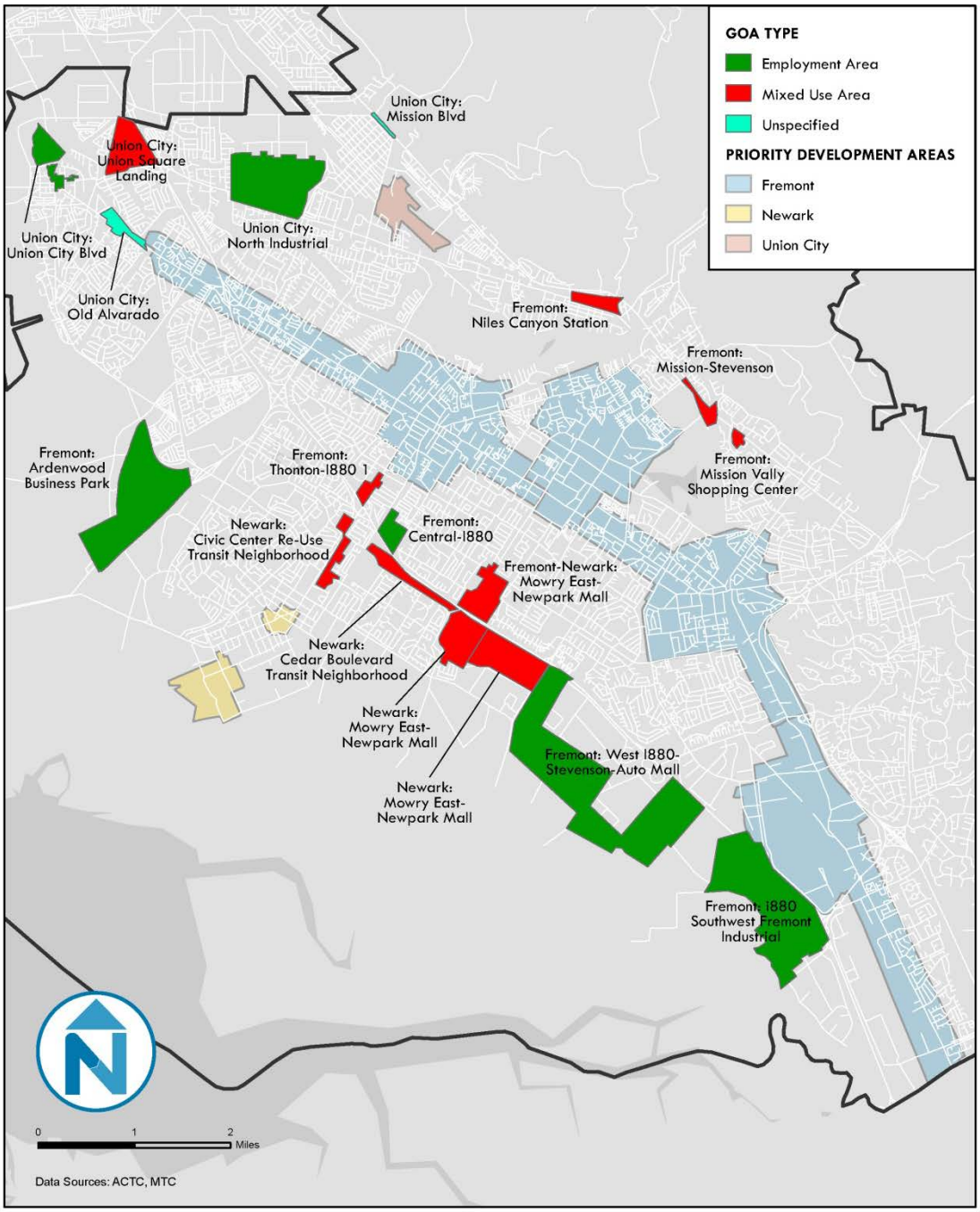
Source: Alameda CTC Locally Preferred Land Use Scenario Concept, Alameda Countywide Transportation Plan

Figure 2-21 Growth Opportunity Areas and PDAs in Central County



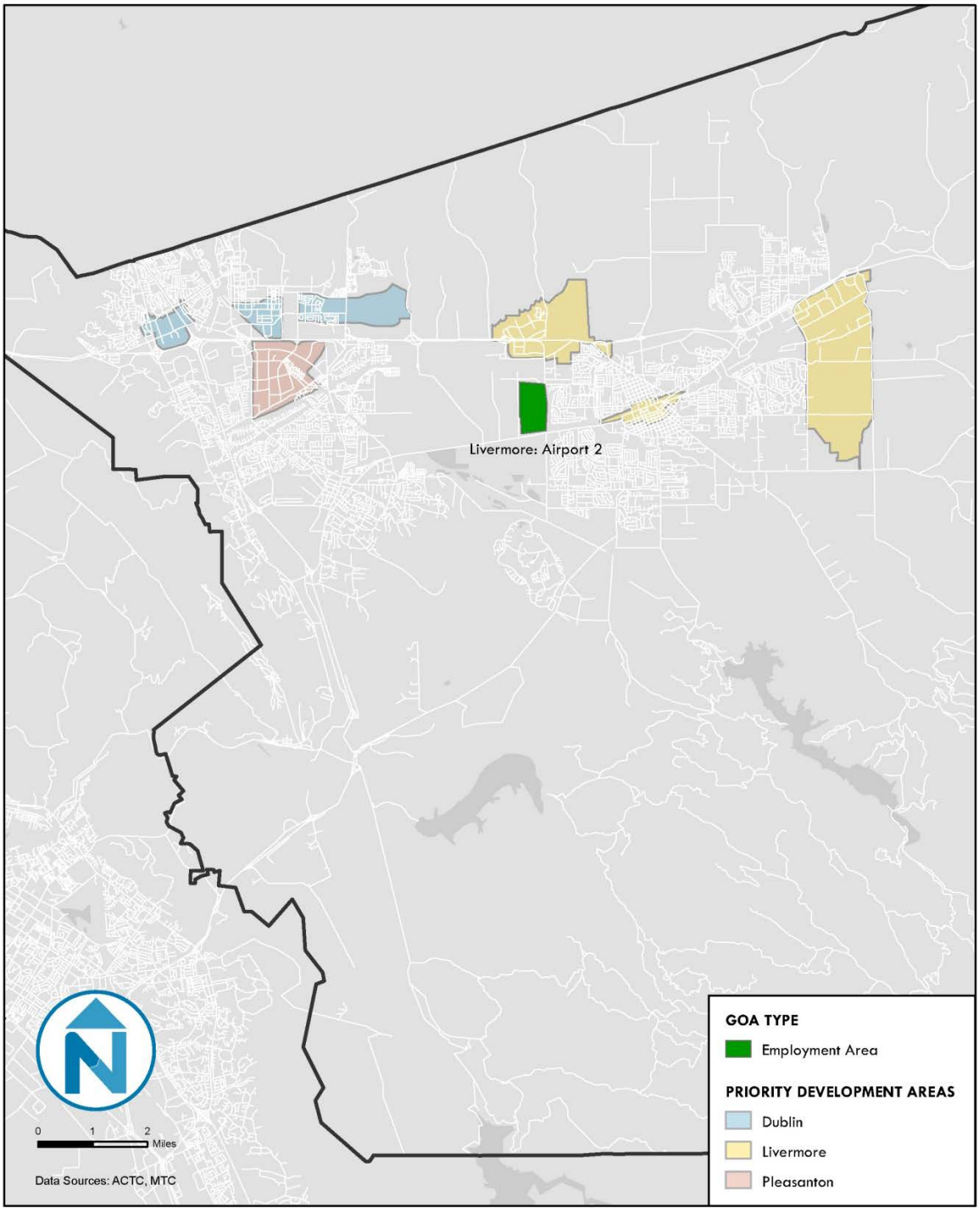
Source: Alameda CTC Locally Preferred Land Use Scenario Concept, Alameda Countywide Transportation Plan

Figure 2-22 Growth Opportunity Areas and PDAs in South County



Source: Alameda CTC Locally Preferred Land Use Scenario Concept, Alameda Countywide Transportation Plan

Figure 2-23 Growth Opportunity Areas and PDAs in East County



Source: Alameda CTC Locally Preferred Land Use Scenario Concept, Alameda Countywide Transportation Plan

3 PDA READINESS EVALUATION

INTRODUCTION

One of the key objectives of the newly created OBAG Program is to make strategic transportation investments that support the region's land use strategy of locating future growth and development in PDAs. However, this OBAG cycle provides a relatively low level of funding and a short time horizon in which to obligate funds since transportation projects must be under construction by January 2017. Consequently, the Alameda CTC's strategy for this four-year funding cycle is to invest in PDAs with stronger real estate markets and where advance planning activities are complete. Transportation projects located in such PDAs are most likely to support occupancy of recently completed development projects and serve as a "tipping point" for additional development, thereby demonstrating success in using transportation investment to leverage near-term, transit-oriented housing and commercial development. Additionally, it is more likely that the phasing of development and infrastructure investments has been determined in these PDAs which minimizes the possibility that transportation improvements might later need to be demolished or altered to accommodate new development.

This chapter describes the process used to prioritize PDAs for transportation capital investments during this OBAG cycle. The process began with defining where Alameda County's PDAs currently are on the development spectrum, from those that are actively undergoing real estate development activity to those that are in weaker or more nascent markets. Based on this information, development and planning readiness thresholds were identified and then applied to determine those PDAs which had completed planning activities and which had active housing and commercial development markets. Individual capital projects within ready PDAs will be evaluated and prioritized using the criteria established by the Alameda CTC and consistent with Appendix A-6 of MTC Resolution 4035.

For this funding cycle, over 60% of Alameda County's OBAG Program funds (approximately $38.7 million of Alameda County's $63 million OBAG total) will be used for supportive transportation investments in a subset of the county's PDAs that currently have more active development markets. However, Alameda CTC is committed to supporting planning and development in all of the county's PDAs. Development and implementation of a PDA is a complex, long-term process that can easily take 10, 20 or 30 years for market, government, and community support to align to enable some PDA's to come to fruition (see sidebar on page 3-3).

Currently, Alameda County's 43 PDAs vary greatly in terms of the strength of their current market for new jobs or housing, the completion of local land use planning and other regulatory processes, and the existence of high-quality transit facilities. Different PDAs will require different types of investments to support their progress towards accommodating their envisioned growth.

In order to support development of the county's diverse PDAs over a multi-decade time horizon, the Alameda CTC developed a PDA Strategic Plan, described in Chapter 4, which details a long term plan for supporting PDA development, including how future funding cycles, advocacy, information collection, data monitoring, and other strategies may be used to support ongoing PDA infrastructure investment and development activities over time.

DEVELOPMENT OF A PDA IS A LONG, COMPLEX PROCESS

While the public sector is responsible for PDA planning and regulation of development, the rate and magnitude of development is determined primarily by the private market. There are many public sector and private market factors that make development of a PDA a complex, long-term process.

PDA success (in terms of future housing and job growth) is highly dependent on many public sector actions such as general plan and zoning updates, community involvement, environmental review, and, often, upgrades to infrastructure to enable provision of basic public services such as police, fire, schools, sewer and water. Before proposing a real estate development project, a developer will evaluate these factors, such as the type of development requirements (e.g., height limits, floor-to-area ratio, open space and parking requirements, etc.), existing water and sewer capacity, and the complexity and length of time required to complete the entitlement process.

Most importantly, however, PDA development depends on market demand for housing and/or commercial space to be strong enough for development to take place. When evaluating project opportunities, developers will look most closely at the strength of the market for their proposed use (e.g., housing, commercial, retail) which determines whether their financial return is going to be sufficient to balance the potential risks and cost of the project. Market analysis takes into consideration factors such as demographics (e.g., basic demand trends, current and projected population and age, employment levels), median household income, number and type of jobs, new housing values/home re-sale values, apartment rental rates, and permit activity. Market strength can be impacted by public sector actions, but it is also impacted by many factors outside of government control. In some places, this market demand may take time to mature.

For most PDAs, development will occur primarily on infill sites in already urbanized areas, which can be uniquely complex. Although every land development project can be risky, infill development often has its own set of challenges including:

- A more expensive product type due to multi-story construction
- Need for higher than currently zoned height limits
- Small and/or narrow parcels
- Difficulty redeveloping existing uses
- Lack of community support due to concerns about impacts on parking and traffic, particularly in existing neighborhoods that are primarily composed of single-family homes
- Insufficient infrastructure capacity to accommodate new development, thus requiring expensive upgrades*

As a result of these challenges, it can sometimes be more difficult to attract financing for infill development because the projects may take longer and the risks are higher which can make the necessary return on investment hard to achieve.

All these factors combined mean that Alameda County's PDAs may take decades to be fully "built out." It is for this reason that the Alameda CTC has engaged in the development of a PDA Strategic Plan to support PDAs in Alameda County over the long term, and provide some continuity through short-term funding cycles.

**Due to the economic downturn in 2008 and the loss of redevelopment funds, local jurisdictions are facing challenges in providing this basic infrastructure to support PDA development.*

PDA READINESS EVALUATION

To determine funding eligibility for Cycle 2 OBAG transportation capital funds, Alameda CTC assessed the development readiness of the county's PDAs in order to identify those PDAs most likely to experience housing and job growth over the four-year funding cycle. There are many factors that could impact PDA development readiness:

- How much planning has been done for the PDA?
- Are there any policies in place to incentivize private development (e.g. density bonuses or expedited permitting)?
- How strong is the demand for housing and commercial space?
- What are land values, rents and sales prices in the PDA?
- Is there any active interest from developers?
- Have any projects been constructed or proposed?
- Are there any clear barriers to development?
- Has community outreach been done during the PDA planning? Is the local community receptive to development of the PDA? Is a project proposal likely to create community controversy or elicit opposition?
- Is development of this PDA a priority of the City Council or Board of Supervisors?

For this cycle of funding, the Alameda CTC had to depend on data available in the PDA inventory and collaboration with project stakeholders. In the future, Alameda CTC, in conjunction with the regional agencies and local jurisdictions, may collect more data to assess PDA readiness, as described in Chapter 4. The Alameda CTC chose to focus on three specific factors from the inventory to assess PDA readiness for this current funding cycle:

1. Past development activity,
2. Current development activity, and
3. Achievement of key planning milestones.

These are simple, measurable, and provide the best indication of market strength of any information available in the PDA inventory. In general, PDAs where planning activities have been completed, where both residential and commercial development have occurred and where more development is moving through the pipeline (in terms of projects that have been entitled or received building permits) are most likely to generate additional development activity as the result of transportation investments within the next four years.

The following factors were taken into consideration in establishment of these criteria:

- The number of units constructed during the past five years was seen as the primary indicator of whether a PDA is active, because this demonstrates that the PDA can overcome the numerous barriers to infill development. Additionally, this time period coincides with the designation of PDAs which was made in 2007 as part of the regional FOCUS program.

- PDAs must have *both* past development activity and current development activity to ensure ongoing strength of the development market in the near term.
- Both housing production and commercial development were considered in the PDA evaluation because development of a mix of uses and job development are both goals for PDA development. However, because the original focus of PDAs was on housing, housing development received more emphasis than commercial development.
- Natural breakpoints in the PDA Inventory data determined the cut-off for "active" PDAs. This ensured that the definition of an "active" PDA was tailored to Alameda County and was based on the actual levels of planning and development activity in the county today. The economic downturn in the US that began in 2008 deeply impacted the Bay Area development industry. Consequently, PDAs in Alameda County may not be experiencing as robust of development activity as they may have otherwise. For this reason, PDAs were evaluated not against a theoretical gauge but against their peers, akin to developing a "bell curve" of Alameda County PDA readiness.

This process sets the stage for future rounds of funding. Additional information gathered over coming years can be used to better assess how cities are progressing towards PDA build out. At that time, the criteria can be adjusted and refined to better reward those jurisdictions taking on the bulk of housing and commercial growth in their PDAs.

PDA Readiness Categories

Alameda County's PDAs have been divided into three groups based on these PDA planning and development readiness criteria: Active, Near Active, and In Need of Planning Support. The classifications are defined as follows (the criteria used to define each group are summarized in Figure 3-1 below):

- **Active PDAs** have completed necessary planning and regulatory updates to facilitate future housing and/or job growth and have a recent history of development activity as well as development activity currently underway. OBAG funds will play a pivotal role in continuing the development momentum in these PDAs.
- **Near Active PDAs** either have not yet completed planning and regulatory updates, or have seen less development activity to date than active PDAs. Near-Active PDAs whose planning activities are in progress may need support to complete particular planning or technical studies, environmental review and/or zoning updates. For near-active PDAs with completed planning but less development activity, OBAG transportation capital funds potentially could be used as a catalyst to spur interest from the private sector. A public investment in one of these PDAs could signal to the private market that the area is ready for development. In these cases, use of public funds must be carefully evaluated to ensure that these public funds are leveraging new private investments and not merely replacing already committed private funds
- **PDAs In Need of Planning Support** have just begun or have not yet started the necessary planning and regulatory updates to facilitate future housing and job growth.

These PDAs would be identified to receive additional resources for planning and preparation while the development market matures, especially if they play an important role in supporting regional goals for infill development or are otherwise a high priority in the County.

Figure 3-1 PDA Readiness Criteria

PDA Readiness Classifications	General Description
Active	▪ Planning Readiness: Completion of planning, environmental and regulatory activities needed to facilitate development ▪ Development Readiness: History of development and strong development activity underway
Near-Active	▪ Planning Readiness: Some planning complete or in progress ▪ Development Readiness: Moderate development history and moderate development activity underway
Needs Planning Support	▪ Planning Readiness: Need additional planning/zoning updates ▪ Development Readiness: Little to no development activity

Planning Screens

The specific planning screens that the Alameda CTC used to assess each PDA for planning readiness are shown in Figure 3-2 below.

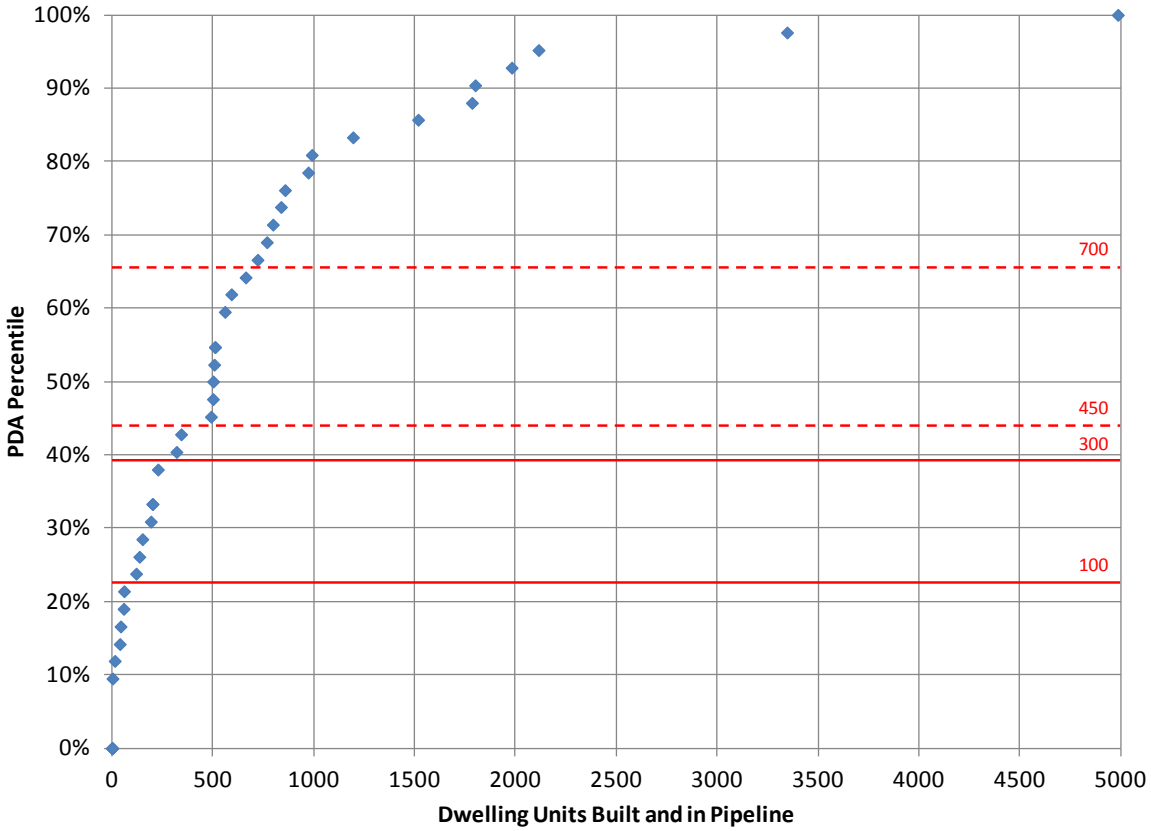
Figure 3-2 Planning Screens

PDA Readiness Classifications	Planning Screens
Active	▪ A detailed plan for the entire PDA (i.e., a specific plan, area plan, master plan, redevelopment plan, or more detailed section of the general plan) that has been adopted by the city council or board of supervisors; ▪ Necessary zoning and general plan updates so that all planning documents and development regulations are consistent; and ▪ Necessary CEQA review and, ideally, a programmatic or master EIR that may facilitate environmental review for subsequent development projects.
Near-Active	▪ PDAs may have begun but not yet completed planning, environmental and regulatory activities needed to facilitate development
Needs Planning Support	▪ PDAs that are in need of planning support have not yet initiated a more detailed planning process focused on accommodating additional growth and development.

Development Screens

The breakpoints for determining whether or not a PDA has an active development market are based on the natural breakpoints in the development data collected for all PDAs in Alameda County. Figure 3-3 shows the percentile chart of PDAs according to the number of dwelling units built and in the pipeline (i.e. units built since 2007 and units currently entitled, with building permits, or with environmental review complete). Natural breakpoints, illustrated by the red lines, occur at approximately 700, 450, 300 and 100 units.

Figure 3-3 Percentile Rank of PDAs Based on Units Built and in Pipeline



Just over half of all PDAs have more than 450 dwelling units built or in the pipeline. Approximately 60% have 300 or more units built or in the pipeline, and nearly 80% have 100 or more units built or in the pipeline. After considering stakeholder comments (shown in Appendix E) and discussing the screening criteria and their application at its November and December 2012 meetings, the Alameda CTC adopted the development screens shown in Figure 3-4 below.

Figure 3-4 Development Screens

PDA Readiness Classifications	Development Screens
Active	▪ 100 or more units constructed since 2007 (including units that are currently under construction and will be complete by June 2013), AND ▪ 300 or more units constructed and/or in the pipeline (entitled or possessing a building permit), AND ▪ Some amount of commercial development must have been built since 2007 or in the pipeline
Near Active	▪ 100 or more units constructed since 2007, AND ▪ Some commercial development either built since 2007 or in the pipeline
Needs Planning Support	▪ Fewer than 100 units constructed since 2007

PDA Readiness Classification

Using these criteria, 17 PDAs were identified as active, 13 were identified as near active, and 13 were identified as needing planning support or having low or no development activity. These PDA readiness criteria and classifications were adopted by the Alameda CTC at its December 6, 2012 meeting. Creating a somewhat larger pool of active PDAs will help ensure that there are enough eligible capital transportation projects while still focusing capital transportation investments in those PDAs that are most likely to experience housing and job growth within this four-year funding cycle. Alameda County's 43 PDAs are presented in Figure 3-5 according to their readiness classifications.

Figure 3-5 PDA Readiness Classification

PDA	Development Screens					Planning Readiness	Overall Readiness Classification
	# Units Built	# Units Built + Pipeline	Commercial Sq. ft. Built	Commercial Sq. ft. Pipeline	Development Readiness		
ACTIVE PDAs							
Oakland: TOD Corridors	533	4,986	87,792	285,750	Active	Active	Active
Oakland: Downtown and Jack London Square	2,106	3,346	220,820	3,007,885	Active	Active	Active
Dublin: Town Center	953	2,114	125,670	0	Active	Active	Active
Oakland: West Oakland	1,019	1,981	125,670	38,500	Active	Active	Active
Dublin: Transit Center/Dublin Crossing	674	1,800	125,670	1,700,000	Active	Active	Active
Union City: Intermodal Station District	811	1,784	125,670	43,700	Active	Active	Active
Emeryville: Mixed Use Core	739	1,517	125,670	200,000	Active	Active	Active
Dublin: Downtown Specific Plan Area	300	990	125,670	0	Active	Active	Active
Livermore: Downtown	116	837	125,670	7,500	Active	Active	Active
Hayward: The Cannery	427	767	125,670	4,000	Active	Active	Active
Fremont: Irvington District	447	721	125,670	6,830	Active	Active	Active
Berkeley: Downtown	240	662	125,670	26,600	Active	Active	Active
Oakland: Fruitvale & Dimond Areas	123	591	125,670	15,000	Active	Active	Active
Fremont: Centerville	311	559	125,670	58,000	Active	Active	Active
Berkeley: University Avenue	400	510	125,670	5,000	Active	Active	Active
Oakland: Coliseum BART Station Area	373	501	125,670	5,451	Active	Active	Active
Fremont: City Center	330	342	125,670	115,900	Active	Active	Active

(continued on next page)

PDA Readiness Classification (continued)

PDA	Development Screens					Planning Readiness	Overall Readiness Classification
	# Units Built	# Units Built + Pipeline	Commercial Sq. ft. Built	Commercial Sq. ft. Pipeline	Development Readiness		
NEAR ACTIVE PDAs							
Oakland: MacArthur Transit Village	56	1,194	125,670	1,452,500	Near Active	Active	Near Active
Livermore: Isabel Avenue/BART Station Planning Area	406	972	125,670	190,000	Active	Near Active	Near Active
Hayward: South Hayward BART Urban Neighborhood	0	857	125,670	78,484	Near Active	Active	Near Active
Pleasanton: Hacienda	0	506	125,670	117,700	Near Active	Active	Near Active
Alameda: Alameda Naval Air Station	200	500	125,670	140,000	Active	Near Active	Near Active
Fremont: South Fremont/Warm Springs	455	490	125,670	9,700	Active	Near Active	Near Active
Berkeley: San Pablo Avenue	81	319	125,670	33,500	Near Active	Active	Near Active
Albany: San Pablo Avenue/Solano Avenue Mixed Use Neighborhood	25	200	125,670	85,000	Near Active	Near Active	Near Active
San Leandro: Downtown TOD	0	200	125,670	0	Near Active	Active	Near Active
Hayward: Downtown	60	192	125,670	9,158	Near Active	Active	Near Active
Berkeley: South Shattuck	0	150	125,670	23,000	Near Active	Active	Near Active
Alameda County: East 14th Street and Mission Boulevard Mixed Use Corridor	135	135	125,670	0	Near Active	Active	Near Active
San Leandro: East 14th Street	119	119	125,670	28,000	Near Active	Active	Near Active

(continued on next page)

PDA Readiness Classification (continued)

PDA	Development Screens					Planning Readiness	Overall Readiness Classification
	# Units Built	# Units Built + Pipeline	Commercial Sq. ft. Built	Commercial Sq. ft. Pipeline	Development Readiness		
PDAs NEEDING SUPPORT							
Newark: Dumbarton TOD	0	797	125,670	0	Needs Support	Active	Needs Support
Livermore: East Side PDA	0	510	125,670	187,537	Near Active	Needs Support	Needs Support
Alameda County: Castro Valley BART	19	59	125,670	0	Needs Support	Active	Needs Support
Oakland: Eastmont Town Center	24	57	125,670	99,000	Needs Support	Active	Needs Support
Alameda: Northern Waterfront	45	227	125,670	30,000	Needs Support	Active	Needs Support
Berkeley: Adeline Street	0	42	125,670	1,900	Needs Support	Needs Support	Needs Support
Berkeley: Telegraph Avenue	0	38	125,670	4,000	Needs Support	Active	Needs Support
Alameda County: Hesperian Boulevard	13	13	125,670	0	Needs Support	Active	Needs Support
Newark: Old Town Mixed Use Area	0	2	125,670	0	Needs Support	Needs Support	Needs Support
Alameda County: Meekland Avenue Corridor	0	0	125,670	0	Needs Support	Active	Needs Support
Hayward: Mission Corridor	0	0	125,670	75,350	Needs Support	Near Active	Needs Support
Hayward: South Hayward BART Station Mixed Use Corridor	0	0	125,670	1,391	Needs Support	Active	Needs Support
San Leandro: Bay Fair BART Transit Village	0	0	125,670	0	Needs Support	Needs Support	Needs Support

OBAG SCREENING AND SELECTION CRITERIA

The Alameda CTC applied two levels of evaluation to select the transportation capital projects to be funded through the OBAG program. As described previously, PDAs were evaluated for their development and planning readiness. Those PDAs most likely to experience jobs and housing growth during the four-year funding cycle (based on the development and planning screens described previously) were selected as eligible for PDA Supportive Transportation Investment funds. Next, all projects from eligible PDAs were evaluated against project selection criteria adopted by the Alameda CTC at its December 6, 2012 meeting. The project selection criteria include both traditional criteria that Alameda CTC has used in past funding cycles as well as OBAG-specific requirements mandated by MTC Resolution 4035 that Alameda CTC has not traditionally applied to the evaluation of transportation projects.

Project Selection Criteria

The project selection criteria include deliverability criteria used in past Alameda CTC funding cycles as well as new requirements that are mandated by the OBAG program. Projects that were deemed eligible were scored based on the criteria shown in Figure 3-6 below. Projects were then prioritized by overall score. The final list of projects to be funded will be approved by the Alameda CTC in May 2013 and submitted to MTC in June 2013.

Figure 3-6 OBAG Project Selection and Scoring Criteria

#	OBAG Project Selection Criteria	Weight
1	Transportation Project Readiness ▪ Funding plan, budget and schedule ▪ Implementation issues ▪ Agency governing body approvals ▪ Local community support ▪ Coordination with partners ▪ Identified stakeholders	25
2	Transportation project is well-defined and results in a usable segment ▪ Defined scope ▪ Useable segment ▪ Project study report/equivalent scoping document	10
3	Transportation Project Need/Benefit/Effectiveness (includes safety) ▪ Defined project need ▪ Defined benefit ▪ Defined safety and/or security benefits	15
4	PDA Supportive Investment (includes proximate access) ▪ Transportation project supports connectivity to jobs/transit centers/activity centers for a PDA ▪ Transportation project provides multi modal travel options	5

#		OBAG Project Selection Criteria		Weight
5		Transportation investment addressing/implementing planned vision of PDA ▪ PDA transportation facility will be X% complete with project		4
6		Sustainability (ownership/lifecycle/maintenance) ▪ Identify funding and responsible agency for maintaining the transportation project ▪ Transportation project identified in a long term development plan		5
7		Matching Funds ▪ Direct Project Matching above Minimum required Local Match		5
8		High Impact Project Areas (Required by MTC)		22
	a	Housing Growth ▪ Projected growth of Housing Units in PDA	2	
	b	Jobs Growth ▪ Projected growth of Jobs in PDA	2	
	c	Improved transportation choices for all income levels (Proximity of alternative transportation mode project to a major transit or high quality transit corridor stop)	6	
	d	PDA Parking Management And Pricing Policies ▪ Parking Policies ▪ Other TDM strategies	3	
	e	PDA Affordable Housing Preservation And Creation Strategies ▪ Inclusionary zoning ordinance or in-lieu fee ▪ Land banking ▪ Housing trust fund ▪ Fast-track permitting for affordable housing ▪ Reduced, deferred or waived fees for affordable housing ▪ Condo conversion ordinance regulating the conversion of apartments to condos ▪ SRO conversion ordinance ▪ Demolition of residential structures ordinance ▪ Rent control ▪ Just cause eviction ordinance ▪ Others	9	
9		Communities of Concern (C.O.C.) ▪ Transportation project mitigates the transportation need of the C.O.C. ▪ Relevant planning effort documentation		4
10		Freight and Emissions ▪ Project in PDA that overlaps or is colocated with populations exposed to outdoor toxic air contaminants as identified in the Air District's Community Air Risk Evaluation (CARE) Program or is in the vicinity of a major freight corridor and in which the local jurisdiction employs best management practices to mitigate PM and toxic air contaminants exposure		5
			Total	100

4 PDA STRATEGIC PLAN

PURPOSE AND GOALS

The Alameda CTC is committed to supporting all the PDAs in Alameda County and fulfilling the requirements of MTC Resolution 4035. Improving coordination between land use and transportation is one of the goals of the Countywide Transportation Plan adopted by the Alameda CTC in June 2012 and is a priority for the agency moving forward. This PDA Strategic Plan details a long-term plan to support development of Alameda County's diverse PDAs over a multi-decade time horizon. It explores the types of investments and other strategies the Alameda CTC could implement over time to support PDAs at different points on the development spectrum. These include activities such as providing information, technical assistance, transportation funding support, and advocacy for additional supportive funding.[1]

The Strategic Plan also includes a data collection and monitoring plan, described at the end of this chapter, which will inform and enable more strategic planning and funding decisions over time. Due to data availability and time constraints, Alameda CTC focused on two basic metrics for this PDA readiness evaluation: market activity and planning readiness. In the future, as more information is collected, the agency will be able to include more factors in its evaluation of PDA readiness, such as real estate values, urban form and other policies related to development, including affordable housing production. Ultimately, PDA data collection and monitoring will be integrated into the Alameda CTC's Land Use Analysis and Performance Monitoring programs. It is important to note, however, that specific roles and responsibilities with regard to data collection have yet to be determined; some data collection efforts may be more appropriate at the regional level, while others may be more appropriate at the countywide or local levels.

By better understanding conditions in our PDAs and linkages between infrastructure investments and construction of new housing and commercial development projects, the agency will be in a much better position to support PDAs. This information can help the Alameda CTC identify development barriers in PDAs and potential solutions for overcoming these barriers and to better assess readiness for future funding. Alameda CTC will work to refine this PDA Strategic Plan so that transportation investments are most effectively targeted to catalyze new housing and jobs in areas with multimodal transportation options.

The data collection and monitoring plan was also developed to fulfill MTC's requirement that Alameda CTC monitor land use outcomes in Alameda County's jurisdictions. This includes jurisdictions' efforts to approve sufficient housing for all income levels as part of the Regional Housing Needs Allocation (RHNA) process and to develop and implement policies that will help PDAs achieve a mix of income levels among their populations.

[1] There are many issues that impact PDA development that are outside the jurisdiction of the Alameda CTC. For example, the authority to establish land use policy and approve development projects lies with local jurisdictions. Further, there is not a "one size fits all" housing policy that will support all the varied PDAs throughout the County; every community will develop in a different way and have different housing needs. In policy areas such as this, the Alameda CTC's role will primarily be one of assistance and support.

Alameda CTC hopes that the Strategic Plan will assist the agency in furthering the following objectives:

- Continue to identify and quantify transportation infrastructure needs and costs within PDAs and to develop a list of strategic capital transportation investments that support and facilitate PDA development over the near- and long-term
- Support the ongoing development of active PDAs by investing in transportation infrastructure that improves transportation choices for all income levels and provides multi-modal connections between housing, jobs and commercial activity
- Provide strategic support to those PDAs that are not yet classified as active so that they can become active by completing planning activities and/or strengthening development markets in order to spur more interest from the private sector; specific objectives include:
  - Better assess PDA development barriers and opportunities
  - Provide critical planning and project development support to PDAs that are in planning and visioning stages
  - Support PDAs in disadvantaged communities that are striving to achieve growth and economic development, but where the market for new market-rate development may be weak
- Assess progress towards meeting RHNA goals and assist jurisdictions in creating a mix of income levels within PDAs
- Refine current PDAs, assist Growth Opportunity Areas (GOAs) identified in the 2012 CWTP in becoming PDAs if appropriate, and define new PDAs in other high priority infill growth areas

The PDA Strategic Plan is a work in progress, and its successful implementation and evolution over time will require coordination and cooperation among numerous public, private and non-profit partners. The Alameda CTC and its members will learn a tremendous amount during this first funding cycle. Carefully monitoring the changes that take place in the County's PDAs over the next four years and beyond will enable the Alameda CTC and its members and partners to better understand the linkages between transportation investments, real estate development, and consumer choices (e.g., market demand and occupancy of units and commercial properties in PDAs).

Alameda CTC CWTP Goals

Alameda CTC completed a major update of the Countywide Transportation Plan (CWTP) in June 2012. This update of the CWTP had to respond to new policy mandates designed to promote sustainability and reduce carbon emissions, most notably California Assembly Bill 32 (AB 32) and Senate Bill 375 (SB 375) which mandate reductions in greenhouse gas emissions and vehicle miles traveled through strengthened linkages between transportation investment decisions and land use patterns. As a result, the CWTP set goals that included many arenas beyond traditional transportation system efficiency. In particular, the CWTP goals state that Alameda County's transportation system will be "integrated with land use patterns and local decision-making."

The CWTP's goals are ambitious and broad; they represent a fundamental shift for the agency by engaging with issues that the agency has had little to no involvement with in the past. This document lays out the next steps the Alameda CTC will take as an agency to make progress towards better integration of land use with its transportation investments. The agency's actions will evolve over time as the numerous existing systems, tools and processes are aligned to implement a broader and more diverse mission than ever before.

Coordination with Regional Efforts

Alameda CTC will closely coordinate with regional efforts undertaken by ABAG and MTC for implementation of Plan Bay Area and the Sustainable Communities Strategy (SCS) to ensure their efforts are complementary and aligned to avoid duplication and contradiction. For example, MTC and ABAG are currently developing a PDA Readiness Assessment that will measure the potential development capacity and market readiness of approximately 20 PDAs throughout the region as well as identify what is needed to achieve this development potential. To the extent possible, Alameda CTC will incorporate the methodology and findings of the regional PDA Readiness Assessment and apply the lessons learned to the development of PDAs in Alameda County. Furthermore, specific roles and responsibilities with regard to data collection have yet to be determined; some data collection efforts may be more appropriate at the regional level, while others may be more appropriate at the countywide or local levels.

An ongoing implementation and monitoring strategy for Plan Bay Area is still evolving, therefore the exact roles and responsibilities of different agencies (including major transit providers such as BART and AC Transit) must be further defined. The PDA Strategic Plan will be a working document that will be updated as an implementation approach develops at the regional and local levels.

CURRENT ACTIVITIES TO SUPPORT PDA DEVELOPMENT

There are a number of ways that the Alameda CTC already supports PDAs:

- Measure B: Alameda County Measure B includes transit center development funds. The agency is evaluating how these fund sources can be aligned with OBAG in order to increase the amount of money available to support PDA development. The PDA Strategic Plan will be updated to more precisely define how the PDA research, evaluation and monitoring work can be used to determine programming for local fund sources.
- Expansion of ACTAC: This year the Alameda CTC expanded its Technical Advisory Committee, ACTAC, to include planning and economic development staff. This expands the agency's ability to consult with and learn from land use planning staff throughout the county and enables better integration of transportation efforts with land use planning in all agency actions.
- Sustainable Communities Technical Assistance Program (SC-TAP): Alameda CTC has expanded its transit-oriented development technical assistance program to support a wide range of planning and project development activities in PDAs as well as to provide

bicycle and pedestrian planning and engineering and complete streets technical support either within or outside PDAs. Through the SC-TAP, Alameda CTC will provide direct assistance to jurisdictions using OBAG PDA Planning and Implementation funds.

All of these efforts are ongoing and will be continuing sources of support for PDA planning and development.

FUTURE ACTIVITIES TO SUPPORT PDA DEVELOPMENT

Investing in PDAs

Alameda CTC will make every effort to advocate and apply for and otherwise seek to access additional funding to support PDA development. Due to their diversity, the investments that are needed in each PDA vary significantly, however some commonalities exist. For example, all PDAs need support for non-transportation infrastructure upgrades to ensure there is sufficient capacity to support new development, as well as funding for schools and other public safety services to support a growing population.

Some generalities can also be made about the types of transportation projects that are most appropriate for each category of PDA:

- **Active PDAs**: Investments in an active PDA should support ongoing development projects and meet the needs of new residents, employees and visitors as they arrive. Small scale capital projects such as bike lanes, pedestrian improvements, and roadway resurfacing are appropriate in an active PDA. The types of projects that are permitted under OBAG are a great match for active PDAs which is why this round of funding is focused on supporting active PDAs. Active PDAs may also need other support, for example many PDAs still need non-transportation infrastructure to provide critical services to the growing population. As the population in these areas continues to grow, issues like traffic congestion may begin to arise and funds for parking and demand management programs may be appropriate.
- **Near-Active PDAs**: Investments in a near-active PDA should signal to the private market that the area is ready for development. Improvements must focus on things that will attract new residents or employers to the area to create a stronger market for jobs/housing in these areas. In some cases, investments such as bike lanes, pedestrian improvements and roadway surfacing may make these areas more attractive. However, most likely a near-active PDA would need a more substantial infrastructure investment such as major transit enhancements or roadway/sidewalk improvements that create critical connections between new development parcels and a transit station. Investments in strategic arteries and gap closures that allow for better access to a PDA could also be appropriate. Investments in civic or government buildings could also create a critical mass of activity that helps create a stronger market for private development.
- **PDAs In Need of Planning Support**: In most cases, the most appropriate investment for this category of PDAs is funds for planning. Funds for major infrastructure upgrades may also be appropriate in these PDAs, for example if the PDA was envisioned to be

focused around a transit station that has not yet been constructed. Funds to overcome other development barriers such as environmental hazards or safety issues may also be necessary. In addition, many of the same investments that are appropriate in a Near-Active PDA are also likely applicable here.

The Alameda CTC does not currently have access to adequate funding or expertise to meet all these needs. But the agency will seek to leverage additional funds as well as lobby for policies and funding sources that will benefit PDA development, as described below. In addition, as more data is collected, the agency will gain a better understanding of PDA investment needs and can refine this investment strategy

Advocacy Efforts

Annually, the Alameda CTC develops a Legislative Program that includes a set of legislative principles that support essential transportation investments to improve access, mobility and the flow of people and goods throughout Alameda County. The agency keeps close tabs on important pieces of legislation and is constantly working to promote policies at the state and national levels to leverage additional transportation funding for Alameda County and ensure that our goals are supported by state and federal legislative actions.

Staff has expanded the Alameda CTC Legislative Program to include support of PDA development and integration of land use and transportation planning in support of the regional vision for more compact, transit-oriented development that allows people to live in places where walking, biking and using transit is a viable alternative for daily trips.

Alameda CTC will continue to adapt and evolve our legislative program in coordination with local jurisdictions to ensure that the agency's legislative advocacy efforts are promoting any necessary legislation to support PDA development over the long term.

Parking and Transportation Demand Management

Parking is cited as an obstacle to PDA development for a number of reasons. Parking availability is more constrained in urbanized areas, so parking provision at a new development is highly scrutinized. Accommodating adequate parking on a small infill parcel can be challenging because above-ground parking can significantly constrain the design of a building while underground parking is often far too costly and undermines the financial feasibility of a project. Funds and space spent on parking take away from other amenities and building features that may be more attractive to residents and enhance the neighborhood.

Alameda CTC will support jurisdictions in developing parking and TDM plans for their PDAs and/or cities to address these challenges. As identified in the 2012 CWTP, the Alameda CTC could expand TDM program implementation through creation of a transportation demand management plan and/or a parking management plan for the county. The agency is currently developing a scope of work for this, as well as other studies, and will seek funding opportunities to move forward with plan development and implementation.

Refinement and Identification of PDAs

The Alameda CTC will be working to ensure that the location and number of identified PDAs in Alameda County keeps pace with changes in our communities. PDAs were originally established as part of the FOCUS program, as described in Chapter 2. In some cases, the boundaries and vision for our PDAs is no longer reflective of conditions in local jurisdictions, and PDA definitions may need to be updated.

Alameda CTC will be working with its member jurisdictions over the coming years to update the existing PDAs to ensure they are reflective of realities on the ground today, as well as define new PDAs, as needed. There are a number of ways that our 43 PDAs may grow and evolve over time:

1) Refinement of current PDAs: The boundaries, growth projections, place types and other aspects of some current PDAs need to be updated to better reflect today's economic environment and other changes in communities that have occurred.

2) Creation of new PDAs: As part of the 2012 CWTP process, Alameda CTC worked closely with jurisdictions to refine the county's PDAs and define new growth areas, called Growth Opportunity Areas (GOAs) that would accommodate new housing or jobs growth, described in Chapter 2. Alameda CTC will build on this process and work closely with local jurisdictions and ABAG to define new PDAs as appropriate over time in support of the vision for more sustainable transportation and land use patterns.

3) Defining PDA "development types": the FOCUS program was originally about housing development. However, locating jobs in our PDAs is also a priority. During development of the CWTP, GOAs and PDAs were labeled as either mixed use or employment areas based on the dominant development type expected for that area. In the future, the Alameda CTC may want to continue this practice in order to know how to balance commercial and housing development in PDA readiness evaluations. For example, in those PDAs/GOAs that are designated as employment focused, housing production can be less important in future readiness evaluations.

4) Public Private Partnerships: Most development around a transit station is enabled through public-private partnership. However, PDAs were largely established without input from the private sector and without market feasibility analyses. This is significant given that the pace and scale of real estate development activity in an area is largely determined by the private market. This is even truer after the demise of Redevelopment which was one of the primary tools that cities had to spur development activity. The Alameda CTC will explore how partnerships with private sector stakeholders, including affordable housing and market-rate developers, can be integrated into PDA creation and evaluation for future cycles of funding.

DATA COLLECTION AND MONITORING

This preliminary data collection and monitoring plan was developed both to fulfill MTC requirements and as a step towards implementing the land use and sustainability goals of the 2012 CWTP. Collecting more data on the county's PDAs will help the Alameda CTC gauge progress on meeting the objectives of the 2012 CWTP and Plan Bay Area, inform staff as to what might need to be modified or improved, help gauge the impacts of policies and investments, and inform the agency's future policy and investment decisions. A more robust information set will also help inform decisions about adjusting the boundaries of existing PDAs and designating new PDAs in the future. The information described here will build on and expand the PDA Inventory described in Chapter 2.

Alameda CTC's data collection and monitoring work is broadly defined here. The information that Alameda CTC plans to collect for the county's PDAs is identified; however, exactly when and how this data will be collected and from what sources has not been fully determined because county, local and regional processes are still evolving. The feasibility of the data collection and monitoring program outlined here is also dependent on available funding and other factors that have not yet been fully determined. Nor has it been fully determined as to exactly how this land use monitoring will be integrated with the agency's ongoing performance monitoring related to the 2012 CWTP, the Land Use Analysis Program of the Congestion Management Program, and Measure B. Going forward, Alameda CTC will closely coordinate with regional efforts around PDAs to further define its monitoring efforts in 2013 and 2014 as well as in subsequent updates of the PDA Investment and Growth Strategy.

Creating a Baseline Dataset

Alameda CTC conducted its first full PDA Inventory in 2012 (described in Chapter 2). Over the course of the next several years, the agency will build on this Inventory to incorporate additional data that could not be collected for this initial PDA Investment and Growth Strategy due to time and resource constraints. The intent is to create a more robust baseline dataset that the Alameda CTC can update over time. Some of the data will be updated annually or biannually as new data is generated by the jurisdictions and then compiled and released by ABAG or MTC. The frequency of updates to the data will also be determined by the pace of change in the county's PDAs. Alameda CTC also will be working closely with ABAG and other regional agencies to ensure that the data provided is best suited to Alameda CTC's monitoring needs. The agency's goal is to minimize data collection work for the Alameda CTC and the county's jurisdictions and avoid duplicative data collection efforts.

To inform the determination of the types of data that should be collected for PDAs, Alameda CTC researched what other agencies have done in terms of measuring and monitoring land use outcomes. The most notable models are described in the side bar on the following pages.

Alameda CTC intends to collect the following types of data for each PDA (or potential PDA) in Alameda County. Some of these categories were included in the 2012 PDA Inventory and some

data categories are new (new categories are indicated with an *); Alameda CTC may make some alterations to existing categories to include different data points.

- Current housing, jobs and population data
- Growth projections for housing, jobs and population
- RHNA Allocations
- Market Strength & Development Activity
- Transit Orientation, Urban Form & Bicycle/Pedestrian Connectivity*
- Policies (land use*, housing, parking and TDM)
- Impact of OBAG Investments*

Each of these is described in more detail below, along with reasons why each was selected.

MODELS FOR TOD MONITORING

Portland Metro TOD Strategic Plan, Portland, OR

In 2010, Portland Metro undertook a Strategic Plan for the TOD Program to figure out how to more strategically target program investments. As their transit system had expanded over time, resources had not kept pace and they were finding it increasingly difficult to determine how to invest limited resources in an ever expanding set of station areas. Like the Alameda CTC, Metro recognized that policy, physical and market contexts varied significantly across the region and that TOD Program investments in an area with limited or no existing market activity were unlikely to attract private development. Conversely, TOD Program investments in emerging areas that had some market strength and strong urban form could be catalytic for private investment.

The TOD Strategic Plan created a TOD typology to provide "a means of classifying and differentiating the many transit rich communities throughout the region by grouping them based on key shared characteristics." The TOD typology categorizes communities into nine distinct place types based on two key factors known to influence station development: relative market strength and transit orientation/urban form readiness. Metro expanded on the often cited 3 "Ds" of transit orientation (i.e., density, diversity, and design) to develop five factors to characterize transit orientation, called the five "Ps": People, Places, Physical form, Performance, and Pedestrian/bicycle connectivity.

Station areas were then grouped into three "clusters" designed to represent stages of TOD development readiness: Infill and Enhance, Catalyze and Connect, and Plan and Partner. The TOD Strategic Plan recognizes that each of these place types will require a different mix of actions to maximize future TOD potential. Actions range from technical support and visioning, to significant infrastructure investments, station area planning, and site-level development planning. The plan positions Metro and the region to make investments that are catalytic and well-timed to market conditions.

A full case study of the Portland TOD Program and Strategic Plan is included in Appendix F.

TOD Equity Typologies

A number of other cities have begun to develop TOD typologies similar to Portland's, including Seattle, Washington DC and Boston. These three regions are also developing an "equity" component of their TOD typology that could be a useful model for the Alameda CTC.

Seattle is developing a parallel equity typology to use alongside the catalytic TOD typology, called a "People" Typology and a "Place" Typology. The Place typology is similar to Portland's. The People profile will "sort study areas based on need for affordable housing, community development, health, education, and other investments by evaluating the demographic composition of existing study area residents over the last decade." This typology will characterize station areas across a spectrum from at risk of gentrification to at risk of disinvestment. By overlaying these two typologies, staff can target strategies to support affordable and workforce housing projects in those areas that are gentrifying and support market-rate developments in lower income station areas that tend to attract mostly subsidized affordable housing and have low potential for new market-rate development.

Boston is not doing a separate typology, but actually folding social elements into the transit orientation criteria, such as percentage transit dependent population, percentage renters, and the percentage low-income households. The idea behind this approach is that transit orientation is not only about physical form, but also about the social environment because some households are more likely to use transit than others.

Neither of these efforts has been completed, but may be worth further studying and monitoring.

Existing and Projected Housing, Jobs and Population

Based on work done to date, Alameda CTC will maintain an accurate database of current population, housing units and jobs in each PDA. It is anticipated that this data will come largely from ABAG through the FOCUS program and PDA application efforts. Some additional analysis and data collection may be necessary depending on the geographic break-down of ABAG's data. Alameda CTC will also continue to get growth projections for population, jobs and housing from ABAG and will maintain a database of these for each city and PDA in Alameda County.

RHNA Allocations

Starting in May 2013 and in all subsequent updates, the Alameda CTC, through its PDA Investment and Growth Strategy must assess local jurisdiction efforts in approving sufficient housing for all income levels through the RHNA process and, where appropriate, assist local jurisdictions in implementing local policy changes to facilitate achieving these goals. For example, if a PDA currently does not provide housing for lower income levels, any recommended policy changes should be aimed at promoting affordable housing. If the PDA currently is mostly low-income housing, recommended policy changes should be aimed at community stabilization. [2] Alameda CTC is currently working with ABAG to determine the most efficient means of tracking cities' progress toward meeting their RHNA allocations.

Development Activity

The Alameda CTC will continue to monitor development activity in the county's PDAs, building on the work done for this PDA Inventory (Chapter 2). This data allows the agency to gauge progress of the PDA towards meeting its housing and job targets and is one indicator of the strength of the development market.

It is currently unclear whether ABAG will collect part or all of this data as part of their implementation of Plan Bay Area. Additionally, the PDA Readiness Assessment that is currently underway may have recommendations with regard to assessing development activity.

[2] MTC Resolution 4035, Appendix A-6: PDA Investment & Growth Strategy: http://www.mtc.ca.gov/funding/onebayarea/RES-4035_approved.pdf

Pending alternative recommendations from MTC/ABAG and funding availability, the Alameda CTC intends to collect data on development activity annually. Data collected should include all projects constructed, entitled or permitted within PDAs during the year. Ideally, this data will have sufficient detail to allow the agency to assess total number of units by affordability and commercial square footage constructed in every PDA each year. Alameda CTC will work with its jurisdictions and the regional agencies to develop a system for collecting this data that minimizes the resources needed from Alameda CTC and city staff.

Market Strength

Real estate values and market rents are the primary indicators that a developer will look at when making a real estate investment decision and are thus a principal determinant of the pace and amount of development activity in an area. The 2012 PDA Inventory did not include a direct measure of market strength due to time and resource constraints. Development activity was used as a proxy because it was the best indication of market strength of any information that was readily available. The disadvantage of this method is that it may not capture places where regulatory or other barriers may be preventing development from occurring, even though there is sufficient demand to attract new development. Tracking a more neutral source of market strength data will allow the Alameda CTC identify where TOD barriers exist and work towards removing them.

Modeled in part after Portland, Oregon, the Alameda CTC plans to collect data on real estate values (sales values and rents if possible) in each PDA as a direct measure of market strength for all the county's PDAs moving forward. The MTC/ABAG PDA Readiness Assessment that is currently underway is specifically looking at "investment attractiveness" and the Alameda CTC will further develop the data collection plan for market strength to be consistent with the approach taken by MTC/ABAG.

Average sales value per square foot: Portland's TOD Program collects data on 10-year trends in sales per square foot for all residential (including mixed use) and commercial real estate transactions in station areas. Using 10 years of data allows them to capture more normalized, long-term performance over multiple market cycles. Potential sources for this data are assessor's data or other databases available for purchase. Alameda CTC will determine the exact data source and identify its feasibility in the next update of the PDA Investment and Growth Strategy.

Average Rents may also be collected if a reliable data source is available to the Alameda CTC without incurring significant staff time or other resources.

Urban Form and Transit Orientation

A place's urban form (i.e., the layout and character of its streets, the types and locations of different land uses and other amenities, the design and density of buildings, etc.) is a chief determinant of how likely people are to use transit, bike or walk as means of transportation.[3] For example, good bicycle and pedestrian connectivity (meaning that there are short, direct, and safe routes between origins and destinations) encourages more people to walk or cycle to transit stops and neighborhood destinations. Collection of data related to urban form was not possible for this funding cycle. Moving forward, Alameda CTC will investigate the feasibility of monitoring urban form in order to gauge the likelihood of transit use, biking and walking in the county's PDAs. Additionally, the agency is currently in the process of updating the Countywide Travel Demand Model and will be identifying options for modifying the model to make it more sensitive to bicycling and walking.

Alameda CTC also will investigate the feasibility of collecting data that allows the agency to distinguish between areas that are adjacent to transit but not particularly supportive of transit use from areas that are truly transit-oriented, promoting safe, easy, comfortable access to transit and to other neighborhood destinations via biking or walking.

The Portland Metro TOD Program in Oregon provides a good model for measuring how supportive an area is for transit use with their five "Ps" of transit orientation: People, Places, Physical form, Performance, and Pedestrian/bicycle connectivity. These 5 P's measure population and job density, block size, mix of uses, transit frequency, and bicycle and pedestrian connectivity.

Depending on funding availability and data collection efforts at the regional and local levels, the Alameda CTC plans to collect data on urban form, transit frequency and bicycle and pedestrian connectivity for the county's PDAs. Exact measures will be determined over the coming months in conjunction with regional agencies and local jurisdictions and will be integrated with the agency's other performance monitoring and reporting activities. The Alameda CTC ultimately will identify the simplest data sets possible to capture enough information to be accurate and useful (e.g., avoiding data that is highly correlated). Data sets may include:

- Pedestrian and bicycle route directness (to transit and other destinations within PDAs):[4]
  - Street connectivity – link to node ratio
  - Street network density – intersection density and/or block density
  - Street patterns – grid vs. "tree"

[3] Marshal, Wesley and Norman Garrick. "The Effect of Street Network Design on Walking and Biking" November 2009, The 89th Annual Meeting of Transportation Research Board January 2010, Washington D.C. http://www.sacog.org/complete-streets/toolkit/files/docs/Garrick%20&%20Marshall_The%20Effect%20of%20Street%20Network%20Deisgn%20on%20Walking%20and%20Biking.pdf

[4] Dill, Jennifer. "Measuring Network Connectivity for Bicycling and Walking" Portland State University. http://reconnectingamerica.org/assets/Uploads/TRB2004-001550.pdf

- Block length/block size which can indicate the "compactness" and thus walkability of urban areas in terms of short, direct paths of travel between two or more points.
- Quality of pedestrian/bicycle environment: mileage of sidewalks and low-stress bike ways (this could also include additional information about the quality of sidewalks and bicycle facilities)
- Alameda CTC will consider use of Walkscore or Walkscore Professional for a certain number of points within each PDA if feasible (see sidebar for more information on these resources). Areas with commercial urban amenities such as restaurants, grocers, and specialty retail not only allow residents to complete daily activities without getting in a car, but they also improve the likelihood of higher density development by increasing residential land values.
- Transit Frequency: High quality, frequent bus and rail service makes public transportation a more reliable means of getting around and can be correlated to less driving. Alameda CTC will seek to develop a combined transit density/frequency metric that takes into account all transit modes and allows for identification of "transit richness" and thus ease of transit use.

WALKSCORE

Walk Score is a public access walkability database that allows people to measure the walkability of any address or neighborhood or city. Any user can enter an address and the website will give the neighborhood a score between 0 and 100. Scores are based on a series of factors including the mix of uses such as schools, grocery stores, restaurants, and parks as well as some urban form factors like street connectivity and transportation characteristics such as presence of transit.

Walk Score Professional, also known as "**Street Smart Walkscore**," is a more robust tool designed for real estate and planning professionals that includes both Walk Score and Transit Score. Many tools are available through Walk Score Professional such as "heat maps" that illustrate walkability for larger areas and commute reports that show travel time from neighborhoods to specific work locations via driving and on public transit.

Walk Score: http://www.walkscore.com

Walk Score Professional/"Street Smart" Walkscore: http://www.walkscore.com/professional/street-smart.php

Policies

Tracking housing and other land use and development policies in jurisdictions is required by MTC Resolution 4035 and is another important factor that impacts TOD development. Building on the work done for this PDA Inventory, Alameda CTC will continue to collect data on the following policy areas that impact PDA development, with some possible adjustments described here:

- **Affordable Housing Creation, Preservation, and Anti-Displacement policies**: Alameda CTC will continue to track the work that in being done in Seattle, Boston and Washington DC to integrate equity into their TOD program activities (see sidebar on Seattle's TOD Typology on previous pages). Alameda CTC will also continue working with

MTC and ABAG on regional efforts to address housing affordability and community stability.

- **Parking and Transportation Demand Management policies**: The Alameda CTC may do a more targeted TDM/parking policy assessment as part of future PDA evaluations. Rather than a one-size-fits-all approach implemented this time, the Alameda CTC may conduct a more tailored approach to encourage and support parking and TDM policies that are most appropriate in each type of PDA.
- **Other TOD-related policies**: As more information is collected, additional policy tracking may be deemed appropriate.

Impact of OBAG Investments

Alameda CTC also plans to monitor the impact of OBAG investments on transportation systems over time. The Alameda CTC will consider tracking the following metrics in PDAs:

- Bicycle/pedestrian counts: Changes may be made to Alameda CTC's current bicycle/pedestrian count program to specifically monitor the effects of certain PDA investments
- Transit ridership: Transit ridership in PDAs (e.g. boardings and alightings at certain stations or bus stops). Alameda CTC would work with transit agencies to collect baseline data and to maintain this data set over time.
- BART Station access/egress mode share: BART conducts a regular Station Profile Study that provides detailed customer information for each station as well as the overall system. Alameda CTC will coordinate with BART on this and other efforts to collect data on how passengers travel to and from BART stations.

Although it will be difficult to attribute causation solely to OBAG investments, tracking this type of transportation data will allow the agency to asses overall progress towards the goals of encouraging use of non-auto modes in the county's PDAs.

Summary of Data Monitoring

The figure below summarizes the data that the Alameda CTC will either monitor or further study the feasibility of monitoring for each PDA in the county.

Figure 4-1 Summary of Potential PDA Monitoring Data*

	Data Category	Data	Responsible Agency	Data Source
1	Population, Housing, Jobs	Current population data	ABAG	Includes: CA Dept. of Finance, U.S. Census/ American Community Survey, and locally reported data
2		Current housing data	ABAG	
3		Current jobs data	ABAG	
4		Growth projections for population	ABAG	
5		Growth Projections for housing	ABAG	
6		Growth projections for jobs	ABAG	
7	RHNA	RHNA Allocations	ABAG	Cities/ CA Dept. Housing & Community Development
8	Market Strength	Development Activity	TBD (Alameda CTC or ABAG)	Cities
9		Sales Prices per Square Foot	Alameda CTC	TBD
10		Average Rents	Alameda CTC	TBD
11	Urban Form	Pedestrian and bicycle route directness	Alameda CTC	TBD
12		Mileage of sidewalks, low-stress bikeways	Alameda CTC	TBD
13		Block size/block length	Alameda CTC	TBD
14		Transit Frequency	Alameda CTC	Transit agencies
15		Walk Score (Professional)		Walk Score
16	Policies	Affordable Housing Creation, Preservation, and Anti-Displacement	Alameda CTC	Cities
17		Parking and Transportation Demand Management	Alameda CTC	Cities
18		Other TOD Policies	Alameda CTC	Cities
19	Impact OBAG Investments	Bicycle/pedestrian counts	Alameda CTC	Alameda CTC
20		Transit Ridership	Alameda CTC	Transit Agencies

*Note: The Alameda CTC's PDA data collection and monitoring program will depend on funding availability and coordination with regional and local data collection and monitoring efforts.

5 ALAMEDA COUNTY PCA INVENTORY

INTRODUCTION TO THE PCA INVENTORY

While the focus of this Investment and Growth Strategy is on Priority Development Areas, Alameda County also has 18 Priority Conservation Areas (PCAs) which are also eligible for funding as part of the One Bay Area Grant (OBAG) Program. PCAs are areas of regional significance that provide important agricultural, natural resource, historical, scenic, cultural, recreational, and/or ecological values and ecosystem functions. Alameda County's PCAs include natural open space areas, major multi-use trails, and agricultural areas that not only contribute to local and regional ecological and environmental health and sustainability, but also provide important recreational and economic opportunities for the County's residents and visitors.

As part of the FOCUS Program in 2007, ABAG asked local governments, public agencies and non-profit organizations to nominate potential PCAs. Final PCA designations were made based on the following three criteria: level of consensus, regional significance (in terms of providing important agricultural, natural resource, historical, scenic, cultural, recreational, and/or ecological values and ecosystem functions) and urgency for protection.

Land trusts, open space districts, parks and recreation departments, local jurisdictions and other organizations were all involved in the designation of PCAs. The goal of designating PCAs was to accelerate protection of key open space areas, agricultural resources, and areas with high ecological value to the regional ecosystem. Historical, scenic, and cultural resources were also considered.

Under the OBAG program, $10 million was set aside for PCAs. Half of these funds will go to a PCA pilot program in the North Bay; the remaining $5 million will be available to PCA projects outside of the North Bay through a competitive grant process requiring a 3:1 ratio of matching funds. The specific types of projects that may be eligible for this funding are still being determined, but may include multi-use trails, "farm-to-market" and local food system infrastructure improvements that facilitate local agricultural production, and other activities related to open space conservation and habitat protection.

OVERVIEW OF ALAMEDA COUNTY'S PCAS

In general, Alameda County's PCAs can be grouped into three main types, as summarized in Figure 5-1. The map in Figure 5-2 shows the names and general locations of Alameda County's PCAs. Also included as PCAs, but not shown on the map, are gap closures of the San Francisco Bay and Ridge Trails and other regional trail system gap closures, such as those along the Iron Horse Trail. Figure 5-3 provides additional detail on each of the 18 Alameda County PCAs.

Figure 5-1 Summary of Alameda County PCAs

PCA Type	Potential Project Needs	PCAs
Large open space areas in East and South County	▪ Land acquisition or easements to protect important habitat, watershed, recreational, and agricultural resources ▪ Public access improvements ▪ "Farm-to-market" and local food system infrastructure needs assessment and feasibility study	▪ Bethany Reservoir, East County ▪ Cedar Mountain, East County ▪ Chain of Lakes, East County ▪ Duarte Canyon, East County ▪ Potential Tesla Area, East County ▪ North Livermore, East County ▪ South Livermore Valley, East County ▪ Coyote Hills, South County
Hillside areas in North, Central and South Alameda County	▪ Land acquisition or easements to protect important habitat, watershed, recreational, and agricultural resources ▪ Public access improvements, including recreational trails	▪ Union City Hillside Area, South County ▪ South Hills, San Leandro Creek, North County [PCA has been protected] ▪ Leona Canyon Creek Tributaries, North County ▪ Ridgemont West, North County ▪ Butters Canyon, Peralta Creek, North County [PCA has been protected] ▪ Temescal Creek/North Oakland, North County ▪ Albany Hill, North County
Major multi-use greenways/trails (Eastbay Greenway, Bay Trail, Ridge Trail, and Iron Horse Trail)	▪ Right-of-way acquisition ▪ Trail planning, design and construction	▪ East Bay Greenway, North, Central and South County ▪ Potential Oakland Gateway Area, North County ▪ Bay and Ridge Trail Gaps

Figure 5-2 Alameda County Priority Conservation Areas

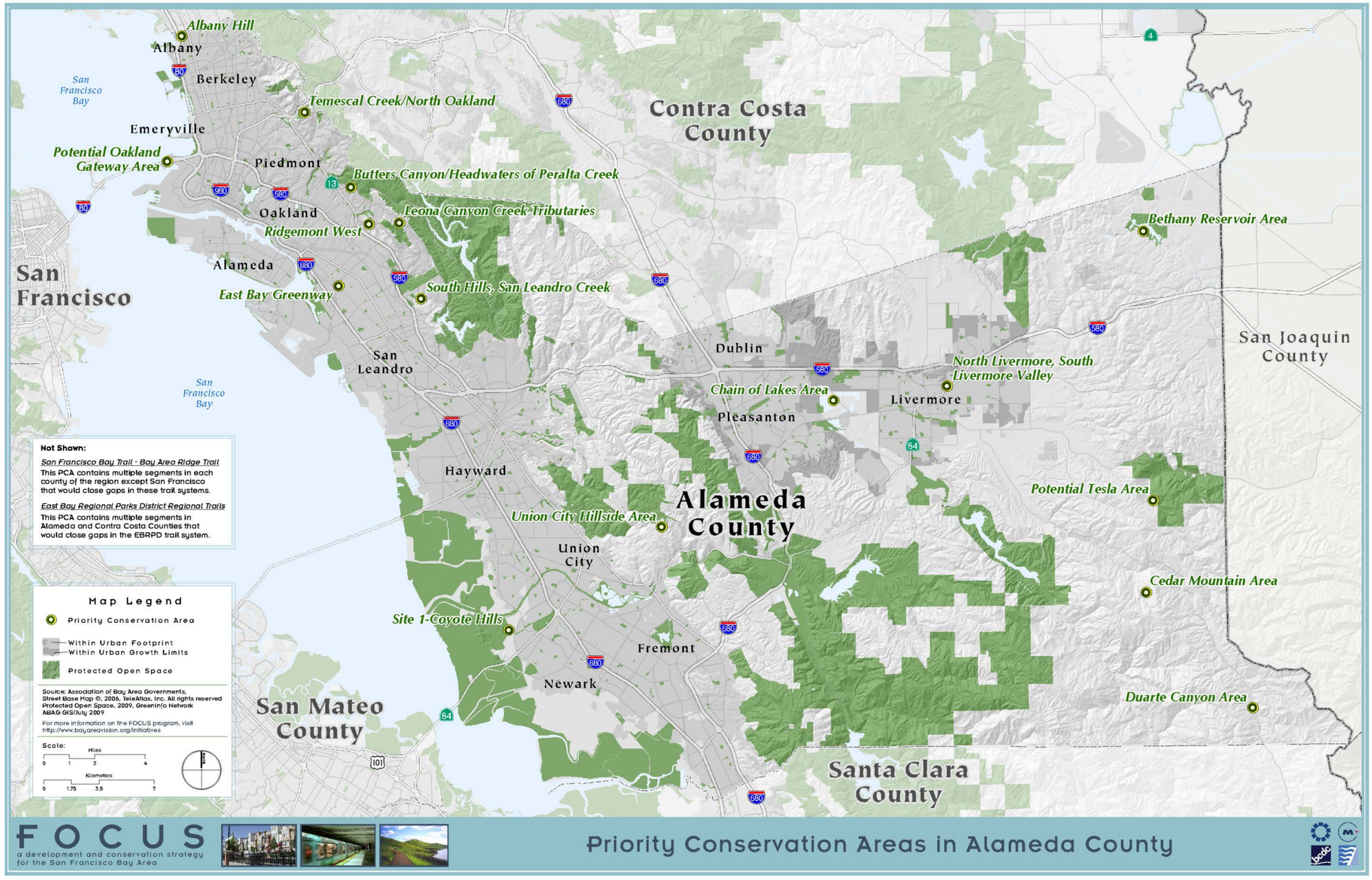


Figure 5-3 Inventory of Alameda County PCAs

Name	Sponsor	Location	General Description
Bethany Reservoir	East Bay Regional Park District (EBRPD)	Unincorporated Area	▪ Located in the northeastern corner of Alameda County ▪ Priority area for protection and potential acquisition for regional parkland and trails as identified in the 1997 East Bay Regional Park District Master Plan ▪ Lands are considered vital for soil and water quality, plant and animal diversity, habitat for sensitive species, wildlife corridors, the regional trail system, and outdoor recreation ▪ Area is important for protecting the water quality in the Bethany Reservoir which is a link in the California Aqueduct and feeds the South Bay Aqueduct ▪ Important recreational resource
Cedar Mountain	EBRPD	Unincorporated Area	▪ Located on the eastern edge of Alameda County east of Del Valle Regional Park ▪ Priority area for protection and potential acquisition for regional parkland and trails as identified in the 1997 East Bay Regional Park District Master Plan ▪ Considered vital for soil and water quality, plant and animal diversity, habitat for sensitive species, wildlife corridors, the regional trail system, and outdoor recreation. ▪ This privately-owned land is known to hold a rich diversity of rare and unusual plant species and is critical habitat for the Alameda Whipsnake, a federally threatened species
Chain of Lakes	EBRPD	City of Pleasanton and Unincorporated Area	▪ Located between the Cities of Pleasanton and Livermore ▪ Priority for protection and potential acquisition for regional parkland and trails as identified in the 1997 East Bay Regional Park District Master Plan ▪ Considered vital for soil and water quality (especially for protecting reservoir water quality), plant and animal diversity, habitat for sensitive species, wildlife corridors, the regional trail system, and outdoor recreation
Duarte Canyon	EBRPD	Unincorporated Area	▪ Located in the southeastern corner of Alameda County ▪ Priority area for protection and potential acquisition for regional parkland and trails as identified in the 1997 East Bay Regional Park District Master Plan ▪ Considered vital for soil and water quality, plant and animal diversity, habitat for sensitive species, wildlife corridors, the regional trail system, and outdoor recreation
Potential Tesla Area	EBRPD	Unincorporated Area	▪ Located in eastern Alameda County surrounding the Carnegie State Vehicular Recreation Area ▪ Priority area for protection and potential acquisition for regional parkland and trails as identified in the 1997 East Bay Regional Park District Master Plan ▪ Considered vital for soil and water quality, plant and animal diversity, habitat for sensitive species, wildlife corridors, the regional trail system, and outdoor recreation ▪ Important cultural and biological resource: the Corral Hollow Valley is the northernmost point inhabited by a number of plant, reptile, amphibian, and bird species. It is also the location of the Tesla mine and the towns of Tesla and Carnegie and was an important source of coal from the 1850's through the early 1900's.

Name	Sponsor	Location	General Description
North Livermore, South Livermore Valley	City of Livermore	City of Livermore and Unincorporated Area	▪ Consists of undeveloped land outside of the City of Livermore's urban growth boundary ▪ Lands serve as important wildlife habitat and corridors, buffers waterways and regional parks and protected areas ▪ Provides an open space separation between the Cities of Livermore and Pleasanton ▪ Supports an array of agricultural uses
Site 1 – Coyote Hills	City of Fremont	City of Fremont	▪ Located in northern Fremont ▪ Historically tidal marsh, grassland, and wetland ▪ Conservation would allow for the restoration of various habitats, including tidal marsh, salt ponds, natural marsh uplands, seasonal wetlands, and willow grove habitat. These habitats all provide important foraging and nesting habitat for shorebirds, waterfowl, and migratory birds. ▪ Less than half of the Coyote Hills site is currently protected by a conservation easement, so additional land conservation efforts would permanently protect lands in this area.
Union City Hillside	City of Union City	City of Union City	▪ Located in the northeastern part of Union City adjacent to the Dry Creek Pioneer Regional Park and hillside areas in neighboring Fremont ▪ Area is an important link in the preferred alignment of the Bay Area Ridge Trail segment between the Vargas Plateau and Garin/Dry Creek Pioneer Regional Parks ▪ Consists of largely undeveloped ravines and open meadows on a series of steep slopes leading up to the Walpert Ridge ▪ Provides habitat for a number of threatened and endangered species; an important wildlife corridor and potential future connection between regional park facilities; and one of the few remaining pristine viewsheds in the area ▪ As redevelopment occurs in the PDA around the Intermodal Transit Station approximately two miles away, development pressure will increase in the hillside area, threatening the viability of this vital habitat and recreational corridor
South Hills, San Leandro Creek	City of Oakland	City of Oakland	▪ Adjacent to the 143-acre Dunsmuir Ridge Open Space and is connected through the Lake Chabot Municipal Golf Course to Anthony Chabot Regional Park ▪ Site consists of significant reaches of two tributaries to San Leandro Creek, both of which provide good riparian habitat connected to adjacent California bay forest habitat ▪ Preservation would protect headwater source areas and provide important habitat for wildlife; help to buffer existing open space areas from encroaching development; and provide opportunities for developing trails to connect several regional resources, making the area more accessible for visitors from throughout the region. ▪ This PCA has been protected since its designation in 2007.
Leona Canyon Creek Tributaries	City of Oakland	City of Oakland	▪ Located in the Oakland Hills just south of Skyline Boulevard and adjacent to the Leona Canyon Regional Open Space Preserve ▪ Protection could provide opportunities for additional trail connections to the preserve, which would improve the accessibility and visibility of this regional resource ▪ Represents a rare opportunity within the City of Oakland to protect the tributaries of the Rifle Range Branch stream and adjacent hillslopes, which would maintain the link between the Rifle Range Branch valley habitat and the hills and headwaters areas of the watershed at this site. Such linkages allow for movement between the hills and the valley for songbirds, deer, and other species that prefer dense riparian vegetation for nesting or resting habitat, but forage in open areas. ▪ Would also protect downstream areas against sedimentation and would generally provide local water quality benefits

Name	Sponsor	Location	General Description
Ridgemont West	City of Oakland	City of Oakland	▪ Located in the hills of the City of Oakland, on the southern edge of Leona Heights Park and adjacent to Merritt College ▪ Site contains significant sections of mature, intact native oak woodlands and the dense understory, abundant berries, and patches of riparian woodland provide wildlife habitat for a variety of species. Habitat quality at this site is greatly enhanced by the extensive adjacent natural areas of Leona Heights Park, York Trail Park, and the nearby Leona Canyon Open Space Preserve. ▪ Area is valued for its recreational opportunities: several pathways traverse the area and are popular among hikers, bikers, trail runners and dog walkers, and several trails link to the nearby parks and open space. ▪ Area is also a headwaters within the Lion Creek Watershed, a watershed that covers approximately 2,677 acres. Land conservation in this area would protect downstream areas against sedimentation caused by upstream erosion of hillslopes and unvegetated trails and would enhance open space connectivity and access.
Butters Canyon – Peralta Creek	Butters Land Trust and City of Oakland	City of Oakland	▪ Located in the hills of East Oakland above Highway 13, just off Joaquin Miller Road ▪ Area provides habitat for two special status animals, as well as native plant communities ▪ Butters Canyon is the headwaters of Peralta Creek and preservation would help to improve water quality and provide a critical connection in a wildlife corridor between large landholdings in the lower Peralta Creek area and the Oakland Hills. ▪ Area also provides recreation for pedestrians, bicyclists, and equestrians. Trails through the canyon have the potential to offer connections to Joaquin Miller Park, Redwood Regional Park, and the Bay Area Ridge Trail. ▪ This PCA has been protected since its designation in 2007.
Temescal Creek/North Oakland	City of Oakland	City of Oakland	▪ Located in the hills of the City of Oakland, along the ridge above the Caldecott Tunnel and is adjacent to the Caldecott Corridor, a critical linkage between open spaces to the north and south of Highway 24 ▪ Preservation of this area will prevent development from encroaching on the use of the corridor by large mammals, such as mountain lions, coyotes, and gray fox that avoid human disturbance. In addition, both the north and south branches of the tributary within the site provide riparian habitat with dense vegetation dominated by native species adjacent to non-native forest, and contiguous with a large natural area extending north across the Caldecott Tunnel. ▪ Conservation would protect downstream areas against sedimentation caused by upstream erosion of hillslopes and unvegetated trails ▪ Opportunity for increasing trail linkages that would connect pedestrians and mountain bikers from the North Oakland Sports Field to Sibley Park and Grizzly Peak Open Space, with the potential for additional links to Lake Temescal and the Rockridge BART Station.
Albany Hill	City of Albany	City of Albany	▪ Located on the northwestern corner of the City of Albany, rising above Interstate 80, and adjacent to the Cities of Richmond and El Cerrito ▪ Site includes many native California grasses and wildflowers, oak woodlands, and stands of eucalyptus that serve as roosting sites for Monarch butterflies ▪ Site is bordered by two year-round creeks, Cerrito and Middle, characteristic riparian flora and fauna including a willow marsh. ▪ As infill development occurs nearby, Albany Hill represents a key opportunity for preserving passive open space for use by residents throughout the region while protecting a diversity of riparian and upland habitats

Name	Sponsor	Location	General Description
Potential Oakland Gateway Area	EBRPD	City of Oakland	▪ Area is located along the waterfront of the Oakland Estuary ▪ Identified in the 2007 East Bay Regional Park District Master Plan Map as a priority area for the future development of a regional shoreline ▪ A Regional Shoreline provides significant recreational, interpretive, natural, or scenic values on land, water, and tidal areas along the San Francisco Bay and the Sacramento/San Joaquin Delta
Bay and Ridge Trails	SF Bay Trail Project and Bay Area Ridge Trail Council	No defined locations	The San Francisco Bay Area has two significant and complementary long-distance trails: the San Francisco Bay Trail hugs the shoreline and the Bay Area Ridge Trail runs along the ridgelines overlooking the Bay. These trails connect people and communities to each other, to parks and open space, to home, work and recreation, and to countless areas of cultural and historic interest. They also provide opportunities for solitude and passive and active recreation, which fosters healthy lifestyles. Furthermore, both trails increase transportation options and offer untold opportunities to observe, learn about, and care for the environment. Lastly, the bay and ridge trails offer economic benefits, such as increased tourism and increased property values. The regional trail alignments are not yet completed. Continued coordination with local and regional entities to close existing gaps is needed. Completion of these regional trails will continue to enhance the quality of life for Bay Area residents and offer an alternate means for people to enjoy the outdoors and get to various destinations within a network of connected, permanently-protected open space corridors and urban centers.
Regional Trail System Gaps	EBRPD	No defined locations	Alameda County and Contra Costa County have miles of trails in urban and rural settings. These trails provide transportation choices and recreational opportunities for residents and visitors. However, opportunities exist to connect existing trails and to link to regional parks and other planned regional trail systems. Expanding the existing trail network will provide a comprehensive regional trail system that allows trail users to access a variety of opens spaces and urban centers through an alternative means of transportation.

APPENDIX A

Sample PDA Inventory Survey

NAME OF PDA
Jurisdiction Name

BASIC PDA INFORMATION			
Name of PDA			
Jurisdiction			
PDA status			
Place Type			
Brief location description/details		*Use comments box-->*	
Size (in acres)			
Current Population			
Existing Transit			
Planned transit			
Type of Assistance Requested in PDA application.	Technical Assistance		
(*If these needs have changed, please describe in comments*	Planning Grants		
section.)	Capital Grants		
HOUSING UNITS: EXISTING AND PROJECTED	SOURCE:		
Housing Units 2008 *(if part of FOCUS)*	Original FOCUS Application		
Existing Housing Units 2010	ABAG/MTC Jobs Housing Connection, May 2012		
Growth in Housing Units 2010-2040			
% change			
Growth in Housing Units 2010-2035	Draft Alameda CTC Land Use Scenario, March 2012		
% change			
JOBS: EXISTING AND PROJECTED	SOURCE:		
Jobs 2008 *(if part of FOCUS)*	Original FOCUS Application		
Existing Jobs 2010	ABAG/MTC Jobs Housing Connection, May 2012		
Growth in Jobs 2010-2040			
% change			
Growth in Jobs 2010-2035	Draft Alameda CTC Land Use Scenario, March 2012		
% change			

DEVELOPMENT READINESS - POLICIES AND PLANNING		
For this PDA have any of the following plans been started or completed? *(Please select from pull-down menu: Adopted/In Progress/Not Started. Provide additional comments in the box provided.)*	**Pull-Down Menu:**	
Specific Plan/Other Area Plan		
Redevelopment Plan		
Programmatic EIR		
Zoning Code Amendments		
General Plan Updates/Amendments		
In this PDA are any of the following policies/programs currently in place? (Citywide policies are requested in a separate tab - please indicate here policies specific to this PDA) *(Please select from pull-down menu: Yes/No/In Progress. Provide additional comments in the box provided.)*	**Pull-Down Menu:**	
Expedited permitting		
Density/height bonuses		
Parking Policies (e.g. reduced requirements, shared parking, unbundled parking)		
Car Sharing		
Other Transportation Demand Management Strategies		
Are there any strategies you have implemented to impact housing preservation and creation, housing affordability, and/or development attractiveness for this PDA?		
Are there any strategies you have used to encourage economic development and/or job creation in this PDA?		
Has the loss of Redevelopment Agency funding affected your ability to create and preserve affordable housing in this PDA? Please provide additional detail if possible.		

STRENGTH OF THE DEVELOPMENT MARKET		
For the following questions, select from the pull down menu. Provide additional comments in the box provided.	**Pull-Down Menu:**	
Is there current developer interest in this PDA?		
Are you aware of city policies that would discourage developers from proposing projects in this PDA? If so, please describe.		
Are there other conditions that may be discouraging more development from taking place, e.g. excess inventory of housing, perceptions of safety, environmental hazards, lot size, political opposition, etc.? If so, please describe.		
Has the elimination of Redevelopment impacted your PDA plans and likelihood of development? If so, please describe how.		
Is PDA development a priority for your City Council? Please elaborate.		
How receptive is the community to increasing density in this PDA? Please elaborate. *Pull-down menu: Highly receptive/Moderately Receptive/Neutral/Moderately Opposed/Strongly Opposed.*		
Has any community outreach been done to educate the community about the PDA and/or discuss implications of this area being prioritized for development activity? Provide additional description of outreach activities if applicable. *Pull-down menu: Yes/No/In Progress.*		

STATUS OF DEVELOPMENT PROJECTS		
Housing		
Please provide the number of HOUSING units that have reached the following stages of development in this PDA. *Indicate number of housing units in each category that corresponds to a project's latest stage in the project development/approval process. Each unit should be counted in one cell only.*		
Constructed since 2007		
Building permits		
Entitlements		
CEQA document completed		
Under review currently (no approvals issued)		
Commercial Development		
Please provide the amount of COMMERCIAL square footage that has reached the following stages of development in this PDA. *Indicate commercial sq. ft. in each category that corresponds to a project's latest stage in the project development/approval process. Each project should be counted in one cell only.*		
Constructed since 2007		
Building permits		
Entitlements		
CEQA document completed		
Under review currently (no approvals issued)		
INFRASTRUCTURE PROJECTS		
Please select from pull-down menu: Yes/No. Provide detail of specific improvements in comment box provided.		
In the last 5 years, have there been any major public infrastructure improvements or other major investments in the PDA?		

Jurisdiction Name

HOUSING PERMITS ISSUED				
Units Permitted (Year)	**Very Low Income**	**Low Income**	**Moderate Income**	**Above Moderate Income**
2007				
2008				
2009				
2010				
2011				
2012				

Are the units reported under the "Moderate" category restricted or unrestricted?	**Pull-down menu:**

CITYWIDE HOUSING POLICIES/PROGRAMS		
Are any of the following housing policies/programs currently in place in your jurisdiction? *Select from pull-down menu: Yes/No/In Progress. Provide details in comments box.*		
	Pull-Down Menu:	**Comments**
Inclusionary Housing Policy		
Land Banking		
Just Cause Evictions		
Rent Control		
Condo Conversion		
Development Impact Fees		
Other Housing Preservation Strategies, e.g. low cost rehabilitation loans (please detail)		
Anti-Displacement Strategies/ Policies/ Programs		
Other Housing Strategies (e.g. second units, senior housing, SROs, housing funds, etc)		

COMPLETE STREETS POLICY		
Select from pull-down menu: Yes/No/In Progress. Provide details in comments box.		
	Pull-Down Menu:	**Comments**
Does your city have a Complete Streets Policy?		

CITY RESOURCE NEEDS AND COORDINATION WITH THE ALAMEDA CTC		
Select from pull-down menu: Yes/No. Provide additional comments in the box provided.		
	Pull-Down Menu:	**Comments**
Are there ongoing meetings in your city where decisions will be made about future developments in the PDA? If so, please list and/or comment on how the Alameda CTC can best stay abreast of your PDA planning activities in the future?		
Do you need resources to plan, design and implement your city's PDAs? If so, please indicate type of assistance needed (e.g. staffing, information, planning support) and estimated funding need.		

ACTAC Meeting 02/05/13
Agenda Item 4F
Attachment A

<u>TRANSPORTATION PROJECTS IN PDAs OR PROVIDING "PROXIMATE ACCESS" TO PDAS</u>

Below, please list the future transportation projects that are to be built in your PDAs or that will provide “proximate access” to support your PDAs.
To be eligible for OBAG funding in this cycle, a capital project must be under construction by 2017.
Project sponsors will also need to submit comprehensive project information to Alameda CTC demonstrating that projects can begin construction by 2017 before funding is awarded. More information to come on requirements.
For each, please complete requested information or select from the drop down menus in the columns to the right.

PDA	PROJECT NAME AND DESCRIPTION				PROJECT COST, PHASE AND TIMELINE					PDA BENEFIT		
Which PDA does this project pertain to?	Project Title/Name:	RTPID # if applicable	Project Location (streets, limits, cross streets)	Brief Project Description	What is the CAPITAL cost of this project?	Do you need planning funding for this project?	What is the next phase of this project that you need funds for?	Type of Capital Funding Needed:	Will this project be under construction (awarded construction contract) by January 1, 2017?	Project Benefit: Please describe how this project will encourage development of this PDA.	If outside PDA limits, describe how this project provides “proximate” access to the PDA.	Additional Notes & Comments

APPENDIX B

PDA Planning and Development Inventory (November 2012)

Table B-1 Development Activity in PDAs Since 2007

Jurisdiction	PDA	Constructed since 2007		Building Permits		Total Pipeline (including Building Permits)	
		DUs	Comm. Sq. Ft.	DUs	Comm. Sq. Ft.	DUs	Comm. Sq. Ft.
Alameda County Unincorporated	Castro Valley BART	19	36,280	40	0	40	0
	East 14th Street and Mission Street	13	0	0	0	0	0
	Hesperian Boulevard	135	31,500	0	0	0	0
	Meekland Avenue Corridor	0	0	0	0	0	0
City of Alameda	Naval Air Station	200	0	0	0	300	140,000
	Northern Waterfront	45	25,000	0	0	182	30,000
City of Albany	San Pablo Avenue & Solano Avenue	25	0	0	0	175	85,000
City of Berkeley	Adeline Street	0	0	0	0	42	1,900
	Downtown	240	60,000	15	3,000	422	26,600
	San Pablo Avenue	81	14,000	27	3,500	238	33,500
	South Shattuck	0	0	0	0	150	23,000
	Telegraph Avenue	0	0	38	4,000	38	4,000
	University Avenue	400	20,000	0	0	110	5,000
City of Dublin	Downtown Specific Plan Area	300	24,580	0	0	690	0
	Town Center	953	125,670	165	0	1,161	0
	Transit Center	674	15,000	505	0	1,126	1,700,000
City of Emeryville	Mixed-Use Core	739	522,780	74	0	778	200,000
City of Fremont	Centerville	311	61,000	0	0	248	58,000
	City Center	330	15,000	0	51,000	12	115,900
	Irvington District	447	9,200	228	6,830	274	6,830
	South Fremont/Warm Springs	455	0	0	0	35	9,700
City of Hayward	Mission Corridor	0	0	0	2,305	0	75,350
	Downtown	60	78,277	21	7,158	132	9,158
	South Hayward BART (MUC)	0	0	0	0	0	1,391
	South Hayward BART (UN)	0	0	0	0	857	78,484
	The Cannery	427	80,000	107	0	340	4,000

Jurisdiction	PDA	Constructed since 2007		Building Permits		Total Pipeline (including Building Permits)	
		DUs	Comm. Sq. Ft.	DUs	Comm. Sq. Ft.	DUs	Comm. Sq. Ft.
City of Livermore	Downtown	116	19,911	11	0	721	7,500
	East Side	0	67,364	0	0	510	187,537
	Isabel Avenue/BART Station Planning Area	406	470,845	0	0	566	190,000
City of Newark	Dumbarton Transit Oriented Development	0	0	0	0	797	0
	Old Town Mixed Use Area	0	0	0	0	2	0
City of Oakland	Coliseum BART Station Area	373	55,120	0	0	128	5,451
	Downtown & Jack London Square	2,106	220,820	0	0	1,240	3,007,885
	Eastmont Town Center	24	0	0	72,000	33	99,000
	Fruitvale & Dimond Areas	123	29,020	0	0	468	15,000
	MacArthur Transit Village	56	165,000	0	0	1,138	1,452,500
	Transit Oriented Development Corridors	533	87,792	37	0	4,453	285,750
	West Oakland	1,019	72,848	119	0	962	38,500
City of Pleasanton	Hacienda	0	680,580	0	0	506	117,700
City of San Leandro	Bay Fair BART Transit Village	0	0	0	0	0	0
	Downtown Transit Oriented Development	0	82,000	0	0	200	0
	East 14th Street	119	274,000	0	0	0	28,000
City of Union City	Intermodal Station District	811	9,000	0	0	973	43,700

Table B-2 Status of PDA Planning Documents

Jurisdiction	PDA	Status of Planning Document				
		Detailed Plan for PDA	Redevelopment Plan for PDA	Recent EIR covering PDA plan	Zoning consistent w/ PDA plan	General Plan consistent w/ PDA plan
Alameda County Unincorporated	Castro Valley BART	Adopted	Adopted	Adopted	Adopted	Adopted
	East 14th Street and Mission Street	Adopted	Adopted	Adopted	Adopted	Adopted
	Hesperian Boulevard	Adopted	Adopted	Adopted	Adopted	Adopted
	Meekland Avenue Corridor	Adopted	Adopted	Adopted	Adopted	Adopted
City of Alameda	Naval Air Station	Adopted	Not Applicable	Adopted	In Progress	Adopted
	Northern Waterfront	Adopted	Not Applicable	Adopted	Adopted	Adopted
City of Albany	San Pablo Avenue & Solano Avenue	Not Applicable	Not Applicable	Not started	Not started	In Progress
City of Berkeley	Adeline Street	Adopted	Not Applicable	Not started	Not started	Adopted
	Downtown	Adopted	Not Applicable	Adopted	Adopted	Adopted
	San Pablo Avenue	Adopted	Not Applicable	Adopted	Adopted	Adopted
	South Shattuck	Adopted	Not Applicable	Adopted	Adopted	Adopted
	Telegraph Avenue	Adopted	Not Applicable	Adopted	Adopted	Adopted
	University Avenue	Adopted	Adopted	Adopted	Adopted	Adopted
City of Dublin	Downtown Specific Plan Area	Adopted	Not Applicable	Adopted	Adopted	Adopted
	Town Center	Adopted	Not Applicable	Adopted	Adopted	Adopted
	Transit Center	Adopted	Not Applicable	Adopted	Adopted	Adopted
City of Emeryville	Mixed-Use Core	Adopted	Adopted	Adopted	Adopted	Adopted
City of Fremont	Centerville	Adopted	Adopted	Adopted	Adopted	Adopted
	City Center	Adopted	Not Applicable	Adopted	Adopted	Adopted
	Irvington District	Adopted	Adopted	Adopted	Adopted	Adopted
	South Fremont/Warm Springs	In Progress	Not Applicable	Not started	In Progress	Adopted
City of Hayward	Mission Corridor	In Progress	Adopted	In Progress	In Progress	In Progress
	Downtown	Adopted	Not Applicable	Adopted	Adopted	Adopted
	South Hayward BART (MUC)	Adopted	Not Applicable	Adopted	Adopted	Adopted
	South Hayward BART (UN)	Adopted	Not Applicable	Adopted	Adopted	Adopted

Appendix B: Complete Alameda County PDA Inventory

Jurisdiction	PDA	Status of Planning Document				
		Detailed Plan for PDA	Redevelopment Plan for PDA	Recent EIR covering PDA plan	Zoning consistent w/ PDA plan	General Plan consistent w/ PDA plan
	The Cannery	Adopted	Not Applicable	Adopted	Adopted	Adopted
City of Livermore	Downtown	Adopted	Adopted	Adopted	Adopted	Adopted
	East Side	Not started	Not Applicable	Not started	Adopted	Adopted
	Isabel Avenue/BART Station Planning Area	In Progress	Not Applicable	Not started	Not Started	Not Started
City of Newark	Dumbarton Transit Oriented Development	Adopted	Adopted	Adopted	Adopted	Adopted
	Old Town Mixed Use Area	Not started	Not Applicable	Not started	Adopted	In Progress
City of Oakland	Coliseum BART Station Area	Adopted	Adopted	Adopted	Adopted	Adopted
	Downtown & Jack London Square	Adopted	Adopted	Adopted	Adopted	Adopted
	Eastmont Town Center	Adopted	Adopted	Adopted	Adopted	Adopted
	Fruitvale & Dimond Areas	Adopted	Adopted	Adopted	Adopted	Adopted
	MacArthur Transit Village	Adopted	Adopted	Adopted	Adopted	Adopted
	Transit Oriented Development Corridors	Adopted	Adopted	Adopted	Adopted	Adopted
	West Oakland	Adopted	Adopted	Adopted	Adopted	Adopted
City of Pleasanton	Hacienda	Adopted	Not Applicable	Adopted	Adopted	Adopted
City of San Leandro	Bay Fair BART Transit Village	Adopted	Adopted	Not started	Not started	Not started
	Downtown Transit Oriented Development	Adopted	Adopted	Adopted	In Progress	Adopted
	East 14th Street	Adopted	Adopted	Adopted	Adopted	Adopted
City of Union City	Intermodal Station District	Adopted	Adopted	Adopted	Adopted	Adopted

APPENDIX C

Summary of Developer Interviews

Introduction

To gain a better understanding of the development markets in Alameda County's PDAs, Alameda CTC staff conducted seven interviews with developers who work in North, Central, South and East County. Developers were asked how transportation capital investments might incentivize or facilitate residential and commercial development and what other barriers or incentives might exist. The key themes and issues that emerged from these interviews are summarized below. It is important to note that the following statements are those of the developers that were interviewed and are not positions or statements from the Alameda CTC.

Market Characteristics

Generally, the rental (and sales) market (how much rent a residential or commercial property can command) and land costs drive the type and location of development in the San Francisco Bay Area since construction costs are relatively constant throughout the region. The entitlement and environmental review process (the length of time and cost required to obtain a building permit) can be another key factor that varies depending on the location. One developer noted that greenfield development was more costly than urban infill in some cases due to the extent of environmental review and mitigation required for developing in non-urbanized areas.

In some cases, development does not occur because the cost of developing the site does not "pencil out"; in other words, market rents will not yield a high enough rate of return to make development feasible for the for-profit development market. This may be due to high land costs, or the need to construct underground parking (which significantly increases the cost of construction) due to the size and location of the site. In areas that are well-served by transit, development may require little (if any) parking. However, most Central, East and South Alameda County areas are still suburban in nature, and developers must provide parking in order to attract tenants.

One developer noted that there was significant demand for town home and condominium developments (with densities of approximately 13-22 dwelling units per acre) that included open space and recreational amenities. This is partly due to the fact that there is a limited supply of new single-family housing and that existing single-family housing can be very expensive (due to the more limited supply). It was also noted that there has been a strong demand for apartments in North County, and that buildings have seen few if any vacancies recently.

Another developer stated that a good indicator of the market strength for new housing is whether or not new residential projects have recently been built in an area. It was also noted that potential "up and coming" areas with currently weak markets and lower land costs presented good opportunities for development since lower initial land costs could result in higher profit margins in the longer term. However, there are also greater risks associated with developing in these areas, since in many cases buildings must be rehabilitated or replaced, and there may be greater neighborhood opposition and/or need for environmental remediation.

When asked about the market for commercial development, developers stated that the location of retail development is dependent on customer access. Typically, this means freeway proximity and

visibility. Office locations are also dependent on access to the workforce, the costs of commercial property, and the residential locations of executive management. Several developers stated that proximity to BART was a plus for office buildings, with one developer stating that his project's proximity to BART helped ensure its continued occupancy.

Development Barriers

In general, market-rate development will occur in areas where developers and their investors can earn the desired rate of return on their investment. (One developer stated that investors typically expect to earn a 20-30% rate of return.) If projects don't "pencil out" because costs are too high and expected rental or sales prices are too low, then development won't occur. Consequently, actions or policies that reduce construction or operating costs and/or increase rental or sales prices (i.e., the market demand for a property) will incentivize market-rate development.

For non-profit development, reducing the cost of constructing a project and/or reducing ongoing operating costs are critical for improving a project's financial feasibility. Subsidies for construction and land can also lower on-going operating costs by reducing the amount of debt service payments. Conversely, subsidies for ongoing operating costs may enable a project to take on higher land and construction costs, since more money may be available for debt service payments.

The following potential barriers to development were identified during the interviews:

- While public funding is available for public infrastructure planning, there is not enough funding for construction of new infrastructure or necessary infrastructure improvements needed to support additional residents and jobs in PDAs. Consequently, there is an increasing reliance on the private sector to provide new public infrastructure as part of new development. This can significantly increase the cost of development and may make it financially infeasible.
- Cities may require developers to provide a number of public improvements as part of a project's conditions of approval which can sometimes reduce the financial feasibility of a project. In other cases, developers are able to construct a portion of a trail or contribute fees to a city's park fund, however the local jurisdiction may not have adequate funds to complete the trail, or can't purchase available land to build new parks. Consequently, the developer's investment in amenities goes unrealized because complete facilities cannot be constructed.
- Regulatory barriers to construction increase the cost and risk. These may include:
  - CEQA requirements and lawsuits (or the threat of lawsuits) under CEQA
  - Height limits
  - Requiring voter approval to increase densities
  - Excessive impact fees
  - Inclusionary zoning
- Community opposition to new construction in infill areas
- Provision of adequate public services (public safety, schools, etc.)

- Environmental remediation of brownfield sites and coordination with multiple state and local agencies
- Providing adequate retail space and other amenities that meets the needs of different types of retail businesses (particularly in mixed use projects) has been a problem in some mixed-use, infill projects and results in vacant ground-floor spaces
- The loss of redevelopment funds to help subsidize land costs or to fund public improvements; this is a particular barrier for catalyzing new development in areas with weaker markets.
- There are a number of significant barriers to non-profit development, including the loss of redevelopment funding and the very limited availability of funding for affordable housing; additionally, non-profit developers often do not have financial resources or incentives that they can bring to a community as leverage for maximizing development potential on a site

Development Incentives

Actions or policies that reduce the cost of development and/or increase market demand (i.e., rents or sales prices) generally help incentivize development. Following is a more specific list of actions or policies suggested during developer interviews that might incentivize development in PDAs:

- Reforms to the California Environmental Quality Act (CEQA) that would make the environmental review process less costly and time consuming and reduce the potential for litigation
- Public funds for infrastructure planning and construction
  - Infrastructure financing districts would enable the use of tax increment financing for infrastructure improvements; this is a particular need in Alameda County since there are a number brownfield sites that require additional funds for environmental remediation before development can occur
  - Business improvement districts that could help fund improvements
  - Tax relief for developers that provide infrastructure improvements
- Removing regulatory constraints to new housing production
- Smaller-scale transportation capital investments may be most appropriate for areas where a market for new housing already exists; these improvements generally are not significant enough to create a market for new housing, but can support and enhance an existing market
- Parks and trails provide amenities that make residential development more marketable.
- Streetscape improvements can make an area more attractive to potential residents or employers
  - Find the best strategic arteries to improve
  - Make connections where there are notable gaps in grid

- Key transportation-related infrastructure needs for infill development include:
  - New traffic signals and intersection reconfiguration (dedicated turn lanes and signals, etc.)
  - Improvements to sidewalks and gutters
  - The design and relocation or installation of transit facilities (shelters, benches, etc.)
  - Landscaping/streetscape projects
- Improving multi-modal connections between cities via primary travel corridors would facilitate development along these corridors as well as their endpoints
- Shared parking garages can incentivize infill development by alleviating the need to provide parking on-site which reduces project costs and enables the addition of other on-site amenities. Areas with weaker markets or that are transitioning from more suburban-style development may still require additional parking in order to attract new residents and employers, but may not be able to provide parking on-site due physical constraints and costs.
- Public subsidy of capital improvements or operating costs can improve the feasibility of non-profit, affordable housing projects. Assisting with capital costs such as sidewalk, curb and gutter replacement and operating subsidies in the form of free or low-cost transit passes for residents can reduce both up-front capital and ongoing operating costs for a project.
- More innovative public-private partnerships (with either for-profit or non-profit entities) could help address the need for infrastructure improvements that could facilitate development in urban infill areas

List of developers interviewed:

- Dave Best, Shea Homes
- Rick Holliday, Holliday Development
- David Irmer, Inisfree Ventures
- Ali Kashani, Citycentric Investments
- Jeff Melrose, Shea Properties
- John Protopappas, Madison Park Financial Corporation

Additional interviews were conducted with:

- Karen Engel and Scott Peterson, East Bay Economic Development Association
- Paul Campos, Building Industry Association

APPENDIX D

Summary of Affordable Housing Policies

Appendix D: Summary of Affordable Housing Policies

Housing Policies	City of Alameda	Alameda County	City of Albany	City of Berkeley	City of Dublin	City of Emeryville	City of Fremont	City of Hayward	City of Livermore	City of Newark	City of Oakland	City of Piedmont	City of Pleasanton	City of San Leandro	City of Union City
Moderate Income Units are Restricted	Yes	No	No	Yes	Yes	Yes	Yes	Yes	No	N/A	Yes	No	Yes	Yes	No
Inclusionary Housing Policy	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes	Yes	Yes
Land Banking	No	Yes	No	No	No	Yes	No	No	Yes	No	No	No	Yes	No	No
Just Cause Evictions	No	No	No	Yes	No	No	No	Yes	No	No	Yes	No	No	No	No
Rent Control	No	No	No	Yes	No	No	No	Yes	No	No	Yes	Yes	No	No	No
Condo Conversion	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
Development Impact Fees	Yes	Yes	Yes	Yes	Yes	In progress	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Other Housing Preservation Strategies	Yes	Yes	No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Anti-Displacement Strategies/Policies/Programs	No	Yes	No	Yes	Yes	In progress	Yes	Yes	No	No	Yes	No	Yes	No	No
Housing Trust Fund Subsidies	No	No	No	Yes	No	Yes	No	No	Yes	No	Yes	No	Yes	Yes	Yes
Second Units Permitted	Yes	Yes	No	Yes	Yes	No	No	Yes	Yes	No	No	Yes	Yes	Yes	Yes
Single Room Occupancys Permitted	Yes	Yes	No	No	Yes	No	No	In Progress	Yes	No	No	No	Yes	No	No
Single Room Occupancy Conversion Ordinance	No	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No
City Provides Emergency/Transitional Housing	Yes	Yes	No	No	Yes	No	No	No	No	No	Yes	No	Yes	No	No
Fast-tracking permitting	Yes	No	No	No	No	No	Yes	No	No	No	No	No	No	No	No
Fee deferral, reduction, and waiver	No	No	Yes	Yes	Yes	Yes	Yes	No	No	Yes	No	No	No	No	No
Density Bonus	No	No	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	No	No	Yes	Yes
Flexible Design Standards	No	No	Yes	No	Yes	Yes	No	No	No	No	No	No	No	No	No
Homebuyer Education/Counseling/Search Assistance	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes	No
First Time Homebuyer Loan Program	No	No	No	No	Yes	No	No	Yes	No	No	Yes	No	No	No	No
Code Enforcement Relocation Program	No	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No
Fair Housing/Foreclosure Prevention Counseling	No	No	No	No	No	No	No	Yes	Yes	No	Yes	No	No	Yes	No
Low Income Home Rehabilitation Loans/Retrofits	No	Yes	No	No	No	No	No	Yes	Yes	No	Yes	No	No	Yes	Yes
Other Housing Strategies	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

APPENDIX E

Comments and Responses on PDA Readiness Criteria

Appendix E: Comments and Responses on PDA Readiness Criteria

#	Commenter	Comment	Response
Comments on Planning Screens			
1	ACTAC	Requiring the completion of an area plan or specific plan penalizes those PDAs in which the existing general plan and zoning enable construction of enough units to meet the development screen threshold (or meet Regional Housing Needs Assessment allocations).	In some cases, jurisdictions are currently undertaking specific or area planning processes in PDAs to accommodate future transit-oriented development. While existing general plan designations and zoning may enable future housing and commercial growth in these areas, these PDAs have not yet completed the necessary planning and zoning changes that will enable them to increase their development potential. Additionally, these areas may not yet be served by higher-frequency transit. These areas are thus considered near active or in need of additional planning support for this funding cycle.
2	ACTAC	The boundaries of some PDAs were recently expanded, and planning may have been completed in just a portion of the PDA. These PDAs may be unfairly penalized by requiring planning to be complete for the entire PDA.	For this funding cycle, PDAs for which all planning and zoning has been completed are considered active. There are 34 PDAs for which planning and regulatory activities have been completed.
3	ACTAC	Does an area or specific plan need to be completed, particularly if an area was already planned and zoned for higher intensity, transit-oriented development prior to its designation as a PDA?	No; in these cases planning and zoning activities are considered complete.
Comments on Development Screens			
4	ACTAC, PPLC	700 or more units is too high of a threshold, and excludes those PDAs that do in fact have active development markets. The screen should be no more than 500 units built or in the pipeline.	Staff agrees that 700 units may be too high of a threshold. We propose lowering the threshold to 300 units built or in the pipeline, which is consistent with the breakpoints established through the analysis of the development inventory data. This will enable a greater number of jurisdictions to submit transportation projects within their PDAs for OBAG funding and broaden the pool of eligible projects. Maintaining a threshold of 300 units built or in the pipeline plus 100 units built within the past five years ensures that transportation investments are made in areas most likely to experience housing and job growth within this four-year funding cycle.

Appendix E: Comments and Responses on PDA Readiness Criteria

#	Commenter	Comment	Response
5	ACTAC	Because the development market is currently on the upswing, PDA readiness should be determined using the most relevant and timely data. Development screening data should not be finalized now, but instead should be finalized and verified (or certified as correct by the jurisdiction) at the time of submittal of OBAG grant applications or immediately prior to the award of OBAG funds.	Because of the timing of the call for projects, if additional units or commercial square footage will be entitled by the end of the 2012 calendar year, they will be incorporated into the PDA classification.
6	ACTAC, Alameda County Community Development Agency, Equitable TOD Coalition	Targeting funds to PDAs that already have a strong development market provides no assistance to jurisdictions that may need additional public investment to become more attractive to developers. In many cases, these areas also have significant portions of the population that are low-income and transit-dependent. Under the current approach, these areas are likely to lose transportation funding that they have relied on to improve their communities.	One of the key objectives of the OBAG program is to make transportation investments that support focused development in the region's PDAs. PDAs in which some housing has been built recently and which have a significant number of units in the pipeline are most likely to experience jobs and housing growth within this four-year funding cycle. By focusing transportation capital investments in these PDAs for this funding cycle, the Alameda CTC can build on existing development momentum to strengthen multimodal connections between new housing, jobs, commercial activity and transit. Many of the active PDAs also have significant portions of the population that are low-income and transit-dependent. The PDA Strategic Plan will include recommendations for assisting those PDAs that do not have active development markets or that may need additional planning support.
7	ACTAC, Alameda County Community Development Agency	There are a number of PDAs that have completed all necessary planning activities, but have had much lower levels of or no private development due to either a weak development market or the need for broader infrastructure improvements. These PDAs could potentially benefit the most from public investments that might help catalyze the private development market. The Alameda CTC should consider establishing a pilot program to fund transportation capital projects in PDAs with inactive development markets.	As part of the PDA Investment and Growth Strategy, Alameda CTC will develop recommendations for assisting those PDAs that do not have active development markets or that may need additional planning support. The draft PDA Investment and Growth Strategy is anticipated to be presented for Committee and public review in February 2013.

Appendix E: Comments and Responses on PDA Readiness Criteria

#	Commenter	Comment	Response
8	ACTAC, BPAC, Alameda County Community Development Agency	The Alameda CTC should prioritize projects within PDAs that have been identified as a "Community of Concern" or are located within or in proximity to Air District Communities Air Risk Evaluation (CARE) communities. This would facilitate equitable distribution of program funds and is consistent with MTC's OBAG program guidelines.	Projects located within Communities of Concern, CARE communities, or freight corridors will be awarded additional points under the Draft OBAG Project Selection/Scoring Criteria. Additionally, many of the active PDAs have significant portions of the population that are low-income and transit-dependent and are identified as Communities of Concern.
9	ACTAC, PPLC	By imposing too high of a development screen, there will not be enough "active" PDAs and eligible projects. The emphasis should be on identifying good projects that will help incentivize development within PDAs.	Staff recommends modifying the development screen as described in the response to comment #4, which will address this issue.
10	ACTAC	Using the number of dwelling units or amount of commercial square footage instead of development density penalizes PDAs that are smaller in area.	The number of units or commercial square footage is important because it indicates the potential for near-term growth in each of the PDAs. Additionally, Alameda County's 43 PDAs represent a range of place types, from regional centers to suburban centers and transit neighborhoods. The development densities and forms appropriate for these different place types vary greatly. Using development density as a criterion would exclude certain place types completely, even though a significant number of new dwelling units and jobs may be locating in such PDAs in the near term.
11	BPAC	Why focus on recent and pipeline construction? If the goal is to link housing, jobs and transit, why not consider the total amount of development within a PDA? Higher priority should be given to a PDA for which build-out is completed vs. one that is just starting to develop.	Appendix A-6 of MTC Resolution 4035 states that the purpose of a PDA Investment & Growth Strategy (of which the PDA readiness classification is a component) is to ensure that congestion management agencies have a transportation project priority-setting process for OBAG funding that supports and encourages development in the region's PDAs. It is important to note that the focus is on future development. Consequently, the PDA readiness criteria are focused on identifying PDAs with active development markets where new housing and jobs are most likely to locate during this four-year funding cycle.
12	ACTAC	The construction of units or commercial square footage in the last five years should not be used as a screen. Only pipeline development should be used.	A threshold for units constructed within the last five years was established in order to identify those PDAs that currently have active development markets. The threshold was set at a low level (100 units) in recognition of the recent economic recession. Twenty-two out of the 43 PDAs had 100 or more units built during the last five years, and 29 out of 43 PDAs had 10 or more units built.

Appendix E: Comments and Responses on PDA Readiness Criteria

#	Commenter	Comment	Response
13	ACTAC	How is "pipeline" defined?	Pipeline dwelling units or commercial square footage are those for which a development application has been submitted and has completed the entitlement process, received it building permits, and/or completed any necessary environmental review. Measuring pipeline dwelling units and commercial square footage provides an indication of the number of new housing units and jobs likely to locate within a PDA within this four-year funding cycle.
General Comments			
14	ACTAC	PDAs classified as "near active" or "needing planning support" do not receive any benefit under the current approach. Many of the PDAs classified as such have already completed all planning activities and will not benefit from additional planning funds.	As part of the PDA Investment and Growth Strategy, Alameda CTC will develop recommendations for assisting those PDAs that do not have active development markets or that may need additional planning support.
15	ACTAC, BPAC	If funds are spent in a potential PDA, will they count toward the requirement that 70% of OBAG funds be spent within PDAs?	Yes. MTC Resolution 4035 does not make a distinction between planned and potential PDAs.
16	Equitable TOD Coalition (10/1/12 comment letter)	To have the greatest impact, OBAG funds should be spent in jurisdictions with a demonstrated commitment and track record of creating affordable homes and preventing displacement. To be eligible for funding, jurisdictions should demonstrate both past commitments to affordable housing and inclusion as well as efforts to ensure that future TOD development promotes mixed-income communities. • Establish a regional goal that the target income mix in each PDA should provide affordable housing for low-income and workforce households in at least the same proportions as those populations represent for the region as a whole. • Jurisdictions must have an adopted housing element and must have submitted a housing element progress report for the most recent year. • Jurisdictions must demonstrate that they have produced and/or facilitated the creation of affordable housing or must demonstrate plans to create significant affordable housing.	In accordance with the PDA Investment and Growth Strategy criteria outlined in Appendix A-6 of MTC Resolution 4035, the Draft OBAG Project Selection/Scoring Criteria include a category for affordable housing preservation and creation strategies. This means that a proposed project located within a PDA that has affordable housing creation and preservation strategies will be awarded additional points.

Appendix E: Comments and Responses on PDA Readiness Criteria

#	Commenter	Comment	Response
17	Equitable TOD Coalition (10/1/12 comment letter)	Additional competitive criteria should include: • Demonstrated record of producing deeply affordable housing, service-enriched, supportive or transitional affordable housing and /or housing for people with special needs. • Within the PDA, plans for higher proportions of affordable housing for extremely low, very-low and low-income residents than required by the Regional Housing Needs Assessment regional allocation. • Citywide or within the PDA, the existence of jurisdiction-supported programs to reduce combined transportation and housing costs of low-income residents.	In accordance with the PDA Investment and Growth Strategy criteria outlined in Appendix A-6 of MTC Resolution 4035, the Alameda CTC is required to develop a monitoring plan that will track and assess local jurisdictions' efforts in approving sufficient housing for all income levels through the Regional Housing Needs Assessment (RHNA) process and, where appropriate, assist local jurisdictions in implementing local policy changes to facilitate achievement of RHNA goals. This will enable refinement of the PDA readiness and project selection and scoring criteria in future funding cycles. Given the limited timeframe, the Alameda CTC was unable to compile and assess this information for this funding cycle.
18	Bay Area Business Coalition	Because a fundamental purpose of the OBAG program is to create incentives for the private sector to create the housing and jobs envisioned in the PDAs, OBAG funding guidelines should support projects in jurisdictions that have adopted effective incentives and removed or mitigated regulatory constraints within their control (as provided by state housing element law) and not be applied in a manner that directly or indirectly incentivizes local jurisdictions to adopt or expand policies that increase the cost or regulatory burden on the private sector's provision of housing and jobs.	Jurisdictions must have a certified housing element to be eligible for OBAG funds. Additionally, the PDA readiness screens select those PDAs that have built some housing in the past five years and have significant amounts of housing development in the pipeline.
19	Bay Area Business Coalition	Priority should be given to jurisdictions that implement their certified housing element conditions within three years. Alameda CTC should gather and assess housing element progress reports and incorporate the results into the grant decision making process.	As part of the PDA Investment and Growth Strategy, the Alameda CTC will develop a monitoring plan that will track and assess jurisdictions' particular efforts to implement their housing elements. This will enable refinement of the PDA readiness and project selection and scoring criteria in future funding cycles.
20	Alameda County City Managers' Association	It is proposed that funds will be allocated to projects that "successfully" implement transportation projects for transit-oriented development (TOD) in PDAs. A better definition of the specific criteria for "successful" projects is recommended, including the value of job creation as well as residential units.	The Draft OBAG Project Selection/Scoring Criteria include criteria for jobs and housing growth, as well as the other funding priorities outlined in Appendix A-6 of MTC Resolution 4035: PDA Investment and Growth Strategy. The details of how these criteria will be defined and applied will be presented in January 2013.

Appendix E: Comments and Responses on PDA Readiness Criteria

#	Commenter	Comment	Response
21	Alameda County City Managers' Association	There should be greater flexibility in using transportation funds. This could be accomplished in part through a broader definition of projects that provide "proximate access" to PDAs, or by achieving the 70% on a countywide, rather than a jurisdiction-specific basis.	The requirement that 70% of OBAG funds be spent within PDAs is being applied on a countywide basis. Projects that provide "proximate access" to active PDAs, namely those that link job centers to PDAs and major transit facilities, will be eligible for funding.
22	Alameda County City Managers' Association	Can current PDAs be altered and/or deleted?	Yes, current PDAs can be altered or deleted, and jurisdictions may apply for new PDAs through ABAG (see http://www.bayareavision.org/pdaapplication/ for more information). However, newly created PDA will not be eligible for OBAG funds from the current funding cycle.

APPENDIX F

Portland Metro TOD Program and TOD Strategic Plan Case Study

Overview and Background

Similar to Bay Area programs/plans like FOCUS and the Sustainable Communities Strategy, Portland Metro has a growth management plan, the 2040 Growth Concept, which calls for focused growth around stations on the region's MAX Light Rail Transit (LRT) system, along Frequent Service bus corridors, and in mixed-use urban centers. The Metro Transit-Oriented Development and Centers Program (TOD Program) began in 1998 to support the regional Growth Concept by providing information and targeted public investments or incentives to private developers to build more intensely, and with greater attention to creating a walkable environment. Portland Metro is relatively unique in that it offers grants *directly* to private developers to offset some of the higher costs of TOD development, subsidizing things like underground parking, tenant improvements that promote commercial activity, and green building innovations. A key premise of the program is that well-located and designed TOD projects will increase the share of trips made by transit, walking, and biking, while lowering private vehicle miles travelled (VMT).[1] This program is delivered by the regional government (Portland Metro) and not the regional transit agency (TriMet).

In 2011, Portland Metro developed a TOD Strategic Plan that evaluates TOD readiness in transit station areas to help Metro understand where they can get the most "bang for the buck" in catalyzing TOD. As is clear from the following quote from their TOD Strategic Plan[2], Portland Metro's goals are very similar to those of the Alameda CTC:

> *"This Strategic Plan is designed to guide future investments by the Metro TOD Program, in order to ensure the program maximizes the opportunities for catalyzing transit-oriented development throughout the region and effectively leverages additional resources to comprehensively advance TOD in all station areas and frequent bus corridors."*

The full program is described here with a particular focus on the recent TOD Strategic Plan efforts.

TOD Program Activities

The TOD Program manages several focused activities, but the majority of resources are allocated as shown in Figure 1.[3]

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[1] Oregon Metro. Transit-Oriented Development and Centers Program: Annual Report. 2010.

[2] TOD Strategic Plan Final Report, Center for Transit-Oriented Development and Nelson\Nygaard for Metro TOD Program. 2011. http://www.oregonmetro.gov/index.cfm/go/by.web/id=36197

[3] Budget and Financing: Since the TOD Program's inception in 1998, program financing has totaled $29.5 million cumulatively, less than $3 million per year, representing a modest annual budget. Regional partners have allocated federal transportation funds to support the TOD Program as part of the Metropolitan Transportation Improvement Program (MTIP) planning process. Regional MTIP funds, currently $2.9 million annually, are exchanged to avoid federal restrictions and allow local investments in projects and program operations. Other program funding sources have included direct federal transportation grants, income from property transactions, interest earnings, and Metro general funds.

Figure 1 Summary of Key TOD Program Activities

Current Activities	Program Description	Scale	Funding Sources
TOD Capital Improvements	Grants toward physical real estate improvements in TODs in Metro-designated station areas and corridors; goal is to lower the cost premiums associated with higher density development, such as for underground parking. Grants are typically available on a three-installment basis— at close of financing, completion of shell construction & granting of certificate of occupancy.	Individual grants have averaged $300,000, but range widely with a ceiling of $500,000 (51% of total expenditure over life of the program).	▪ Metropolitan Transportation Improvement ▪ Program (MTIP) funds, including Urban Formula Grants, Surface Transportation Program and Congestion Mitigation & Air Quality Improvement Program funds. ▪ Approximately $2.9 million in MTIP funds are allotted to the Program annually.
Land Acquisition	Land banking around suburban stations; most acquisitions prior to 2005.	$8.5 million over the life of program (29% of total expenditures).	Federal grants, MTIP funds.
Urban Living Infrastructure	Grants toward fixed tenant improvements that promote commercial activity (i.e., HVAC system necessary to restaurant operation); grants issued to projects in areas where Metro owns property.	$165,000 for pilot program budget FY 2009/2010.	Interest on other funding sources.
Green Improvements	Grants toward green building and green infrastructure innovation.	Small	Business tax credits and Metro general funds.
Planning Activities & Studies	Grants toward planning and predevelopment activities that catalyze urban development (i.e., development/ market/urban renewal feasibility studies & strategies; downtown retail tenanting efforts; walkability audits).	Small	Grants and Metro general funds.

Source: TOD Strategic Plan, p. 7-8.

Overview of TOD Strategic Plan

As Portland's transit system has expanded over time, resources have not kept pace. Metro found it increasingly difficult to determine how to invest limited resources in an ever expanding set of station areas. In 2010, Portland Metro undertook a Strategic Plan for the TOD Program to figure out how to more strategically target program investments. Like the Alameda CTC, Metro recognized that policy, physical and market contexts varied significantly across the region and that TOD Program investments in an area with limited or no existing market activity were unlikely to catalyze private development. Conversely, areas with strong market activity might not need intervention to attract desired development and emerging areas that had some market strength, but few successful urban, mixed-use buildings or a lopsided mix of development types could be ideal candidates for TOD Program investment.

The TOD Strategic Plan developed a TOD typology to aid the program in achieving these objectives. Supporting the TOD Program's mission to be catalytic, the typology would help TOD program staff direct investments toward transit communities with emerging markets and strong urban form characteristics.

TOD Typology: Market Strength and Transit Orientation

According to the TOD Strategic Plan, "A TOD typology provides a means of classifying and differentiating the many transit rich communities throughout the region by grouping them based on key shared characteristics."[4] The TOD typology categorizes station areas and Frequent Service bus corridors according to market readiness and urban form factors known to influence station development. The goal in development of the typology was to keep it simple while still capturing enough information to be accurate and useful. The typology is based purely on existing conditions, not projections or plans.

The typology divides communities into nine distinct place types based on two key variables:

1. **Relative market strength**: measured by evaluating 10-year trends in residential and commercial real estate values (measured in sale price per square foot).
2. **Transit orientation and urban form readiness**: Metro expanded on the often cited 3 "Ds" of transit orientation (i.e. density, diversity, and design) to develop five factors to characterize transit orientation, called the five "Ps": People, Places, Physical form, Performance, and Pedestrian/bicycle connectivity, each of which is defined below.

Market Strength

The TOD Strategic Plan used one simple indicator to assess market strength: average sales values per square foot. Average sales value per square foot is one of the primary indicators that a developer will look at when making a real estate investment decision. This is similar to the Alameda CTC's decision to track housing and commercial development activity, except that using land value will capture all "hot" markets, even places where regulatory or other barriers may be preventing development from occurring.

They collected data on sales per square foot for all residential (including mixed use) and commercial real estate transactions from 2000 to 2010. They used 10 years of data in order to capture more normalized long-term performance over multiple market cycles. Recognizing that reliable regional data on market strength is difficult to find, Portland staff determined the best source was assessor's data.[5]

Based on this data, they categorized transit communities into three market types based on natural breaks in the sales data:

- **Limited**: Weaker market conditions and lacking the sales values to support new compact and/or mixed-use development.
- **Emerging**: Have limited to moderate real estate market conditions; intensive building types and commercial uses may not be supported in the current market, but could be incentivized with catalytic TOD Program investments.
- **Stronger**: Market conditions support, or are beginning to support, higher density mixed-use development and infill.

[4] TOD Strategic Plan, p. 30.

[5] It is worth noting that TOD program staff indicated that they had to do quite a bit of data cleaning to make the data useable as data varies significantly county to county and they had to remove transactions that were not arms length transactions. Although they were not necessarily 100% confident in exact numbers they were confident that it gave an accurate order of magnitude to differentiate market strength between places. Conversation with former TOD Program staff Chris Yake, now Nelson\Nygaard employee, December 2012.

Transit Orientation

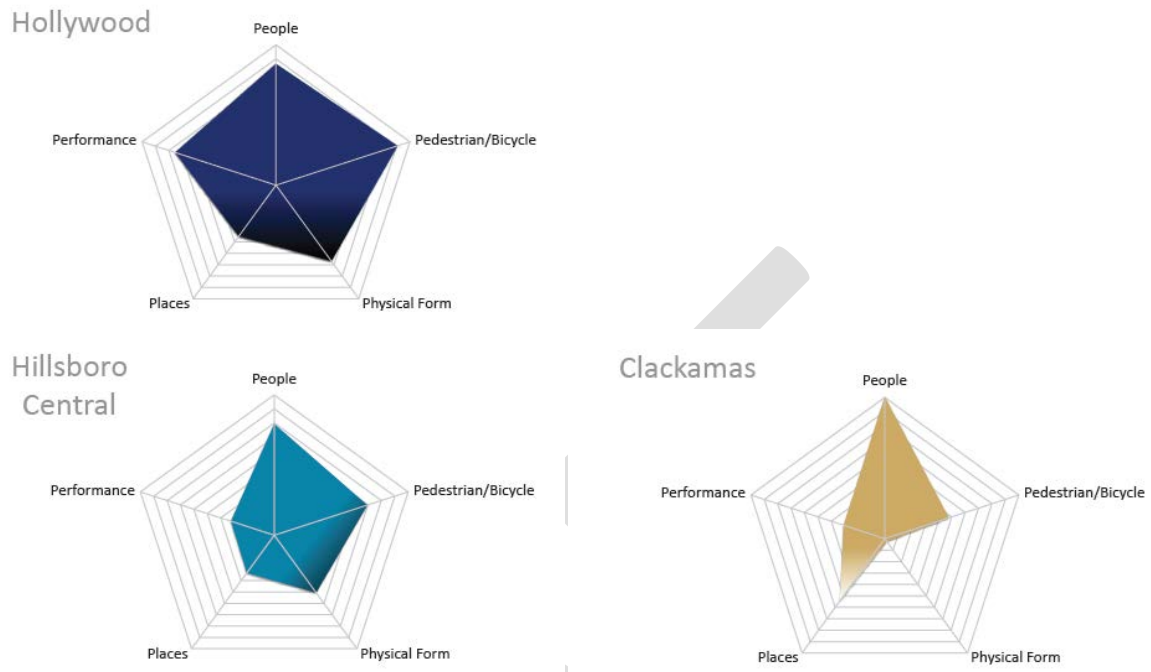
The '5 Ps' that were used to evaluate urban form and transportation system performance are listed below with a brief explanation of the importance of each:

- **People**: The number of residents and workers in an area (using data from the MPO; could also use Labor Department LEHD data, though likely less reliable).
  - This has a direct correlation with reduced vehicle miles traveled.
- **Places**: The number of neighborhood serving retail and service establishments (using employment data with North American Industry Classification System (NAICS) codes[6] to identify prevalence of transit-oriented uses, e.g. all retail and services that could support a transit lifestyle).
  - Areas with commercial urban amenities such as restaurants, grocers, and specialty retail not only allow residents to complete daily activities without getting in a car, but they also improve the likelihood of higher density development by increasing residential land values.
- **Physical Form**: Average block size.
  - Small block sizes promote more "urban" style compact development and walkability.
- **Performance**: The frequency of bus and rail service.
  - High quality, frequent bus and rail service makes public transportation a more reliable means of getting around and can be correlated to less driving.
- **Pedestrian/Bicycle Connectivity**: Access to sidewalks and low stress bikeways (used mileage of sidewalks and mileage of low-stress bike ways from MPO GIS files, only included bike boulevards and lower traffic streets, excluded bike lanes on high-volume or high-speed arterials).
  - Bicycle and pedestrian connectivity encourages many more people to walk or cycle to transit and neighborhood destinations.

This methodology for characterizing urban form allowed Metro staff to develop "spider graphs" that illustrate where an area is strong and weak; samples are shown in the figure below.

[6] US Census: http://www.census.gov/eos/www/naics/.

Figure 2 Sample Spider Graphs

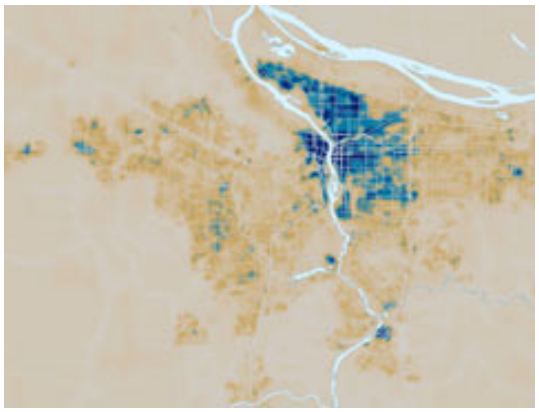


Source: TOD Strategic Plan Executive Summary.

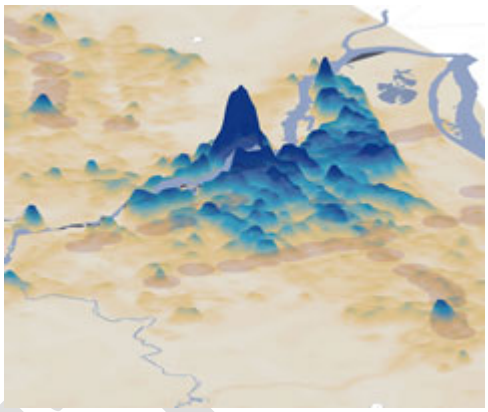
Based on this assessment, they categorized transit communities into three transit orientation types, illustrated by a GIS-based Context Tool shown in Figure 3 below:

- **Transit Adjacent**: Non-transit areas or areas close to quality transit that don't possess the urban character that would best support transit; generally describes low to moderately populated areas within walking distances of higher quality transit stations or corridors that lack a combination of the street connectivity, pedestrian and bicycle facilities, and urban amenities to more fully support the level of transit service.
- **Transit Related**: Areas that possess some, but not all, of the components of transit-oriented development; generally describes moderately populated areas served by higher quality transit, a good or improving pedestrian/bicycle network, and some mix of neighborhood supportive retail and service amenities.
- **Transit-Oriented**: Areas that are most likely to support a transit lifestyle; describes more densely populated areas served by high quality rail and/or bus transit, good to excellent pedestrian/bicycle connections, a finer grain of blocks, and a supportive mix of retail and service amenities.

Figure 3 GIS Modeling and Visualization of Transit Orientation in Metro Portland



The transit orientation measure in 2D doesn't necessarily convey the significant differences in readiness to support transit-oriented development across the region.



The transit orientation measure in 3D more clearly displays relative readiness of the region to support transit-oriented development (view from the southeast).

Source: TOD Strategic Plan, p. 36-37.

Place Types

Staff overlaid market strength and transit-orientation characteristics to create nine distinct place types. Figure 4 is a station area scatter diagram showing market strength and urban form factors that were used to define the place types. The nine unique place types offer a framework for determining priority of various types of investment and planning activities in regional transit communities.

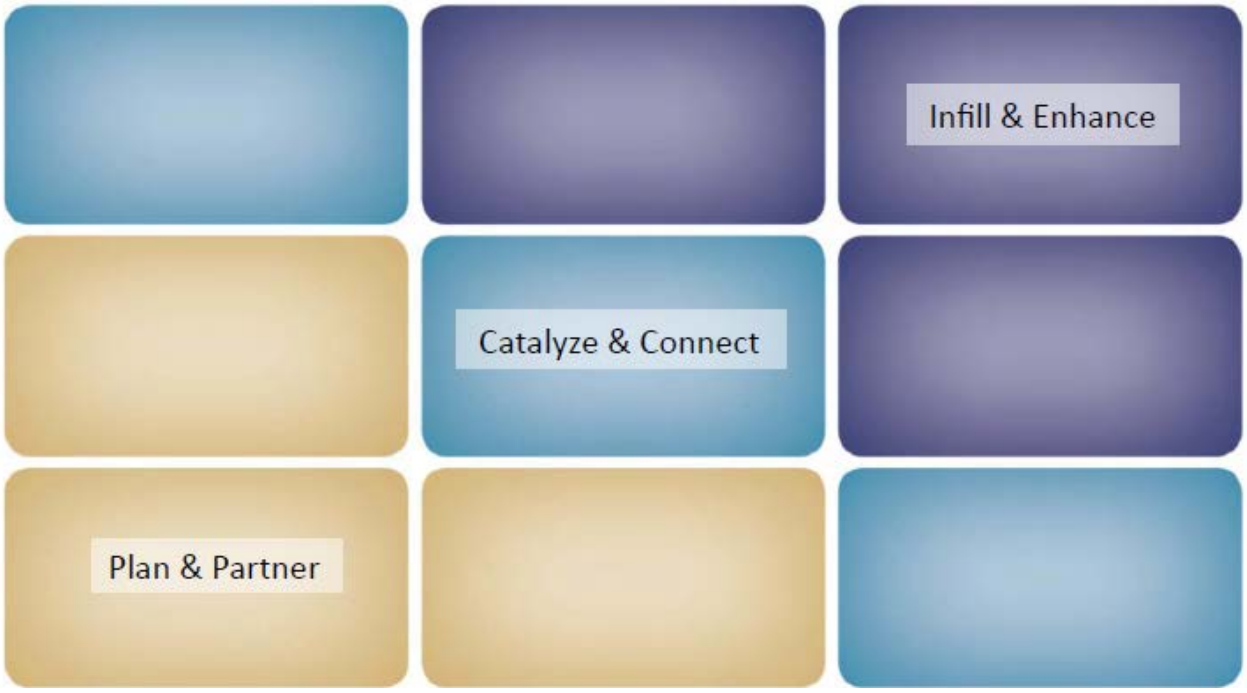
These were grouped into three "clusters" designed to represent stages of TOD development readiness, illustrated in Figures 5 and 6:

- **Infill and Enhance**: Market and physical conditions are present today to support TOD.
- **Catalyze and Connect**: Mid-term TOD opportunities.
- **Plan and Partner**: These areas do not have supportive market conditions today.

Figure 4 TOD Station Area Place Types

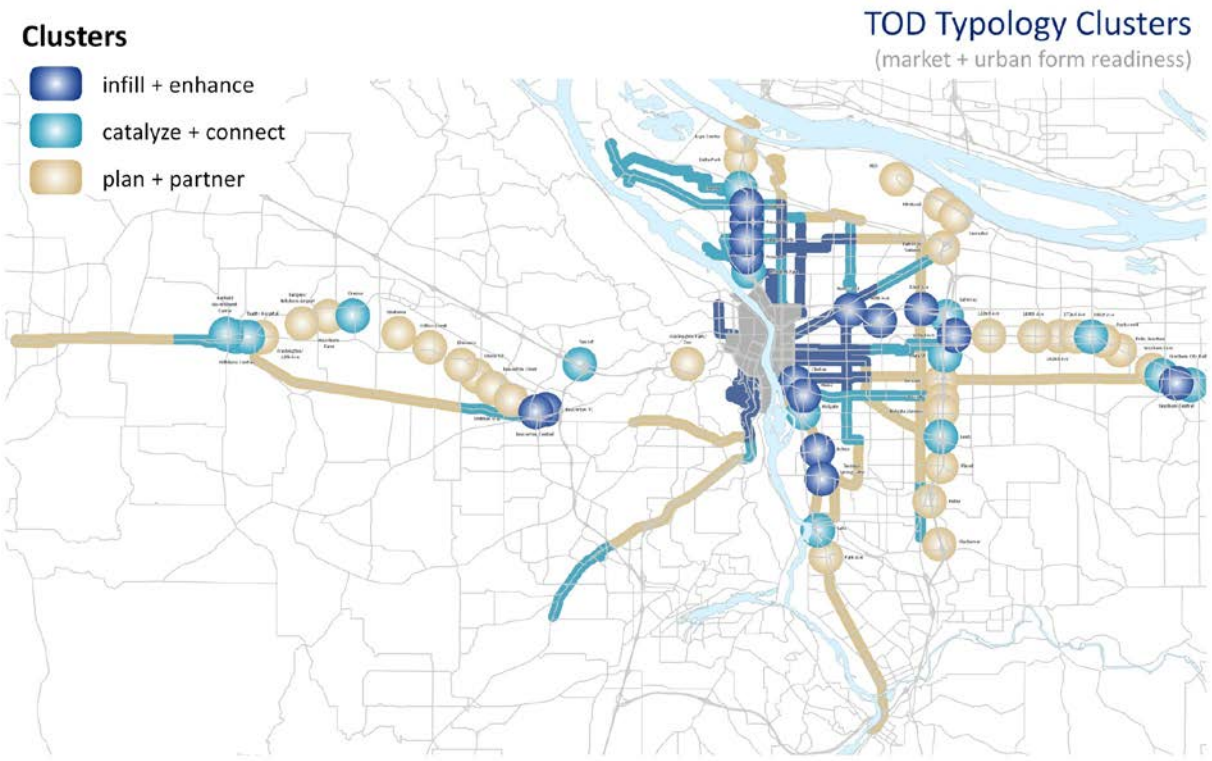
Source: TOD Strategic Plan, p. 39.

Figure 5 TOD Place Type Clusters



Source: TOD Strategic Plan, p. 40.

Figure 6 TOD Typology Clusters



Source: TOD Strategic Plan, p. 51.

TOD Investment and Phasing

The TOD Strategic Plan recognizes that each place type will require a different mix of actions to maximize future TOD potential. Actions range from technical support and visioning, to significant infrastructure investments, station area planning, and site-level development planning. The plan positions Metro and the region to make investments that are catalytic and well-timed to market conditions.

The strategic plan recognizes that Metro cannot be responsible for all the activities that are required to promote TOD in each of the nine place types, but they can provide an organizing framework and venue for partners to come together to support the full range of necessary investments.[7] One benefit of the TOD Strategic Plan for Metro TOD Program staff has been its clear directive for which activities they should be undertaking in specific regional transit station markets and which activities are better left to local partners or a later period in the market evaluation of that place.

The most appropriate activities for each of the three stages of TOD readiness are described below and illustrated in more detail in Figure 7 below:

[7] Portland TOD Strategic Plan, p. 50.

- **Infill and Enhance**: Program-supported activities here might include those that enhance local amenities and push for continued reduction in auto dependence. Specifically the Strategic Plan calls out support for "prototypical developments" that would serve as models for the region and affordable housing: "Low- to moderate-income housing development in these areas may be more challenging due to high land prices, so strong market areas may be an appropriate place for Metro TOD program to support affordable and workforce housing projects."[8]
- **Catalyze and Connect**: These are places where strategic interventions are most likely to be catalytic and help to maximize TOD opportunities. This is where the TOD Program plans to focus most of its resources. Specifically, the Strategic Plan says, "These areas represent a 'sweet spot' for TOD program investment, since land and development costs are not elevated (as in Stronger market areas) and small investments may catalyze further market investment by creating market comparables."[9]
- **Plan and Partner**: These places require long-range visioning and planning strategies to create favorable conditions for TOD and mixed-use development. They make clear that the lack of short term potential does not undermine their importance however; Portland recognizes that these are areas where the region has made important transit investments and that long range planning is needed to ensure that the full value of these investments is captured in the future.

[8] Portland TOD Strategic Plan, p. 33.

[9] Portland TOD Strategic Plan, p. 33.

Figure 7 TOD Investment Strategies and TOD Place Types

		Longer-Term Strategies <---- Continuum of TOD Investment Strategies ----> **Shorter-Term Strategies**													
		Participate in Community Visioning/ Outreach (with local governments)	Connect Local Government Partners with Infrastructure, Community Development Partners	Provide Technical Assistance with Planning Efforts	**Bank Land**	Allocate Funding for Station Area Planning (if additional funding secured)	*Support Implementation Studies*	**Invest in Market-Rate Transit Oriented Development Building Types**	**Invest in Workforce Housing Development**	Invest in Affordable Housing Development	Assemble Parcels	*Assist with Holding Costs if Others Assemble Parcels*	**Invest in Aggressive TOD Building Types or Features**	**Invest in Urban Living Infrastructure Improvements and Mixed-Use**	*Actively Support Employment Uses*
Plan & Partner	Limited Transit Adjacent	O	O	X	C	X									C
	Emerging Transit Adjacent	O	O	X	C	X				C					C
	Limited Transit Related	O	O	X	C	X	X	X	X						C
Catalyze & Connect	Strong Transit Adjacent	O	O	X		X	X	X							
	Emerging Transit Related	O	O	X		X	X	X	X	C	C	C		C	C
	Limited Transit Oriented	O		X	C	X	X	X	X					C	C
Infill & Enhance	Strong Transit Related		O			X	X	X		X	C	C	X	C	C
	Emerging Transit Oriented						X	X	X	C	C	C		C	C
	Strong Transit Oriented									X	C	C	X		C

X: TOD Program leads these efforts

O: TOD Program plays a supporting role in these efforts

C: TOD Program invests when local conditions are right

Bold = Current core activities of the TOD Program

Italics = Current secondary activity of the TOD Program

Source: TOD Strategic Plan, p. 54.

Data Tracking and Updating

According to TOD staff, transit orientation data is not likely to be updated any more frequently than every 5 years because urban form conditions do not change rapidly. Market strength data could be updated more frequently depending on changes in the overall economy.[10]

Measuring Success

To measure success, Portland Metro has also followed a philosophy of keeping things simple to ensure that critical program resources are targeted to making more impact rather than measuring performance. Staff tracks[11]:

- The number of units the program has supported by affordability level and use mix
- The dollar value of private investment they have leveraged
- Transit ridership – they maintain and use a model to calculate transit trips generated by program-funded projects
- Compact development – acreage used for TOD compared to conventional development
- Travel behavior – they have hired staff from Portland State University to conduct travel surveys to measure mode share. Largely, Metro's estimates have proven to be very conservative, e.g. data has shown that residents are using transit more than projected and driving less.

In terms of more qualitative successes, the Context Tool is being used as part of a coordinated land use and transportation planning process in the region's top priority transit investment corridor—the Southwest Corridor. In addition, Portland's residential development activity increased in the latter half of 2011, primarily the rental market, and much of the development is occurring in Infill and Enhance areas. In particular development has taken place along Frequent Service bus corridors in historic streetcar neighborhoods. Metro's TOD Program Director reports that the TOD Strategic Plan has already been helpful in making grant funding decisions for projects in plan targeted areas.

[10] Conversation with Chris Yake, former Portland TOD Program staff, now Nelson\Nygaard.

[11] Metro. TOD Program Brochure. 2010. http://library.oregonmetro.gov/files//tod_brochure_aug_2010.pdf; Nelson\Nygaard interviewed the TOD Program Director Megan Gibb; Conversation with Chris Yake, former Portland TOD Program staff, now Nelson\Nygaard.