Urban Land Institute San Francisco

BAY AREA TOD MARKETPLACE 2008

Bringing Cities and Developers Together Around Transit-Oriented Development

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The Urban Land Institute's mission is to provide leadership in the responsible use of land and to build and sustain thriving communities worldwide. On the local level, ULI San Francisco District Council's 2,400 members serve the Bay Area's public and private sectors with professional land use expertise and education.

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TOD MarketPlace 2008, ***Target Cities***

image by DIGITAL IMAGING STUDIO (DIS), DAHLIN GROUP

A Growing Market for TOD

In 2008, turbulent energy prices and a slowing economy have sent a strong message to builders, planners, and policy-makers: in hard economic times, sprawling, auto-oriented neighborhoods are harder hit than compact, transit-oriented communities. Although the housing market in most areas continues to suffer, Bay Area homes beyond the urban core have fallen in value faster than those within.[1] As gas prices approached $5.00 a gallon, transit ridership reached record levels as people sought to reign in their personal transportation costs, often about 30% of a household's total budget.[2] These factors have signaled to many that the time is right for a new level of commitment to building world-class, compact communities near transit.

Transit-oriented developments (TOD) are all about creating choice for people, about housing, lifestyle and travel. The benefits of TOD, however, reach far beyond the communities where they are located. People who live within a half-mile of public transit tend to own fewer cars, make more trips by foot or bike, and generate fewer greenhouse gasses than people living further from transit.[3] The State of California has made a commitment through Assembly Bill 32 to reduce its greenhouse gas emissions, and also recently passed Senate Bill 375 to specifically target emissions from transportation and land use. Transit-oriented development will be critical in helping the state meet its carbon emission goals, while also creating a greener and more sustainable local economy.

Building compact communities near transit creates a unique set of challenges for developers and planners, often around evaluating the environmental, traffic, and neighborhood impacts of new projects. For this reason, transit-oriented developments require a new level of partnership between the public and private sectors. Looking to and learning from each new TOD project will allow California to add a new chapter to its history; one of resilient, urban sustainability.

[1] *New York Times, "Fuel Prices Shift Math for Life in Far Suburbs," 06/25/2008. www.nytimes.com*
[2] *The Center for Neighborhood Technology (CNT) Housing + Transportation Affordability Index, htaindex.cnt.org, 2008*

TOD quick facts

A recent study by the Center for Neighborhood Technology shows that urban neighborhoods around transit stations can generate 60 percent lower greenhouse gas emissions than the average household in the same region.[4]

Over the next ten years, the Bay Area will spend over $9 billion on transit infrastructure investments - TOD will make the most of that investment by guaranteeing riders.

While BART is near capacity on some lines during commuting hours, significant capacity exists on reverse-commute trains. Balancing jobs and housing within Bay Area cities will take greater advantage of our existing transit infrastructure.

[3] *Cervero, R. 1994. Transit-Based Housing in California: Evidence on Ridership Impacts. Transport Policy 1,3: 174-183.*
[4] *The Center for Neighborhood Technology (CNT), www.cnt.org*

Technical Assistance Panels

Over the summer of 2008, the San Francisco District Council of the Urban Land Institute (ULI) brought together City representatives and private sector land use professionals in an effort to leverage their converging interest in TOD. ULI San Francisco convened a series of Technical Assistance Panels – teams of developers, economists, and urban designers – to help Bay Area cities move forward with plans for new transit-oriented developments. ULI worked closely with partners at the Metropolitan Transportation Commission (MTC) and the Association for Bay Area Governments (ABAG) to select six cities that are currently developing TOD plans. The Panels then visited, studied, and developed recommendations for the six TOD sites, which ranged from brownfield development in Newark to urban infill in San Francisco. Recognizing that too many TOD plans are created only to sit on the shelf, ULI Technical Assistance Panels focused their recommendations on the feasibility of each City's development strategy.

TOD MarketPlace

The 2008 TOD MarketPlace was the culmination of the work of the ULI Technical Assistance Panels – a day-long conference designed to inform development professionals on the TOD desires of both the regional agencies and local jurisdictions. Over 300 people attended the third annual TOD MarketPlace, held on September 26, 2008 at the War Memorial Building in San Francisco. The event was coordinated in partnership with MTC, ABAG, Reconnecting America, the Non-Profit Housing Association of Northern California and ULI San Francisco. The MarketPlace opened with a keynote address by former State Treasurer Phil Angelides, who suggested that TOD was an exercise in *thinking globally*, about such issues as climate change and social equity, and *acting locally*. During the Best Practices sessions, four cities with successful TOD projects shared their stories, and then the Technical Assistance Panels presented their recommendations to this year's target cities. The MarketPlace creates an opportunity for dialogue on the state-of-the-field of TOD in the Bay Area and also alerts developers to projects coming down the transit-oriented pipeline.

photos by Karl Neilsen

Conference and background materials:
WWW.TODMARKETPLACE.ORG

Concord Naval Weapons Station

Concord, CA

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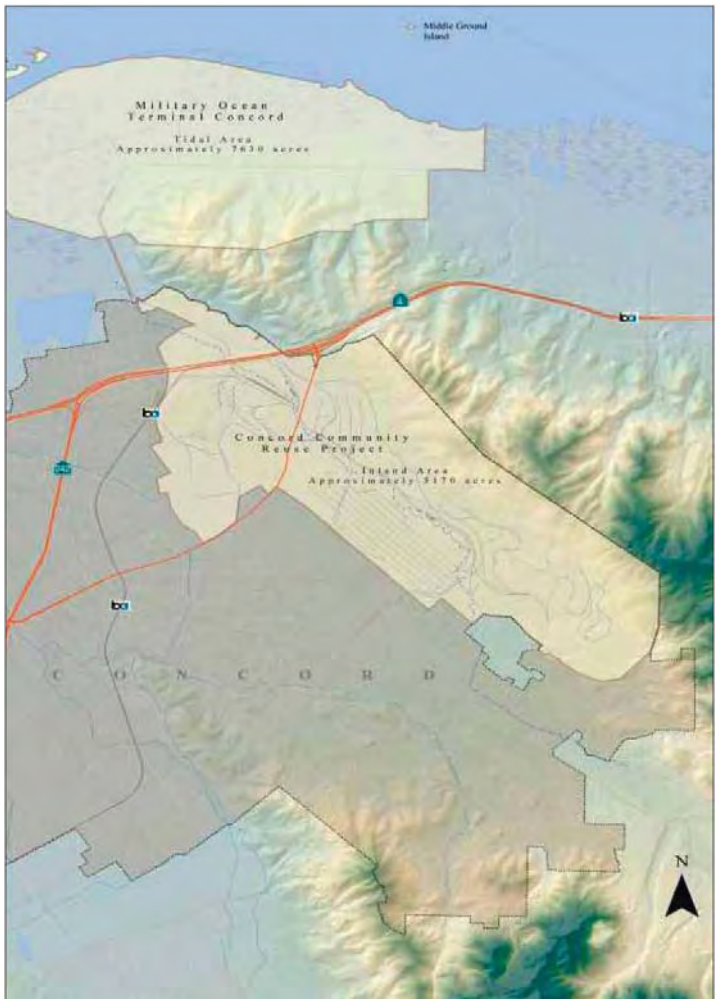
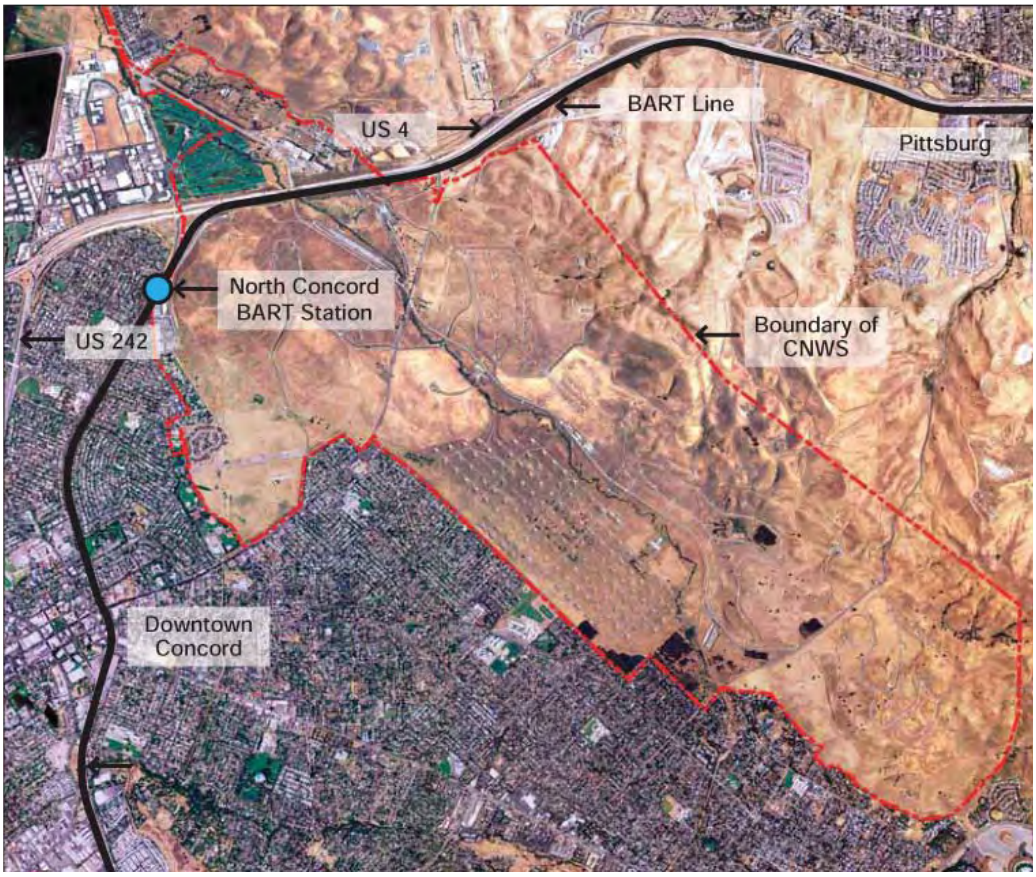
The Concord Naval Weapons Station is located in the City of Concord, 29 miles east of San Francisco. Concord is the largest City in Contra Costa County, with a 2000 census population of 121,780, and is more affluent than the Bay Area as a whole, with a mean 2005 household income of $82,200. The residential character of the City is mainly suburban, with much of the housing stock built in the 1950-70s, and most homes at approximately five dwelling units per acre. The City has a downtown centered around the Concord BART station, with a mix of high-density multi-family units, office towers, and main street commercial. ABAG's Demographic and Employment Forecast from June 2003 stated that "Contra Costa County has a jobs/housing balance of 1.05, indicating that there are slightly more jobs available than there are housing units. Over



time, the county will see an increase in the number of jobs available per home, with a 1.12 jobs/housing ratio by 2025" (ABAG, 2003).

The Concord Naval Weapons Station (CNWS) was created by the Navy during World War II to serve as an armament storage depot for nearby Port Chicago. The base was in active use until the end of the Gulf War, deactivated in 1999, and declared surplus property by the Navy in 2007.

The transfer of the CNWS from the Navy's ownership is guided by the Base Realignment and Closure Act (BRAC). The CNWS site totals 12,800 acres and the Navy has transferred the 7,000 acre tidal area directly to the Army. The 5,028 acre 'Inland' portion, adjacent to the eastern edge of the City and directly across from the North Concord BART station, has been designated by the Navy as surplus land and is the focus of Concord's planning effort. The site is lightly developed, bound by foothills at its eastern edge, Port Chicago Highway to the northwest, and single-family development to the southwest. Willow Pass Road and Baily Road provide east/west access through the site. Mount Diablo Creek traverses the site from northeast to southwest. Over 75 percent of the site has been used for ordnance storage and testing. One hundred buildings are scattered throughout the site with a major clustering north of Highway 4. Rows of munitions storage bunkers create the most prominent site feature. Site buildings and bunkers do not contain historical significance and will be demolished. The site's terrain varies as you travel eastward, with elevation rising from 100 feet in the west and central portion to over 900 feet along the eastern border. The dominant topographic feature is a northwest-southeast trending ridge in the middle of the Inland portion of the site and adjacent to the North Concord BART Station. The BART station is surrounded by the CNWS on the south and east side and low-density residential to the north and west. Willow Pass Road, Concord's 'Main Street Arterial' also passes through



the site on the way to Downtown Concord, and provides access potential to the interior of the Inland parcel. The entire site is within the City of Concord's jurisdiction.

The 5,028-acre parcel has been subject to an extensive visioning and planning process, led by the City of Concord. This three-phase planning process began in 2006, when the Concord City Council (acting as the Local Reuse Authority) began the public outreach process. During 2006, the City conducted an extensive public outreach campaign across a wide variety of Concord stakeholders, culminating in a series of Goals and Guiding Principles. The overarching project goals include:

1. World-Class Project
2. Balanced Approach
3. Economically Viable and Sustainable
4. Quality of Life

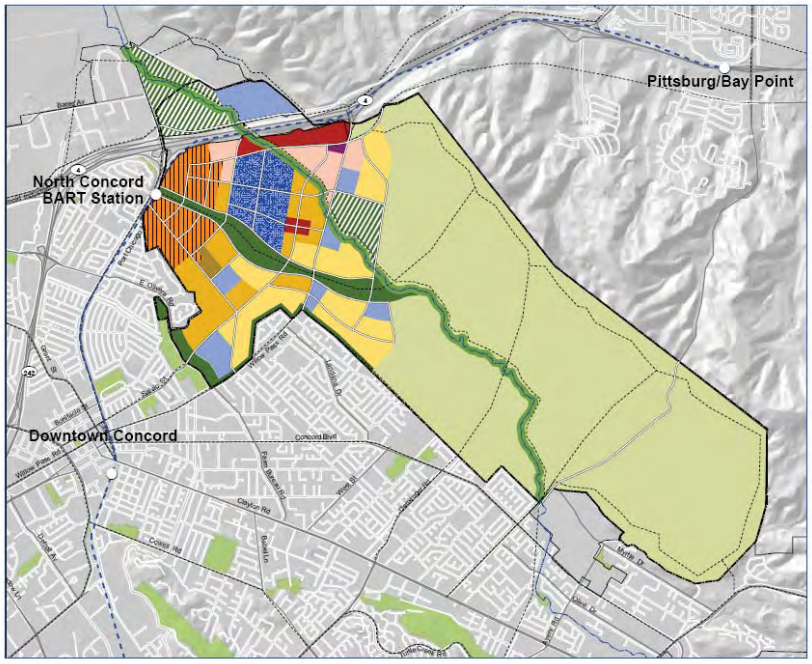
(http://www.concordreuseproject.org/about/goals.htm)

Phase II of the project is the preparation of the reuse plan and associated programmatic Environmental Impact Report (EIR), which is currently underway. This phase included alternatives evaluation, as well as a strategic framework for future plan phases. As of September 2008, the two plan alternatives under consideration were "Concentration and Conservation" and "Clustered Villages". The City hopes to designate a Preferred Alternative in January 2009 and conduct further Environmental Review and Homeless Accommodation planning by June 2009.

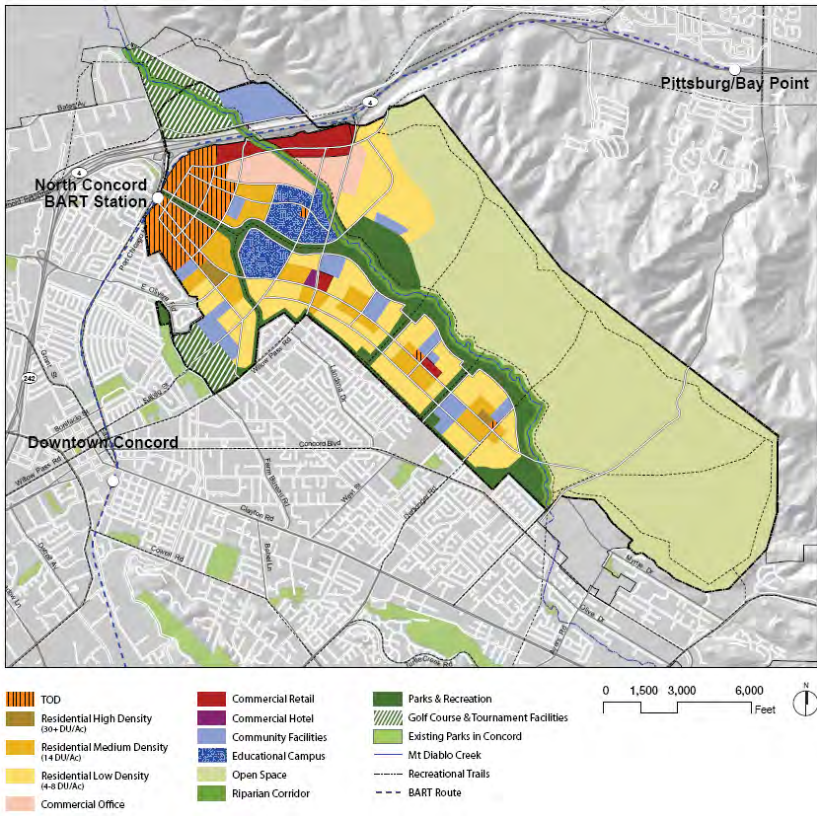
Phase III includes adopting a Reuse Plan. After Phase III is complete, the Navy can complete its EIS and begin transfer of the property to various public and private entities.

The site has several challenges, some of which can be mitigated through thoughtful site design, financing, and project phasing. The site location, at the edge of the existing City, could prove difficult to integrate into adjacent lower-density single-family neighborhoods, creating transportation links between new and old neighborhoods, and eliminating the 'border effect' of the current security fence

Concentration and Conservation Alternative



Clustered Villages Alternative



line. The location of the North Concord BART station adjacent to existing residential neighborhoods creates a one-sided opportunity for a high-density, walkable transit node, a key component of TOD. Significant changes in topography within the potential node create further difficulties in site and transit planning. Some contamination is also present on-site and will have to be mitigated prior to releasing the site to developers. The most significant challenge the site faces is high infrastructure costs, estimated at up to 2.5 billion dollars at full site buildout.

Some of the same issues that make the CNWS transfer of the Inland parcel site such a challenge are the same that create a tremendous opportunity. The site is one of the largest undeveloped infill sites left in the Bay Area, and comprises more than 25% of the City of Concord's overall land area. The opportunity exists to create a significant node of employment that capitalizes on the excess reverse capacity on BART, and also on Concord's location, near San Francisco, San Jose, and the Sacramento Valley.

Recommendations

Given the extensive existing planning process underway for the CNWS Site, the Panel concluded that the best way to enhance existing planning process was to create a series of guiding principles based on the following themes:

- Urban Form
- Transportation
- Economics
- Implementation

Panel discussions also identified several major guiding principles, and applied them throughout:

- Emphasize a corridor transit solution
- Respect environmental constraints by clustering development to minimize costs and maximize livability
- Develop a phased approach with a minimum of 3 clustered villages to promote financial feasibility

Urban Form

Many of the panel's recommendations on Urban Form attempt to ensure that the development take advantage of the natural features of the site and optimize transit provision.

Recommendation 1: Develop and link three major villages.

Much like the City's "Clustered Villages" approach, the group recommended a series of linear nodes off of Willow Pass Road via an east/west "Main Street" through the CNWS. Taking the form of three major villages, these nodes should develop at transit-serving densities (greater than 12 du/ac), be sensitive to incompatibilities in neighboring densities, and do not need to be more than 5 stories (2-3 stories on average). The nodes should also be concentrated on slopes less than 10%, to avoid steep walks between home and transit with job-generating Mixed-Use/Office/R&D located around BART. Providing employment on-site will allow the City to capitalize on the reverse-commute capacity on BART. Project phasing should avoid a patchy 'snowflaking' effect, where development occurs in a non-contiguous manner.

Recommendation 2: Prioritize open space.

The open space system will be a major form-giver on the site, with as much as two-thirds of the property remaining in open space in the major schemes. Open space should be used to separate and connect villages, with the ridge top retained as open space to link the site from the North Concord BART station to future villages south of Willow Pass Road. Ensuring that the large open space network at the east end of the site is well-connected to the urban area and BART should be a priority, as well as protecting the ridge in the center of the site. A formative community green at BART could be the starting point for this ridge top green corridor, and the Mount Diablo Creek Corridor should be maximized as a community amenity.

Recommendation 3: Demonstrate Integrated Sustainable Development

A project of this magnitude adjacent to transit provides an excellent opportunity to demonstrate the principles of integrated sustainable development, and should explore use of the following items:

- Green infrastructure & buildings
- Maximum solar orientation (N/S orientation of buildings promotes daylighting to conserve energy)
- Renewable energy systems
- Measurable reduction in Vehicle Miles Traveled (VMTs)
- Measurable reduction in Greenhouse Gases

four-story mixed-use retail and residential at Santana Row, San Jose

Transportation

The panel concluded that taking advantage of the project's adjacency to the North Concord BART station should be part of an overall regional and site-wide transit strategy. The following recommendations address a universal strategy for maximizing transit on-site.

Recommendation 4: Shape and locate development to reduce traffic and CO2 emissions.

As density increases, per capita vehicle trips and CO2 emissions decline sharply. For this reason, the panel makes the following recommendations:

- Concentrate and maximize density around the BART station and along high-frequency bus transit corridors.
- Ensure the right analytical tools are used to calculate vehicle trip generation based upon density, transit intensity, access to services and other factors.
- Some of the best places for Transit Oriented Development are not at the North Concord BART station; rather, Willow Pass Road and an on-site "Main Street" should be developed as high frequency shuttle corridors.
- Firm development standards should be created to ensure that development is transit-oriented rather than transit-adjacent. These include pedestrian-oriented design, parking reductions and Transportation Demand Management requirements.
- Minimize any low density, auto-dependent development.
- Plan to allow first-phase, low density commercial development to transition to higher densities over time by setting a walkable street grid and building orientation.
- Connect the site to surrounding Concord neighborhoods in order to provide existing residents with access to jobs and services with reduced transportation costs.

townhomes in Ladera Ranch, CA

Recommendation 5: Develop transportation programs and services to reduce auto dependency

Concord should plan for a high-frequency shuttle to connect villages within the site as well as provide connections along Willow Pass Road into downtown Concord and possibly to the Pittsburg/Bay Point BART Station, the terminus of the planned E-BART rail line. The City should complement the shuttle with:

- High quality walking and bicycling paths, and excellent connections into the rest of Concord and the County's path system.
- Transportation Demand Management programs as part of all new development. For commercial projects, Concord can require that the actual cost of parking is revealed to motorists who park and provide free transit passes to employees. For residential projects, the City could include carshare programs and free transit passes to residents.

Recommendation 6: Site the right uses in the right locations to make best of regional transportation.

In order to take advantage of excess reverse commute capacity on BART, and to address peak-direction capacity constraints on both BART and the highways, the site is an excellent location for employment.

Concord should ensure that a full array of local services are available on site to reduce future residents' need to drive on highways and arterials. They should place retail and other services on highly walkable main streets rather than in auto-oriented formats.

Recommendation 7: Build more, skinnier streets rather than fewer, wider streets.

Forcing all vehicles trips onto a few streets will make those streets hostile to pedestrians. Instead, Concord could maximize the road and path connections between the site and existing neighborhoods. On new and existing streets, the City should implement traffic calming, pedestrian and landscape improvements on existing streets to minimize any negative impacts of new traffic on existing streets.

Recommendation 8: Address congestion by limiting vehicle trips rather than development.

In the Bay Area, Transit Oriented Development typically cuts vehicle trips by 50%. For other major development projects in the region, including NASA Research Park, the San Mateo Rail Corridor Specific Plan Area, the Stanford University campus (including the Research Park), South San Francisco's biotech areas and the SFSU campus, project EIRs include vehicle trip caps and/or strict requirements for vehicle trip reduction. Concord should utilize tools for reducing and managing vehicle trips in new development to minimize traffic impacts on existing neighborhoods.

Economics

The site has opportunities and constraints in creating a major employment, commercial and residential center; the following recommendations present some first steps toward ensuring an economically flexible and feasible project.

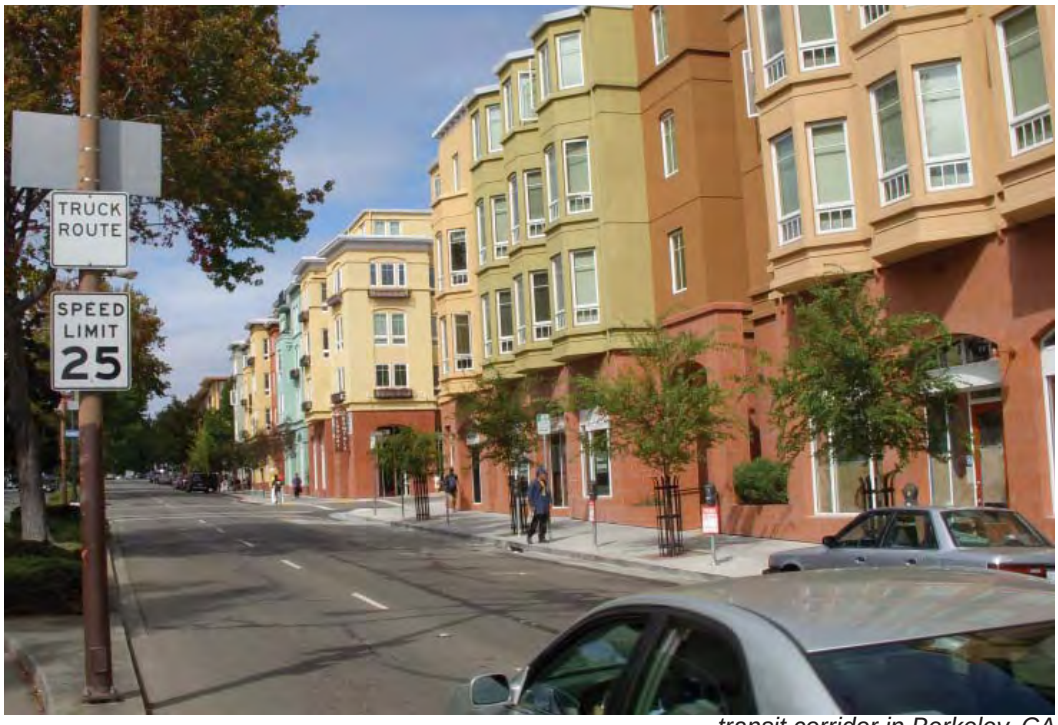
Recommendation 9: Ensure the site is economically competitive.

The project should establish early economic drivers that provide jobs in base industries, and provide financial support for the construction of the first phase infrastructure. Density will help support transit provision, and is important in a project of this type, as the TOD 'premium' comes mostly from increased development yield through higher density, not significant per-unit sales price increases. High-quality, well-amenitized development is also essential, given the number of choices available in the local market. This will boost market demand and brand the CNWS as the "place to be". The new community should allow residents to live, work and play in the same place, and provide strong connectivity to downtown Concord.

The Concord Naval Station Site will need an overall yield that is higher than traditional in the City. High development costs due to infrastructure provision means that the built space per developed acre needs to be relatively high. Per-unit values may be lower, but more units per acre will bring higher overall value.

Recommendation 10: Recognize that financing and phasing will determine economic feasibility.

Given the large costs for providing infrastructure on-site, it will be essential to carefully match demand with infrastructure costs by phase. The plan should strive for financial self-sufficiency, especially due to the need for up-front dollars to fund large initial costs.



transit corridor in Berkeley, CA

Recommendation 11: Create an economic engine.

This is a singular, large, assembled site in an excellent location, with transit and freeway access near a large workforce, many of whom commute into San Francisco. A goal of this project should be to create a unique place to attract new jobs, especially in strong and emerging fields such as Health Sciences, University Research, and 'Clean and Green' Technology. The new uses on this site must complement, rather than compete, with downtown Concord.

nightlife in downtown Buena Park

Recommendation 12: Tackle the infrastructure challenge.

The site requires new roads, new sewer and water as well as new utilities, however, this presents a huge opportunity if phasing is coordinated with environmental cleanup operations and site grading. Utilizing environmentally-sensitive practices during infrastructure development can also help reduce lifecycle costs.

Recommendation 13: Develop a financing strategy.

A potential strategy for financing site improvements could be to borrow funds for up front costs, which are then repaid through combination of public financing & private financing, including:

- Tax increment financing (TIF) (through redevelopment agency)
- Mello-Roos assessment on parcels
- Cross-subsidy (as one part of the planning area makes a profit, it can fund the other parts)

Implementation

The implementation phase of this project will include the selection of a developer, strategic parcelization, and a strategy for phasing infrastructure.

Recommendation 14: Retain a master developer.

Determining how and who will construct backbone infrastructure on a project of this scope is essential, and should lead to a cohesive, market-driven plan, allowing for systematic development of the site. Early successes help drive the marketability of future phases, but successful place-making can require higher levels of financial investment.

Recognizing that the City does not have direct control over the transfer/conveyance process for the property, the panel recommends retaining a master developer for the CNWS. Competing interests brought by multiple developers could outweigh greater land residual proceeds by increasing overall risks.

Recommendation 15: Approach parcelization strategically.

Given the long development timeframe on the CNWS project, the following strategies are essential for success:

- Create an early economic driver.
- Phasing is critical. If possible, it is preferable to complete one village before starting the next in order to promote a "sense of completion" at each stage of development.
- Maximize flexibility in parcel sizes and zoning to allow for changes in market demand.
- Create the "place" earlier than market demand for the development.
- Develop parcels with least amount of infrastructure to minimize early development costs.
- Develop the brand.
- Balance the uses.

Recommendation 16: Develop an infra- strategy.

Infrastructure costs on the CNWS project will be high; the City's estimate comes in at $1.5 to $2.5 billion, and the experience of our panel indicates that these costs are often underestimated. Careful phasing will help avoid early costs that destroy initial project returns. Pursuing tax-exempt public financing in the form of a Community Financing District, or Tax-Increment Financing, as well as aggressive pursuit of State and Federal Monies can help offset some of these costs.

Conclusion

It is our panel's feeling that if carefully planned and executed, that the CNWS project could be a new regional economic driver that includes a large new open space and a well-amenitized residential neighborhood. The development will exemplify a mixed-use TOD, well-served by regional and local transit, and provide an important reverse-direction alternative for the at-capacity BART.

Downtown San Carlos

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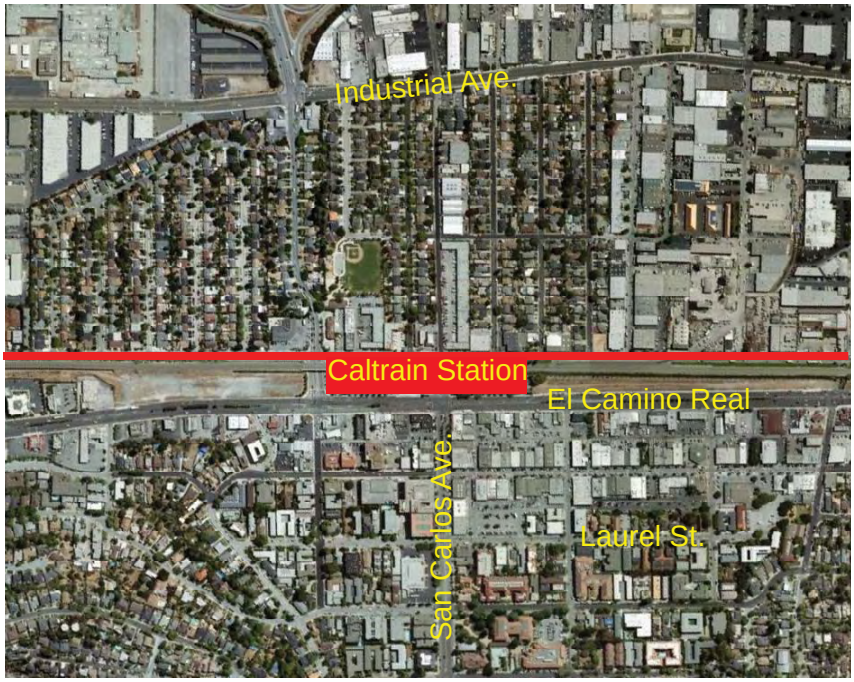
Known as “the City of Good Living,” San Carlos is located on the San Francisco Peninsula halfway between San Francisco and San Jose. The City was originally built around a nationally designated landmark from the late 1800s, the San Carlos Train Depot, which now serves as a Caltrain station connecting the City to the rest of the Peninsula. El Camino Real, a major thoroughfare running parallel to the Caltrain tracks, also serves as a route for several SamTrans (San Mateo County Transit) bus lines.

San Carlos has the right ingredients for the future development of a successful transit-oriented development at its center. The area immediately surrounding the City’s Caltrain station primarily consists



of commercial pockets and underutilized or vacant land to the east and west of the rail corridor on El Camino Real and Old Country Road. The City's civic core and a charming shopping district along Laurel Street are a stone's throw away. Light industrial uses are located east of the corridor along East San Carlos Avenue and spreading southeast of Terminal Way towards Highway 101. Established residential neighborhoods also exist within walking distance of the train station, though they seem removed due to unclear and indirect pedestrian travelways.

There is currently an 8.7-acre transit-oriented village proposed by SamTrans and Legacy Partners on land north and south of the San Carlos Caltrain station. The proposal includes 281 residential housing units, 34,600 square feet of retail/commercial space and a multi-modal transit station with a public plaza. As this project is currently undergoing environmental review and is still at the conceptual stage, the panel has made some recommendations on certain aspects of the project's proposal.

view toward Caltrain station from San Carlos Avenue

view along El Camino Real

The development of a transit village around the Caltrain station offers numerous benefits for San Carlos and its residents, including the opportunity to reduce auto-dependency, traffic congestion and green house gas emissions. The panel unanimously agrees that the "bones" already exist in San Carlos for a vibrant TOD village around the Caltrain station. They identified a number of opportunities specific to the area that the City can take advantage of, such as:

- Proximity to major job centers via the transit lines and a future Stanford campus expansion down the street.
- A walkable neighborhood scale that is amenable for pedestrians and TOD. Walking distance to the civic core and commercial areas such as Laurel Street.
- Vacant and underutilized land parcels located near the Caltrain station to be designated for future transit-oriented development.

However, the panel recognizes that there are significant obstacles to building TOD in San Carlos. Building upon the challenges presented by City representatives, the panel identified the following as the factors inhibiting the development of a transit village in the study area:

- Need for catalyst projects at key nodes to stimulate investment in the TOD area.
- Need for greater density than is currently allowed and for specified mass, height and architectural/aesthetic guidelines.

- Lack of east-west connectivity, primarily due to train tracks and existing land uses.
- Wide street widths and high traffic speed along El Camino Real and Old County Road.
- Need for more pedestrian-friendly streetscapes and sidewalks.
- Need for stakeholder buy-in from the community.

Recommendations

With support from the community, the City of San Carlos should take a stronger and more proactive approach to planning for transit-oriented development around the Caltrain station. There are numerous opportunity sites on both the east and west sides of the tracks, but planning must be done in a holistic, integrated manner, giving priority to pedestrians, not cars, and optimizing the advantages presented by having a strong transit connection to the region's major employment destinations. The following six recommendations will help the City move in this direction.

Recommendation 1: Create a specific plan for the TOD area.

The panel recommends that the City create a combined specific plan for areas both east and west of the Caltrain tracks. The specific plan would help the City and residents think of the area around the train station as a whole, rather than as a series of individual neighborhoods and projects. This unified planning process would bring together the station area, El Camino Real,

ULI panel's proposed Specific Plan boundaries

Old Country Road, Laurel Street commercial district, East San Carlos Avenue, and the industrial area. Within the specific plan, the panel recommends that the City consider public transit, land use and circulation together. Past renditions of the general plan have looked at these elements separately and the circulation element for the area is currently outdated. The City should encourage more residential development on land immediately surrounding the Caltrain station by allowing densities viable and appropriate for TOD. The boundary for the transit-oriented development area should extend a half-mile in all directions from the Caltrain station, excluding established residential neighborhoods. Once the specific plan is complete, San Carlos should conduct an area-wide programmatic Environmental Impact Review and provide CEQA clearance for the specific plan area to reduce entitlement risk for private sector investment.

Industrial land is a scarce resource in the inner Bay Area and, according to a recent MTA study, there are environmental benefits to having these uses close to the region's population center, rather than at the periphery. For this reason, the industrial area along East San Carlos Avenue, Old Country Road and Terminal Way should be preserved. On the other hand, this area is not part of the City's major industrial district and it creates compatibility issues with the single family homes across the street. The City may consider different options for reuse or redevelopment of the industrial land uses here, especially along East San Carlos Avenue. Because the current values of these industrial properties are so high, it may be difficult to identify new uses for these properties that would be both compatible with the adjacent neighborhood and financially feasible.

ULI panel's proposed priority pedestrian connections

Recommendation 2: Increase building densities and heights on strategic sites within TOD area.

Creating denser development around transit nodes is a fundamental principle of TOD and will be essential in San Carlos. However, maximizing density while limiting height can result in unattractive blocky buildings, as the recent 1000 El Camino Real project has shown. As part of the density and land use plan, a TOD height plan should be created that increases heights on strategic sites while adopting strict building bulk guidelines to ensure equitable distribution of light, air and views. The height plan should also require that rooflines are highly articulated. Increasing maximum heights to 75 feet in the plan area will limit neighborhood impact yet still allow for economically feasible projects. This height is considered an economic "sweet spot" for maximizing density while at the same time reducing costs by allowing for wood frame construction and avoiding life safety/fire protection requirements of taller buildings. The City can establish good urban design and site planning principles such as façade articulation, step downs and setbacks to reduce the impact of new development on adjacent properties.

Specifically, the panel proposes increased height limits for priority development areas on vacant and underutilized lots on Old Country Road (up to 55 feet), El Camino Real (up to 75 feet), and Wheeler

ULI panel's proposed heights

Plaza (up to 75 feet). The panel believes that the current heights proposed for the Legacy Project are too low for its proximity to the train station and recommends that the building height be increased to 75 feet for consistency. Also, the site plan for the Legacy Project should consider orienting the buildings in the east - west direction to avoid isolating the neighborhoods on the west side of the tracks and to maximize solar gain.

Recommendation 3: Prioritize pedestrian and bicycle access over auto.

As in any TOD area, pedestrian and bicycle access should be prioritized over auto use in the specific plan area. Improvements to enhance walkability, connectivity, and the public realm should be concentrated within a quarter to half-mile radius of the train station. The panel recommends that the City work with the appropriate agencies to narrow El Camino Real and Old Country Road. They should incorporate bulbs outs, mid-block crossings and other traffic-calming measures throughout the specific plan area. San Carlos can use Palo Alto's successful collaboration with Caltrans as a model of how to employ traffic calming as part of a TOD plan. The City must provide for sidewalks designed to accommodate trees and other landscaping, benches, lighting, and universal accessibility on both sides of all streets. In particular, the City should improve pedestrian connections along El Camino Real and Old Country Road and consider the possibilities of additional east-west connections through openings and pathways to improve connectivity and at more frequent intervals. Clear lines of pedestrian movement should be established between the various nodes of the City – such as civic centers (City hall, library etc), commercial districts (Laurel Street, El Camino Real), residential neighborhoods – and the train station. Building new public spaces and making public realm improvements will also help improve the streets for pedestrians.

A strong and safe bicycle network around the train station will vastly improve the area's viability as a transit-oriented hub. The panel recommends that the City incorporate bike lanes in the streets wherever possible and require bike parking for all projects within the plan area. A specific bike plan for the area should be conducted and integrated into a City-wide plan.

cyclist on El Camino Real

El Camino Real

Part of the multi-modal approach for the station area must include steps to limit excessive automobile use. The City should institute parking maximum requirements, which would encourage the use of transit over cars and reduce the traffic generated by new developments. The panel also recommends that the City conduct a Traffic Demand Management study for the station area.

Recommendation 4: Rethink the retail/commercial strategy.

The City should focus its retail strategy on revitalizing and strengthening its existing commercial districts. Given the number of weak tenants along El Camino Real and Laurel Street, the overall strategy should not add more retail elsewhere that will only weaken demand for existing areas. For example, the panel recommends that the Legacy Project should be all or mostly residential with a maximum of 7,000 to 10,000 square feet of retail. The panel recommends a further study by well-qualified retail experts to measure the real demand for newly constructed retail space in the area. Currently available rental comparables indicate low lease rates, most likely due to the predominance of older rental properties, which will be an impediment to prospective developers. Retail rents would need to be in the range of approximately $3 per square foot for new retail construction to be economically feasible. To create flexibility, the City may encourage more flexible commercial space development that would allow office space to convert to retail and vice versa, as market conditions warrant.

public realm on Laurel Street

Old Country Road

With regard to residential development, San Carlos should continue to encourage more housing development in the TOD area to support both transit use and existing retail. New development throughout the area should target empty nesters, the young workforce and residents age 55 years and older. The City should especially encourage new affordable housing development, such as in Wheeler Plaza, to add residential units and alter the character of the area with high quality, well designed new rental projects. Affordable housing development can help catalyze other development projects and substitute market rate housing development in a weak real estate market.

Finally, the City must recognize that Laurel Street is a unique local asset that makes this area a desirable place to live and work. In order to preserve the character of Laurel Street, the City should consider conducting a historic buildings survey and creating a conservation zone.

Recommendation 5: Strategically use Tax Increment Finance (TIF) funding for TOD

One of the key anticipated benefits of TOD is its potential impacts on economic development and tax revenue generation. Particularly in redevelopment project areas, tax increment revenue will increase when the area's property base is enhanced due to new and denser development. Money that is collected through Tax Increment Finance (TIF) should be strategically

invested in TOD, which will in turn help to increase tax increment revenue. The City should begin by investing TIF funds in infrastructure improvements to create traffic calming measures along Old Country Road and El Camino Real, pedestrian and bicycle connections, public realm improvements, and shared parking facilities that support commercial and residential development. They should also create value in the area by using housing set-aside money to subsidize affordable and workforce housing development in the TOD area.

Recommendation 6: Educate the public regarding the many benefits of TOD

The panel strongly believes that a crucial part of San Carlos' TOD strategy will be a public education effort that connects TOD with the concept of "green" cities. The City may experience significant community resistance to TOD due to the density that is generally required to have a successful (economically and otherwise) transit village near public transit nodes. Oftentimes, a community associates density with massive complexes that negatively impact abutting properties due to their lack of visual appeal, shadow effects and additional traffic. Neighbors also worry about the additional impact of new developments on public schools and City finances. While some of these fears are myths that can be dispelled once more information is provided, others can be remedied through creative design solutions. To address public opposition to density, the panel recommends that San Carlos reframe the City's "green" strategy to incorporate and encourage TOD in addition to other strategies such as green building technologies. The City could also provide data on greenhouse gas emissions reduced by TOD. City staff can show examples of good urban design around TOD projects through

blocky design of 1000 El Camino Real , currently under construction

San Carlos Caltrain station

design charettes and site visits, and can conduct view simulations and shadow studies to depict how dense buildings can be made compatible with their surroundings. San Carlos would use the 1000 El Camino Real project as an example of what not to do and show people what could have been done to make the project less intrusive in the neighborhood. The City must also educate the general public and City officials on the connection between TOD and economic development . They should provide real data on the impact of TOD development on public finances. Through these measures, San Carlos will be able to nurture Community Advisory Committee members as key spokespersons to the rest of the community.

Conclusion

There are numerous quality of life, environmental and economic benefits that can make the case for TOD if they are presented clearly to the San Carlos community. While the residents of San Carlos view their City as a small town, they must also consider a more regional view. San Mateo County desperately needs workforce housing. Additional housing in San Carlos will help to serve the county's job centers, creating an improved jobs-housing balance in the region while providing an environmentally friendly and fiscally responsible long-term growth plan for the City. San Carlos has the structure and the expertise to move forward on a comprehensive TOD strategy that will strengthen the City core, appeal to a broad City audience and bolster the City's image as a desired place to live and thrive.

Downtown San Leandro

San Leandro, CA

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Centrally located in the East Bay, San Leandro is home to a growing population of 82,000 people. The City is well connected by a strong network of regional public transit including BART located ½ mile from downtown and multiple AC transit bus lines. The existing City framework in San Leandro creates opportunity for building a "transit oriented development that behaves as a natural extension of the City's history" (San Leandro TOD Strategy). Established prior to the dominant use of automobiles for transportation, San Leandro was historically a transit-oriented City. The first buildings were clustered around a railroad line located on the western edge of the City, which grew through a network of horse-drawn and later electric trolleys connecting people and goods to Oakland and Hayward. This early transit-orientation gave birth to San

San Leandro Plaza, May 1892

Leandro's current walkable and pedestrian scaled blocks and streets. As automobiles grew in prominence following WWII, they brought with them two new major developments and negative influences on the City's form. First, in the 1980s the Washington Plaza shopping center project consolidated three major City blocks, impacting pedestrian and vehicular circulation. Second, the development of the BART station surface parking lot further divided the City and created an incentive for driving to the BART Station.

San Leandro is an established community almost completely built-out and the vast majority of new residential growth in the City is expected to occur in downtown as infill development. Downtown San Leandro is defined by short walkable blocks punctuated by attractive and high quality architecture. Among the City's greatest assets are the many historic buildings downtown which create a sense of place and by design lend themselves well to the goals of transit oriented development.

The TOD Strategy Area is home to 3,500 of the City's 36,000 jobs, which represents the highest concentration of high-wage white collar office jobs in the City. These jobs are mainly in the banking and service industries. Approximately 10 percent of San Leandro's population or about 8,100 people live within the Strategy Area and the majority of residents are part of a two-person household. The average household size for the Strategy Area is 2.19. As more young families continue to move to San Leandro, the median household income has increased 23% from $51,260 in 2007 to $66,507 in 2008.

"This new development will bring more housing, retail and jobs and will result in more attractive and easy to use streets and sidewalks. With more residents living and working there, downtown San Leandro will be a more vibrant and inviting place…"

- Downtown San Leandro TOD Strategy

In winter of 2005 San Leandro received a $450,000 planning grant from the Metropolitan Transit Commission (MTC) and later a matching grant from Alameda County Transportation Improvement Authority for station area planning. San Leandro's comprehensive TOD strategy is the outcome of a 20 month planning process, during which City staff worked closely with a 27 member Community Advisory Committee ("CAC") and held numerous meetings to engage area residents, businesses and other local organizations. With the adoption of the strategic plan document, the City of San Leandro also adopted environmental clearances and an EIR at the program level with five overriding considerations serving as an umbrella document for development within the 88 acre Strategy Area. Further, the City also changed the zoning code to match the density, parking and open space framework of the TOD plan.

Of the 503 acres examined for the TOD Strategy only 88 acres were identified as having potential for revitalization. Within those 88 acres a total of 39 opportunity sites were selected near the downtown core and around the San Leandro BART Station. With the exception of the Westlake parcels directly adjacent to BART, the Wachovia (formerly World Savings) site parking lots and a few smaller vacant lots within the downtown core, most opportunity sites have existing buildings on them and some are made up of multiple parcels with various owners.

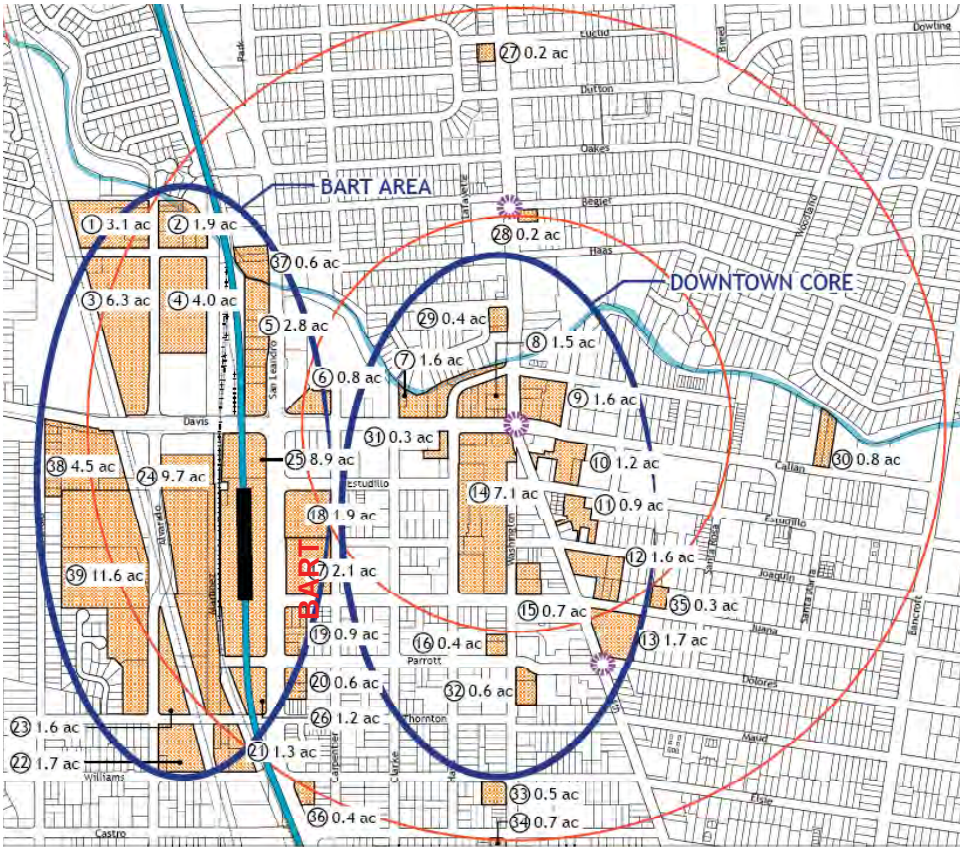
Among the goals of the TOD Strategy is increasing transit ridership and housing while maintaining and enhancing the character of the downtown. The TOD Strategy will provide 3,400 new housing units, 120,000 square feet of new retail and 720,000 square feet of office. By filling in portions of the downtown with transit-oriented development and creating better links to BART, future AC Transit BRT station and the mixed-use downtown area, San Leandro will:

1. Establish the Downtown area as a vibrant and distinct destination which would be connected to the surrounding area by enhanced transit and pedestrian orientation.
2. Increase transit ridership and thereby maximize the cost-effectiveness of current public modes of transportation.

The technical assistance panel identified the following challenges to transit oriented development in downtown San Leandro:

1. Lack of successful precedent for unsubsidized TOD in San Leandro.

No TOD projects have been completed in San Leandro since the adoption of the Strategy. However, there is an application for a mixed-use transit village to be built by a partnership between BRIDGE Housing and Westlake Development on approximately five acres of vacant land adjacent to the San Leandro BART station. The BRIDGE/Westlake development team has secured a $24.4 million grant from state prop 1C funds. Once completed, the BRIDGE/Westlake project should help prove that there is a market for both market-rate and affordable housing in San Leandro.



TOD Opportunity Sites, Downtown San Leandro

"The challenge, and the opportunity, is not to build a whole new urban environment in the area, but rather to build upon and improve the existing framework and assets that already exist"

- Downtown San Leandro TOD Strategy

2. Existing uses on many opportunity sites have values that make their redevelopment less feasible.

Given that San Leandro is a well established community, only a few opportunity sites identified by the TOD strategy are currently vacant. Existing improvements include single and multi-family homes as well as commercial, industrial, retail and office uses including a car dealership, bank, Safeway and vacant Albertsons building among other uses.

3. Existing minimum densities may be too aggressive in this market.

The TOD Strategy sets minimum and maximum densities for the various opportunity sites. A total of 39 opportunity sites have been identified, 16 of which are considered to have potential for redevelopment in the near to mid-term. On these sites minimum densities range from 20 to 60 dwelling units per acre depending on the size and location of the site, which may not be economically feasible in the short-term.

4. RDA is out of money

The redevelopment agency has exhausted most of its tax increment funds and cannot provide direct subsidy or assist financially with land acquisition or other development costs.

5. Difficulty/cost of site assembly

In the “good old days” many redevelopment agencies helped create an incentive for developers by using tax increment dollars to purchase and assemble a developable size parcel from a number of smaller contiguous ones. This saves developers time and money and creates a tangible incentive for them to develop within a redevelopment project area. Today’s reality is that the arduous task of site assembly and negotiating with multiple land owners is often completely left to developers to champion.

gateway element in downtown San Leandro

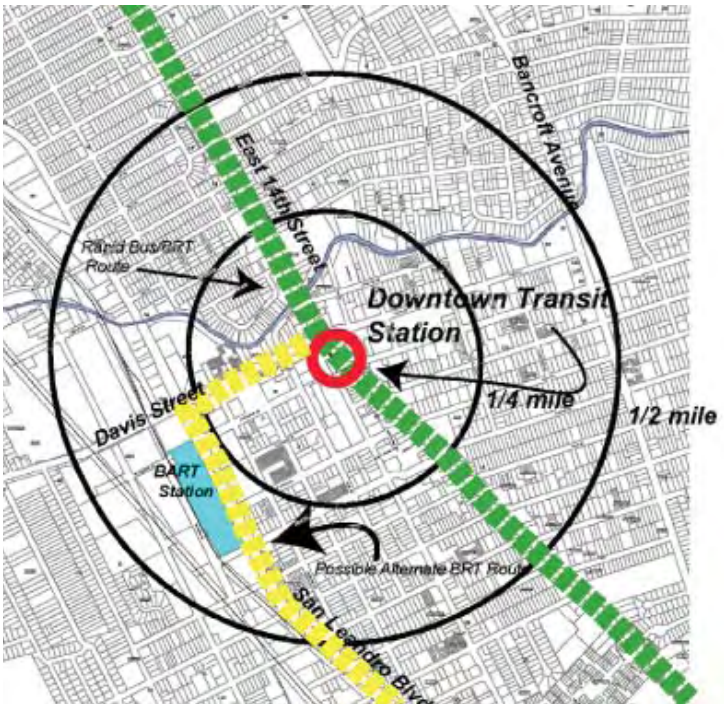
Recommendations

All panelists agreed that the City of San Leandro has done a great job with their TOD Strategy. San Leandro has a very well-executed planning effort and a mix of uses, heights and densities that are all forward-thinking. Furthermore, San Leandro is at the forefront of State of California's TOD funding and is already taking proactive steps with regards to roadway reduction, streetscape, parking, strategic tenanting and improved incentives. With that said, the panel proposes the following recommendations.

Recommendation 1: Reduce minimum densities in near-term.

Given current market conditions and the lack of precedence for successful TOD in San Leandro, if the City wants projects to be built in the near-term, 60 dwelling units/acre minimum densities may be too high for some of the opportunity sites, especially those under one acre in size. To help make development more feasible in the near term, higher minimum densities could be phased in with minimums more in the 30 units/acre range allowed for the first 10 years or so. This would be a trade-off, assuming that leaving densities at the 60 units/acre minimum will likely mean waiting much longer for development and missing some opportunities.

To illustrate this concept, take for example the 0.6 acre site at the corner of San Leandro Boulevard and Parrott Street. The property is located on a major arterial street and directly across from the San Leandro BART Station; hence the City requires a minimum density of 60 units/acre. While this may make sense from a planning and land use point of view, from a developer's perspective a 60 units/acre project on 0.6 acre site would raise concerns about high construction costs. To achieve the minimum density requirement on this site would require a building of at least 35 dwelling units and parking for the same number of cars. The resulting building configuration would probably either be one level of below grade parking and three stories of residential or a podium structure with three residential stories over one floor of at-grade parking. The price per square foot to construct either building scenario would result in unit prices too high for this market, especially given the lack of precedent for this type of development in San Leandro. One solution may be to share parking with the BART station across the street, in which case a developer could forgo the expensive construction costs associated with parking and instead build a more economical three story wood building at existing street grade.



future AC Transit Bus Rapid Transit station

opportunity Site at San Leandro Blvd. & Parrott St.

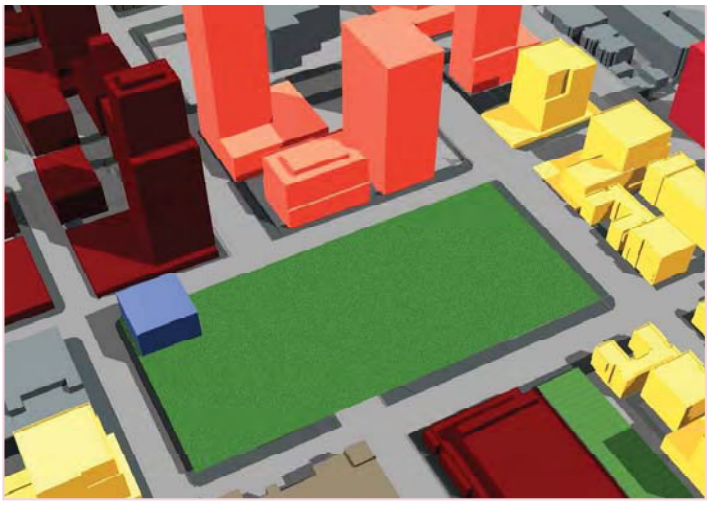
A bit of controversy surrounded this recommendation at the TOD MarketPlace conference on September 26th, 2008. While the panelists felt it was reasonable to reduce density, several conference participants were adamant about the City sticking to higher densities and seemed more optimistic about developers' ability to build at those minimums in the near term even in this market.

Recommendation 2: Ensure development process is clear for owners and developers.

Property owners are not necessarily familiar with the development process, so it is important to educate them about the benefits of owning an opportunity site as well as to help them navigate the development process. San Leandro staff has already met with property owners to explore various options for their properties. The City should continue that effort. The panel feels it would also be helpful to create a simple document that serves as a step-by-step guide of the time-elements and major milestones for new developments. The document should cater specifically to current property owners, who are more likely to develop in the near term if they feel comfortable with the process. Further, the City should educate property owners about the availability of State TOD funds and assist in their application or help them partner with a non-profit developer who can. Lastly, the panel emphasized the importance of allowing enough flexibility in the environmental review process that individual conforming projects are handled at an administrative level and do not have to go through City Council.

Recommendation 3: Encourage smaller parcel development in designated infill areas.

The TOD Strategy Area is broken up into Primary Development Areas, Infill Opportunity Areas and Residential Neighborhood Districts. These distinctions are important because the nature of infill development is very different from larger scale redevelopment. Given the many challenges unique to infill development the panel recommends creating a shorter version of the TOD Plan called "An Infill Guide to Developing in Downtown San Leandro" and making it widely available to infill developers. Further, the City can be more proactive by issuing an RFP for developers on sites in the infill areas as well as other opportunity sites and by holding workshops to bring together local developers and property owners in the infill areas. The City could additionally create incentives for brownfield remediation and reuse on properties with onsite contamination.



proposed Infill in Downtown San Leandro

Recommendation 4: Create financial incentive for development.

Given the City's lack of tax increment financing for direct subsidy to development, more creative incentives and concessions are needed. One possibility would be for San Leandro to defer or subsidize fees on priority sites. For example, the City of Santa Cruz provides a subsidy to projects equal to the net increase to property tax applied over time. This is done by reverting the tax increment as a direct grant to a project or to the City agencies that would be receiving the fees. Another incentive could be an accelerated entitlements process. The City could also prepare an Economic Plan or conduct pro forma analysis for specific project areas to show developers what would work and to help ensure that the zoning and land use requirements aren't barriers to development. Despite these incentives, at the end of the day the redevelopment agency may need to consider some degree of subsidy to key sites in the form of direct funding from Tax Increment or other gap financing, especially for clean-up and site assembly.

Recommendation 5: Create a parking benefits district downtown.

The City should encourage in-lieu fees for parking in downtown, to support the existing strategy of many small surface lots identified in the Downtown TOD Strategy. Examples of a parking benefits district include the City of Palo Alto and Walnut Creek, neither of which have private parking downtown. Instead, everyone pays in-lieu fees, which the City then uses to develop many small lots/garages. Within the parking benefits district, San Leandro could use meter

example of central parking meter machines commonly used in parking benefits districts

money funds for streetscape improvements. The City should apply a goal of 1:1 parking ratio, but allow a maximum of 1:1.5 where the additional .5 spaces are unbundled. Also, the City should encourage projects to meet requirements by swapping parking spaces with other uses within ¼ mile of proposed project. San Leandro could charge for public parking only in the daytime or validate for retail and restaurant patrons. Finally, the panel recommends that San Leandro limit the surface parking in downtown and create a free shuttle connecting restaurants and retail in the downtown core with public parking structures and the BART station.

Recommendation 6: Increase around-the-clock activity downtown.

It will be critical that San Leandro draw destination-based retail that creates both nighttime and daytime activity downtown. Upon completion, the BRIDGE/Westlake transit village project will be a built-in market for night traffic. Also, the panel feels that a family-focused movie theater is worth considering downtown. Regarding daytime activity, San Leandro should explore more attractions like the Farmer's Market or a "Downtown Market," where vendors stay open and bring tables outside, and plan more exhibits, festivals, and fairs. They should seek an educational institution like an extension of Cal State East Bay or a satellite of local community college to locate downtown and help create daytime traffic and support the retail. Daytime activity will also be supported if the City encourages outdoor dining by providing seating outside, proper lighting and wide sidewalks. Lastly, San Leandro should explore an active civic or public use in downtown like a City Hall, civic center, medical building, or other office uses.

daytime and nightime activities that create an active downtown

Recommendation 7: Implement a BART Ticket Validation Program.

In order to link the retail and commercial development downtown with transit, San Leandro could figure out an occasional or permanent way for businesses to give free BART tickets, or to validate (discount) BART tickets for their patrons. Such a ticket validation program would help draw a regional crowd to downtown San Leandro's retail and restaurants. San Leandro could look to the Portland Streetcar as a model of this program.

Recommendation 8: Improve the bicycle connection between BART and downtown.

Encouraging bicycle travel and providing bike infrastructure will enhance the urban character of the area and may ease future traffic problems as development intensifies. The current proposal for two bicycle thoroughfares through downtown may not be enough. San Leandro must also provide ample and well-designed bike parking throughout the downtown and at BART. Since bike rack design and placement can influence how many people ride, the City should take steps (talk to cyclists, work with a consultant) to ensure high-quality bicycle parking.

existing conditions surrounding San Leandro BART station

Recommendation 9: Prioritize finishing the streetscape on Estudillo, Alvarado & Juana.

To improve the walkability around BART and to strengthen the connections between the station, the Wachovia site (presently World Savings) and downtown, the panel recommends that the City narrow San Leandro Boulevard and create several easy pedestrian crossings on that street. They should strengthen the pedestrian-oriented streetscape amenities on connector streets Estudillo and Juana east of the BART station as well as Alvarado Street to the north.

Conclusion

The City of San Leandro has developed a model TOD Strategy that represents a significant and broad community effort. To translate this planning effort into strong transit-oriented development projects, San Leandro must make targeted investments that enhance the existing public realm and lay the foundation for future growth. They must also carefully weigh their plans against market realities. A continued and expanding relationship with property owners, local stakeholders, and area developers will be critical to this intrepid City in accomplishing their objectives.

photosimulation of station area

Dumbarton Bridge Rail Station

Newark, CA

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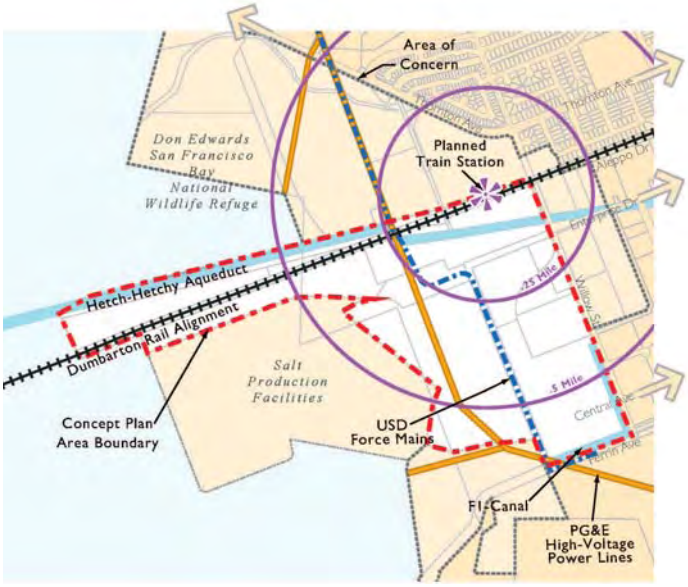
The City of Newark is located in Alameda County adjacent to the cities of Fremont and Union City on the San Francisco Bay. In fall 2007, the City teamed up with five land owners to create a Specific Plan for Area Two, a 600-acre site located on the edge of the Bay in west Newark. The site lies 2.5 miles south of State Route 84 and the Dumbarton Bridge. The Dumbarton Rail corridor project will connect existing Caltrain lines in Redwood City and Menlo Park with BART and the Sacramento-Los Angeles Amtrak in Union City. One of the system's six proposed stations will be located in the middle of Planning Area 2, just west of Willow Street in Newark. The Dumbarton Rail is planned as a commuter system, initially running twelve trains per day during commuting hours.

The primary focus of the Area Two Plan is the 233 acres around the proposed Dumbarton Rail Station. The land has contained various industrial, manufacturing, chemical processing and salt production facilities since the early twentieth century. Much of the land is presently vacant. The City has engaged consultants Design, Community & Environment (DC&E) to create a conceptual land use plan for Area Two. The Concept Plan, which was accepted by the Planning Commission and City Council in March 2008, includes a medium density transit-oriented residential neighborhood, retail and commercial space, and some open space. The Plan proposes a range of 1,000 to 2,500 housing units, with high-density housing located next to the train station, medium-density units surrounding that, and lower-density single-family homes in the southern portion of the Plan Area. Up to 65,000 square feet of retail stores are proposed near the transit station and an additional 250,000 square feet of commercial space is proposed along Willow Street.

The location of the Plan Area offers many benefits that will appeal to future developers and residents. The location has potential to serve as a commuter site for job centers in Silicon Valley, San Mateo County, San Francisco, the 680/580 corridor, and Oakland-Emeryville-Berkeley. The site is located about 6.5 miles from the Fremont BART station and about two miles from downtown Newark. Additionally, there is east-west freeway access via Route 84 and north-south access via Highway 880, which is only a few blocks from the site. Recreational and open space attractions include a future Bay Trail extension, planned to run along the entire west edge of the Plan Area, and the Don Edwards National Wildlife Refuge and Coyote Hills Regional Park located just to the north.



The City faces several barriers to achieving the goals of the Area Two plan. Newark has seen virtually no new development since 2003. The historical use of the land has resulted in significant need for environmental remediation, which must be addressed before any development can take place. Also, there are various rights-of-way and easements that restrict the type and arrangement of development that can occur on the site. Most important among them, the Hetch-Hetchy Aqueduct is located in a 110' right-of-way running more or less diagonally through the northern portion of the site. There are also PG&E transmission lines that traverse the Plan Area from north to south, in a 60' wide easement.

Recommendations

The panel offers three recommendations for proceeding beyond the conceptual plan to the work of producing a Specific Plan, environmental analysis, toxic cleanup and, eventually, to development. These recommendations are:

1. Create a collaborative process for planning, cleanup, and pre-development.
2. Focus on the market and economics.
3. Plan the land use to create a distinctive place.

The remainder of this report describes these three recommendations in more detail.

Recommendation 1: Create a collaborative process for planning, cleanup, and pre-development.

The first recommendation to create a collaborative process would bring together all the key landowners, the City, community members, and other integral agencies and groups to focus on the three major dimensions of preparing the property for development:

a. Unified cleanup process,
b. Community based planning process, and
c. Community Facilities District to aid in financing cleanup and infrastructure.

Both the City and landowners will realize benefits from collaboration and a coordinated effort. The landowners will see a significant increase in land value resulting from a streamlined process that changes the land use and establishes clear standards for the timing and degree of cleanup. The property

owners stand to realize an estimated $15 to $20 per square foot in land value with a total value increase of $100 million to $130 million. This should provide more than adequate compensation for the cost of cleanup and reimbursement of landowner costs for supporting the land use planning process. The City will realize significant public benefits: 1) a medium density land plan will help assure the construction of a commuter rail station; 2) development planning will clean up a blighted area; and, 3) development of the area will create recreation and additional services for the community at large.

A unified cleanup process will be critical to progress on the site. The City and landowners should map out a process to achieve complete cleanup of all properties in four years. Although the cost will be greater to clean the sites to residential (rather than industrial) standards, the value creation, as noted above, should be more than adequate. Of significant importance is the fact that the value of each individual property will be greater if the entire site is cleaned and developed in a comprehensive manner. If necessary, the City, acting through the Redevelopment Agency, should use the Polanco toxic waste cleanup statutes to force participation by reluctant property owners. Polanco Act provisions are available for redevelopment project areas looking to initiate environmental remediation and provide indemnification to future developers, with cost recovery from the legally responsible parties.

Next, the City should convene a Task Force of landowners and community members to create a Specific Plan for the site. Developing the Specific Plan must be a collaborative, community-driven process. The scope of the Specific Plan should include land use, economic and market analysis, infrastructure/ utilities, open space and greenways, a financing plan (capital and services), the proposed performing

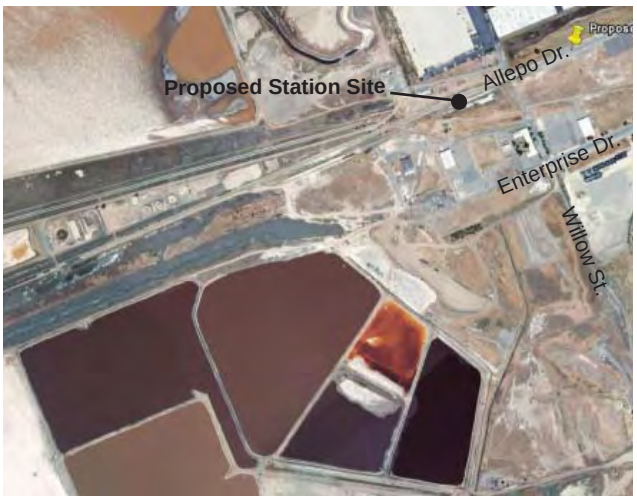
arts center, and community participation. This Specific Planning effort should be accompanied by the preparation of an environmental impact report. By proceeding in this fashion, individual developments will be able to rely on this environmental work and will not have to conduct their own individual environmental review process. The estimated cost of creating the Plan will be $1-1.5 million; these costs should be split evenly between the City and the property owners. For the landowners, this will mean an up front expense of approximately $.10 per square foot of land.

The third collaborative pre-development step that the City should pursue is the creation of a Community Facilities District (CFD). A CFD will fairly distribute infrastructure costs for the site and could be formed by a two-thirds majority vote of property owners. Once formed, the District would levy an annual special tax to fund the early installation of infrastructure and the provision of municipal services. The Redevelopment Agency should fund technical support for the process, with an initial budgetary allocation of $50,000, and provide backup security for undeveloped property.

The City, acting through its Redevelopment Agency, will be a critical source of management and funds during the pre-development phase of the project. The total project value (with 2,500 residential and 500,000 square feet of commercial) is an estimated $1.1 billion, which will create $30-$40 million of future redevelopment bonding capacity. This future financing capacity will allow the Agency to repay early advances to the pre-development process, thus offsetting risk in the early stages. The Agency should work closely with the property owners in the early stages to achieve a reasonable sharing of risk, where the Agency's participation mitigates some risk while the landowners are required to also have significant "skin in the game", thus aligning the interests of the landowners and the community.

Recommendation 2: Focus on the market and economics when determining future uses.

The site location in the center of the inner Bay Area makes it a pivotal point for employment: there are over 300,000 jobs within 10 miles. The target market for housing here will likely be younger households seeking value and workers from the Peninsula and Silicon Valley who have been priced out of those markets. The site will also appeal to those seeking an amenitized location with Bay views, recreational greenspace, and regional transit access. For these reasons, the panel believes that a variety of medium-density housing types is the best fit for the site. The City can achieve the same number of units on the site by reducing the high-density condominiums and apartments and low density single-family product and planning for more attached single family, townhouse, and condo/apartment units. Three story garden condo/apartments and other designs that do not require



structured parking will be well-suited for this site. A mix of affordable options targeted to a wide range of populations should be incorporated within each project, to create a diverse and inclusionary community.

With regard to retail, there may not be a market for a large grocery store at this site. The nearest supermarket and other retail are presently located 1.5 miles from the site. Also, the location at the edge of a trade area is a limiting factor. The City has considered providing a subsidy to secure a grocery tenant, but this is not a good long term solution. Instead, Newark should plan for a smaller, neighborhood scale shopping center of approximately 100,000 square feet. The primary opportunity is for a smaller, specialty supermarket, a newer format that is growing in popularity. The design will need visibility and access from the existing neighborhoods to the north and east, as well as from the new homes within the site. Since the new residential development will provide an important base of shoppers for any commercial uses on site, the City should plan for the residential to be built first.

An essential question that the City must ask is whether the market is strong enough to support large quantities of mixed use, transit-oriented development at this location. The pre-development expenses will be significant and may be a barrier to development. Although the City is highly committed to the Dumbarton Rail project, that project is still far from secured. When completed, the system is planning to offer only twelve trains per day – frequency that will not support an intensive TOD strategy. In order to move forward with development, Newark should define Area Two as a "transit-ready development," one that works on its own and will be greatly enhanced in the future when transit service is provided. A transit-ready Area Two would provide the density sought by MTC, the City, and property owners; have extremely high walkability; but might provide slightly more parking than a typical TOD. The adjacent retail can provide a mix of uses that serve as an amenity to residents and reduce trips while also benefitting adjacent neighborhoods, an important City goal. The transit-ready concept allows the City to plan for the future train station and capture near-term market demand without the complexity

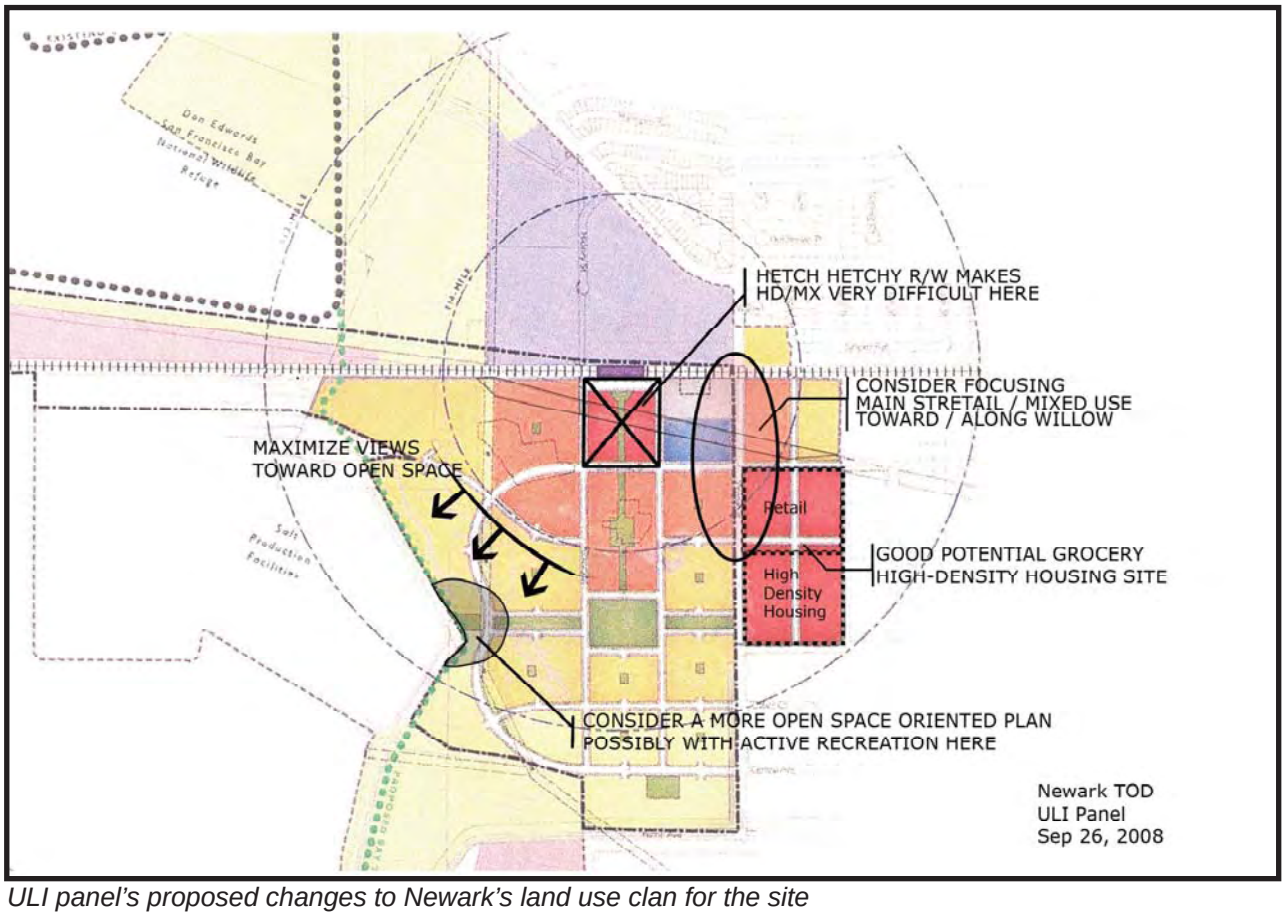
proposed Dumbarton Rail line

and risk that would arise from orienting all uses around the future station site. Also, any delays in the timing of the rail system would not threaten the viability of the development.

This recommendation is not intended to downplay the long-term importance of rail service to the site. The panel recognizes that the Dumbarton Rail, when built, will be an important amenity on the site and will help mitigate the traffic, parking, and greenhouse gas impacts of the project. In the short-term, a bus shuttle service, similar to the Emery Go-Round, could be offered to connect new residents to the Fremont BART station. The shuttle could be privately financed (by businesses or the homeowners association) and should be established early in the project development.

Recommendation 3: Create a distinct place.

It will be critical to the success of the development that the land uses create a distinct place within this new neighborhood – one that attracts people to meet their basic needs on-site and is a destination for broader City residents. To accomplish this, the panel recommends a new land use plan that creates a "main street" along Willow Street. Ground-level retail with housing above will create a distinct, walkable environment. Placing high-density housing next to the train station as planned will be difficult because of the Hetch Hetchy right-of-way. Instead, the City should



ULI panel's proposed changes to Newark's land use clan for the site

Orenco Station, Oregon

concentrate the highest densities toward Willow Street, supporting small, pass-by retailers and creating an active heart for the new community. This higher density housing would also provide the economies of scale needed to develop deeply affordable housing within the community and the mixed-use component would ensure the proximate amenities needed to secure funding for the development. The future train station plaza should be located as close as possible to the corner of Willow Street, creating a gateway to this new avenue. A grocery store and other shopping can be provided across the street, at the corner of Willow and Enterprise Drive. Orenco Station, located along the light-rail corridor outside of Portland, is an example of a thriving community located next to a rail station but oriented around a mixed-use town square.

Another way that the plan can leverage the site's unique location is to prioritize the Bay as a defining feature of the project. Excellent views, the Bay Trail, and access to regional parks set this site apart from Union City and other competing locations. The open space plan for Area Two should center on the Bay, providing linear greenspace, small neighborhood parks, and frequent access points to the Bay Trail. Bayfront properties in the City of Richmond could be used a model for this area. This 'edge' area development is also an ideal location for an active recreation use, like a sports field or cricket pitch, which would enliven the area by drawing people from other parts of Newark.

Conclusion

Few development sites in the Bay Area are as large and offer such a premium location as Newark's Area Two. Area Two provides Newark with an opportunity to provide diverse housing options, create a new commercial and retail hub, and stimulate economic activity that will invigorate the City as a whole. Through a careful community-based process with up to date market analysis and planning that emphasizes the site's unique characteristics, Newark can facilitate the development of a one-of-a-kind community where residents and retailers will be proud to locate.

San Bruno Caltrain Station

San Bruno, CA

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The City of San Bruno, located on the Peninsula between South San Francisco and Millbrae, is at a unique point in its development. The City's historical growth along the Butterfield stagecoach line followed by suburban-style development in the mid-20th century has resulted today in a City with a split physical personality. San Bruno's downtown core along San Mateo Avenue maintains much of its historic charm, with small retailers, connections to nearby neighborhoods, and a walkable, tightly woven urban fabric. But the City's major roadways, including El Camino Real and San Bruno Avenue, carve through the area with high-speed traffic and mainly auto-oriented uses. Although the San Bruno BART station presently has the lowest ridership of any Peninsula BART stations, its location near downtown creates a prime

City of San Bruno's Downtown and Transit Corridors Plan Area

opportunity for more urban, compact growth patterns in this area. Furthermore, the City is planning to relocate its Caltrain station to the central intersection of Huntington Avenue, San Mateo Avenue, and San Bruno Avenue, which creates even greater momentum to redevelop the area's many vacant and underutilized parcels and create a thriving mixed-use place in downtown San Bruno.

In an effort to shape development along the City's important transit corridors and enliven the downtown, San Bruno began in early 2008 developing the Downtown & Transit Corridors Specific Plan. The Plan, created in cooperation with consultants with Moore Iacafano Goltsman (MIG), covers the area surrounding San Mateo Avenue, San Bruno Avenue and El Camino Real. The planning process is expected to take approximately one year with completion of the Transit Corridors Specific Plan in the Fall of 2009.

Although the City hopes the plan will help encourage vertical, mixed-use development on underutilized parcels downtown and surrounding the new Caltrain station, San Bruno faces several significant challenges to building TOD. The fly-zone of the San Francisco International Airport passes just next to the future Caltrain station, which limits residential development in this area. Also, in 1977 San Bruno voters adopted Ordinance 1284, which requires a public vote to approve any development taller than three stories or 50 feet. The Ordinance also restricts the construction of multi-story parking structures and prohibits any increase to residential densities in many areas. Last, both El Camino Real and San Bruno Avenue serve as important local and regional vehicular thruways, but their wide rights-of-way and fast traffic create an uninviting and unsafe pedestrian realm.

Recommendations

The ULI Technical Assistance Panel focused their recommendations on particular strategies that will create a unique sense of place and draw people to walk, shop, and live downtown. The recommendations are:

1. Create a gateway on San Mateo Avenue.
2. Locate government or civic buildings downtown.
3. Employ shared parking strategies.
4. Consider a trolley bus on San Mateo Avenue.
5. Work closely with Caltrain and other elected leaders.
6. Make strategic public investments.
7. Include growth downtown in a "green strategy" for the City.
8. Engage citizens using a variety of outreach techniques.

Recommendation 1: Create a gateway on San Mateo Avenue.

The first recommendation is to create a "gateway" on San Mateo Avenue near the proposed Caltrain station: a signature entrance feature that will create a sense of character and signal to drivers that they are entering a defined place. The gateway area should include features such as large entrance signage, accent and shade tree plantings, decorative crosswalk and sidewalk pavement, and new light fixtures.

Recommendation 2: Locate government of civic buildings downtown.

The panel recommends relocating the San Bruno City Hall and/or encouraging siting of other local, state, or federal government buildings along San Mateo Avenue. Locating such government buildings in the center of downtown will generate foot-traffic that supports local retail and emphasizes the downtown as the civic heart of the City. County, state and federal elected officials should be recruited to assist in this long-term effort. Similarly, encouraging a university or community college to offer extension classes downtown would bring people downtown in the evening, creating a safer and livelier nighttime environment.

Recommendation 3: Employ shared parking strategies.

While it is important that the City continue to encourage active uses (i.e. post office, library, mid-range restaurants) downtown, growth of this type will create additional demand for parking in the City center. To address parking downtown, San Bruno could encourage shared parking strategies, especially those between businesses with different peak hour parking needs. This approach would require that the City permit developers to meet parking requirements off-site. One example of an opportunity for shared parking strategy exists at Artichoke Joe's Casino, a large establishment located next to the future Caltrain station. Artichoke Joe's won voter approval in 1998 to build a multi-story parking structure on their property, yet the structure has yet to be constructed. The ULI panel recommends that the City partner with Artichoke Joe's to construct a shared parking structure that would be available to patrons of all downtown businesses.

example of gateway element in City of Pleasanton


example City Hall from City of Mountain View

example wayfinding strategies

Recommendation 4: Consider a trolley bus on San Mateo Avenue.

Improving transit connections downtown will also help the City realize its vision for downtown by reducing parking needs and increasing foot traffic. As part of their downtown development strategy, the City of San Bruno should consider providing a trolley bus along San Mateo Avenue. This new transit route could connect large City employers like Google and YouTube to BART, Caltrain and downtown. Since Google and YouTube already offer a commuter shuttle between their corporate campuses and the BART station, the City should be able to partner with these employers to expand shuttle service hours to include lunchtime trips, broaden the service area, and open the route to all users.

Recommendation 5: Work closely with Caltrain and other elected leaders.

The construction and design of the future Caltrain station will be critical to the success of the entire area. To ensure that this catalyst project moves forward as planned, the City of San Bruno should provide a briefing to and seek the support of its elected State legislators. The City should continue to work with Caltrain and promote this station as a test case for how station relocation and innovative design can lead to increased ridership. The station design is crucial; a beautiful station will not only serve as an appealing gathering place for the people of San Bruno, it will also set the precedent for future development in this area. The City should engage with Caltrain early in the design process, to ensure that the station incorporates some neighborhood serving retail and provides a clear pedestrian connection to downtown.

Recommendation 6: Make strategic public investments.

Public investment in streetscape improvements will launch the placemaking process and demonstrate to developers the City's commitment to strengthening this area. The City should select key beautification sites, such as the property surrounding the casino and along the banks of the rail bed, to prioritize for plantings and streetscape improvements. To accomplish this, San Bruno should aggressively research and seek federal and state funding for both streetscape projects and catalyst development projects. State and federal funds may in particular be available for well-designed affordable housing, an appropriate use in this transit-served, downtown location.

Recommendation 7: Include growth downtown in a "green strategy" for the City.

To further encourage development in downtown San Bruno, the City should work to create an exemption from Ordinance 1284 in the TOD project area. Since this objective will be politically challenging to accomplish, the City should consider proposing the change as part of a larger "green" strategy, one that includes a range of environmental initiatives that could garner broad public support. In addition to authorizing higher density and height in the area, the "green measure" could address recycling, sustainable energy, open space and tree preservation.

well-designed transit station in Liverpool, England

Recommendation 8: Engage citizens using a variety of outreach techniques.

The ULI panel also made recommendations relating to the planning process. First, San Bruno should build a network of citizens who are personally invested in the plan and will act as neighborhood spokespeople for this initiative. The City can accomplish this by expanding its public steering committee and community outreach efforts. The committee should involve stakeholder representatives from neighborhoods, local churches,


existing conditions on El Camino Real

San Mateo Avenue, downtown San Bruno

labor unions, business associations, and environmental groups. Outreach tools might include unilateral outreach (fact sheets, websites), bilateral or invitational events (one-on-one briefings, canvassing, neighborhood coffees) or multiparty events (community workshops, site tours, open houses).

Conclusion

The City of San Bruno has the foundation for a strong and vibrant downtown. The Transit Corridors Plan and the ULI panel's recommendations will leverage the City's transit system and create a walkable City core that the City residents are proud of. By encouraging development that is well-designed and built at densities that support transit ridership, and through focused public and private investment, the City can accomplish its goal of reigniting downtown.


photosimulation of El Camino Real

San Francisco Balboa Park BART Station

San Francisco, CA

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The busiest BART station outside of downtown San Francisco is Balboa Park. The station opened in 1973 as part of BART's San Francisco line extension. Located at the intersection of a diversity of neighborhoods, the station is divided by the Interstate 280 freeway from a busy commercial corridor and a college with an on campus enrollment of 20,000 students each semester. Though highly utilized as a transit stop, the station is dark, isolated and unsafe. The station holds tremendous untapped potential as a warm, inviting hub to a vibrant local transit-oriented community.

In recognition of this potential, the City of San Francisco identified the Balboa Park Station Area as one of three pilot neighborhoods for the

Better Neighborhoods Program, a pillar of the Citywide Action Plan, enacted in the late nineteen nineties in response to a major housing development boom. The community planning process for the Balboa Park Station Area Plan began in 1998. In 2002 a draft plan was released. Delayed by funding deficits, the Draft Environmental Impact Report was published in 2007. The Planning Department expects to present the plan before the Planning Commission in late 2008 and before the Board of Supervisors for Plan adoption in early 2009.

The existing conditions of the station area are challenging. The station is squeezed between a Muni rail yard, a large office administrative building, a surface parking lot for Muni employees and the Interstate 280 freeway. The main campus for City College of San Francisco sits directly across the freeway. The college parking lot is owned by the public utilities department as a land reserve and constitutes one of the largest remaining undeveloped site in San Francisco. Adjacent to City College is Ocean Avenue, a commercial strip with a hodgepodge of local eateries, auto oriented retail and empty parking lots struggling to find an identity.

Recommendations

The Balboa Park Station Area Plan is subdivided into four areas; Ocean Avenue, Balboa Reservoir, City College and the Transit Station. There are four stated goals:

1. Improve the area's public realm
2. Create transit-oriented development
3. Make the transit experience safer and more enjoyable
4. Improve the economic vitality of the Ocean Avenue Neighborhood Commercial District.

(http://www.sfgov.org/site/planning_index.asp?id=25246)

Since City College plans their campus somewhat independent of the City, the panel was asked to focus on the other three of the Balboa Park Station Area Plan's four subareas.

Recommendation 1: Address the conflicting uses at Ocean Avenue and Phelan Avenue to strengthen the neighborhood commercial district.

The Phelan loop bus depot stands at the prominent northwest corner of the two streets, providing a place for Muni busses to idle between routes and drivers to take

breaks. The depot is an eyesore and creates significant bus traffic at a key intersection marking the entrance to both City College and the Ocean Avenue commercial corridor. At this location, the bus depot violates all four goals of the Balboa Park Station Area Plan. City College is making a significant investment in Phelan Avenue with an expanded campus and pedestrian orientation. The bus depot, however, is a physical and visual barrier at a strategic location that acts as a gateway to both the college campus and the commercial district.

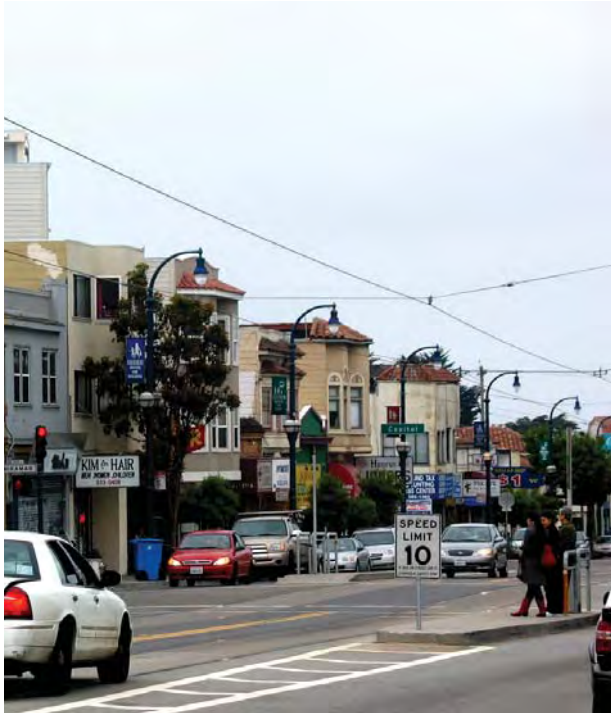
The Ocean Avenue commercial corridor begins at Phelan and stretches 11 blocks west. There is a lack of pedestrian connections, and some of the retail is auto-oriented with surface parking lots. The street has a long history as a commercial strip and some of its historic character is worth preserving. Scale sensitive development with ground floor retail along Ocean Avenue is critical to maintain continuity and activity along the street. The proposed Avalon Bay project, when built, will make progress towards knitting together Ocean Avenue.

San Francisco is home to model neighborhood commercial districts including Fillmore Street and Union Street, but Ocean Avenue is an unproven development district and has attracted little interest from builders. The panel believes development exactions that highly sought areas of the City such as SOMA can command are not appropriate for the Ocean Avenue area. In particular, the Plan's proposal of removing minimum parking requirements and using the standard City below market rate unit mix of 15% may make projects more feasible along Ocean.

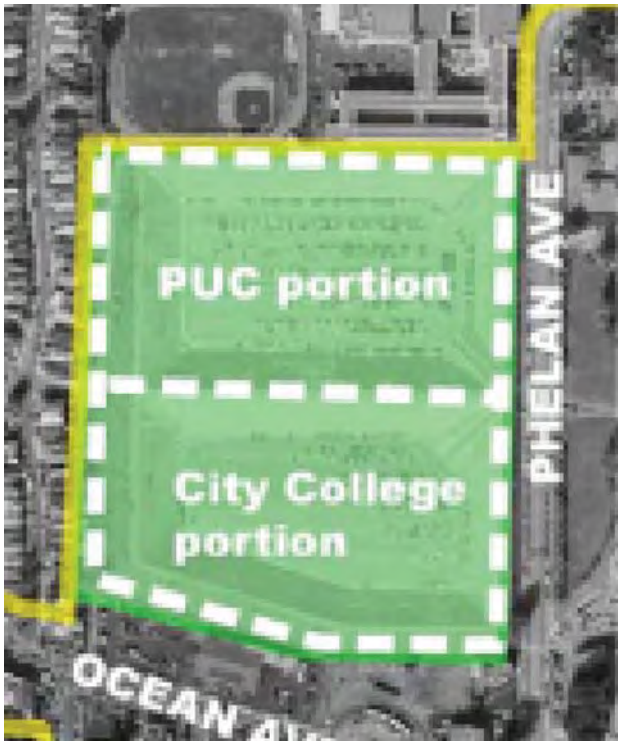
San Francisco needs affordable housing in all its neighborhoods, including in the Balboa Park Station Area. Although a site adjacent to the bus depot has been identified for mixed-use development with affordable housing, the air pollution and noise generated by idling buses may be incompatible with housing on this site. The City should consider other uses here or work with Muni to relocate the bus holding area.

Recommendation 2: Create incentives for the PUC to open up the Balboa Reservoir to development.

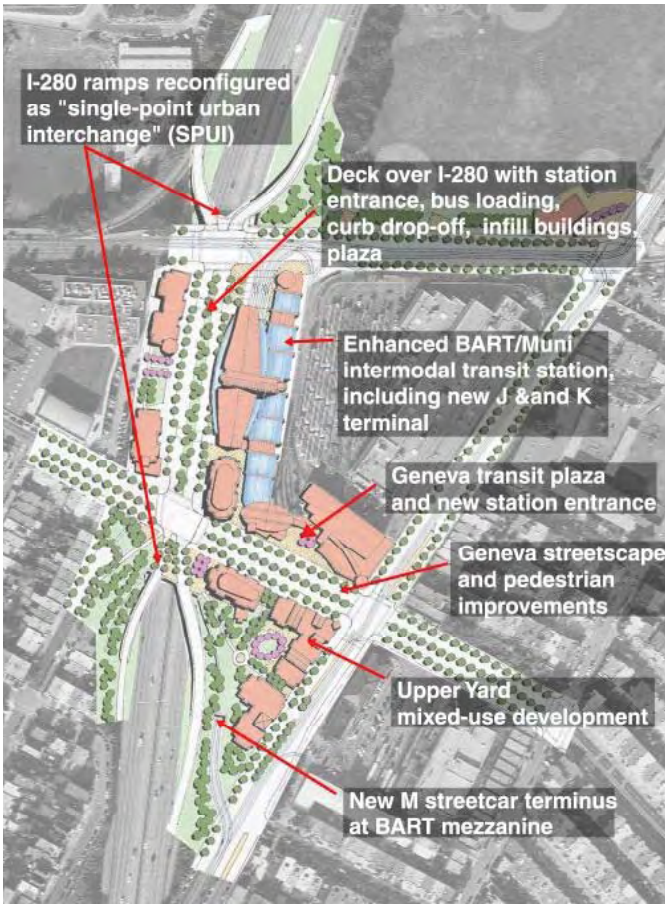
The Balboa Reservoir is located on the west side of Phelan Avenue and represents one of the largest remaining undeveloped sites in San Francisco. The reservoir, which has never contained water, is approximately 25 acres in size, and forms an unpleasant void in the neighborhood. In 1991, the San Francisco Public Utilities Commission (PUC) transferred control over the east basin to City College, while retaining ownership of the west basin. The college is developing the east basin for expanded campus facilities and underground parking.



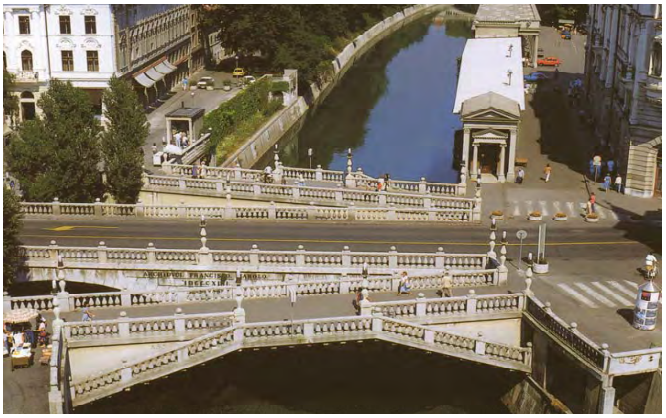
Ocean Avenue



reservoir site



City's plan to deck over the freeway


example of separated pedestrian walkways

While the City's plan contemplates future housing or parks on the site, the panel has identified two major issues that need to be addressed. First, the PUC has little incentive to sell the land and will probably continue to hold the land unless prompted otherwise. A rough calculation suggests that the PUC site is worth around $25,000,000. If the PUC were able to retain the earnings from the land sale, they may be willing sellers.

The second challenge that must be addressed on the reservoir site is the integration of a development here with surrounding neighborhoods. Unless a specific plan is developed, the site is in danger of becoming effectively landlocked, sandwiched behind City College to the east, Riordan High School and the Westwood Park residential neighborhood to the north, and the Ocean Avenue Neighborhood Commercial District to the south. The panel recommends the formation of a task force comprised of government and private stakeholders to develop a specific plan for the reservoir site. The plan should prioritize circulation and visibility elements. Without attention paid to future ingress and egress to the site, the development potential may be substantially impaired.

Recommendation 3: Rethink building a deck over the Interstate 280 freeway.

The City's current plan contemplates building a deck over the Interstate 280 freeway between Geneva Avenue and Ocean Avenue to integrate neighborhoods on both sides and create additional space for development. While the panel sees value in this proposal, it is extremely expensive and will be highly difficult to fund. As an interim step, the City should consider widening both existing overpasses and constructing separate pedestrian-only walkways. Well-designed pedestrian bridges would promote connectivity across the freeway at a significantly lower cost.

Recommendation 4: Redesign the transit station and open up the surrounding areas for redevelopment in order to create a new transit oriented neighborhood.

The Balboa Park BART Station has strengths that make it a natural candidate for TOD. The BART station is the busiest outside of downtown San Francisco and is only a 15 minute ride away from the central City. With eight bus lines and three light rail lines, significant multimodal transportation infrastructure is already in place. At the same time the station can be described as ugly, dangerous and difficult to navigate.

San Francisco must work to remove visual barriers at the station area. Though Balboa Park is an intermodal hub served by BART, bus and light rail, its platforms are in some cases blocks apart and the pedestrian experience is unintuitive. The station is dark, featuring empty concrete walls and visual barriers. The City should work with BART and Muni to redesign the station into a warm and inviting place. Integrating the boarding stations for the various transit systems, providing clear signage and installing public seating would also make the station more inviting for transit patrons. The station entrances are presently dark and dingy; the future design should incorporate light and should remove the current blank, empty concrete walls.

There are several sites totaling over 455,000 square feet of potentially developable land adjacent to the station that are underutilized and poised for more intensive use, including a Muni rail yard and administrative building with a site area of approximately 250,000 square feet. Directly to the south of the station and across Geneva Avenue is the 80,000 square foot upper yard, currently used as a Muni employee parking lot and BART drop off. The historic Geneva Office Building stands southeast of the BART Station on approximately 125,000 square feet. These sites have premium transit access, but building here will be very challenging. Current uses would have to be removed or relocated and the public agencies that own these sites have little incentive to take on that burden. When first developed as a streetcar station and yard in 1918, the surrounding area was undeveloped. Today Balboa Park Station is at the heart of one of the most diverse

existing conditions at Balboa Park station

examples of bright and well-designed transit stations

opportunity sites around station

cross-sections of San Francisco. The surrounding area is no longer appropriate for rail yards, maintenance facilities and surface parking. Serious consideration should be given to relocating these uses to free up these critical sites for development.

Conclusion

San Francisco should be commended for selecting and prioritizing the Balboa Park station area in its Better Neighborhoods initiative. Few places exist in the Bay Area with such frequent transit service and such vast and varied potential for infill development. With this potential for transformation, however, comes a high level of complexity, created by the numerous public agencies who hold stake in the station area. Each of these stakeholders, from the PUC to City College and Muni, has their own agenda and goals. Possibly the most important role that the Planning Department can play in improving the Balboa Park station area is that of convening these various interests and facilitating a collaborative process for moving forward. If the City continues to facilitate a thoughtful and open planning process now, the panel feels that Balboa Park can be transformed into a well integrated, inviting and unique neighborhood center.

Best Practice Case Studies

Four Best Practice cities presented their TOD strategies at the TOD MarketPlace. Each of these cities has recently launched or completed a successful TOD project and can provide model practices and lessons learned for other Bay Area cities.

Mission Bay, San Francisco

A fundamental principal of the Catellus project at Mission Bay was the notion that TOD is more than proximity to transit; it includes walkability, lasting value, and access to jobs, culture, and useful amenities. The project is 6,054 housing units, more than 30% of which are affordable, street-level retail, the SF Giants Ballpark, commercial/office space, and the UCSF Medical Center. The developers worked with the City on the Muni light rail extension to the site and included high-quality bicycle facilities. They were careful to place homes, jobs, civic uses, shopping, entertainment, parks, and other amenities in close proximity to transit stations and transit-loading. Almost everything on the site is within one quarter mile of a transit stop. Catellus identified four lessons learned from this major TOD project:

1. Be flexible.
2. Have on-site developer share in responsibility of encouraging transit use.
3. Anticipate longer timeline for TOD implementation.
4. TOD effectiveness relies on efficiency and ease of transit use.

Hayward, CA

Since the mid-90s, Hayward has worked to increase housing and retail downtown in order to revitalize the area and increase tax revenue. The City's first efforts began with seven major housing projects totaling roughly 800 units. All of the units are located within walking distance of the Hayward BART station. A new City Hall was completed in 1998 and serves to anchor all of these projects. A Peet's Coffee and a bank are currently being built downtown, further strengthening the area.

One of the most important sites in the Hayward TOD plan is downtown directly across from Buffalo Bills brewery. The new project will serve as a local and regional destination, with eight restaurants and a 12-screen theatre. The combination of public and private investment in the downtown continues to attract the attention of new investors. An upscale restaurant, another 600+ unit multi-family project, and a new school are all in the works downtown. The City's is currently making plans for a TOD on three surface parking lots surrounding the South Hayward BART station.

Emeryville, CA

TOD in Emeryville is unique in that the City operates one of the most successful small shuttle services in the country, connecting MacArthur BART with job centers and shopping destinations throughout the City. Emeryville also boasts the 8th busiest Amtrak station in the U.S. Building in Emeryville is complicated due to the toxic legacy of the City's manufacturing past. Of the 385 acres of land currently zoned industrial/commercial, 55% have known contamination and 41% are considered underutilized. Nevertheless, the redevelopment program in Emeryville has resulted in 2,290 residential units, 719 of which are affordable, 3.6 million SF of office, 800,000 square feet of retail, 488 hotel rooms, and 8,400 new jobs. Emeryville currently has plans for a mixed-use office project on a lot next to their Amtrak station. The City believes that people will be able to commute to the site using the Emery Go-Round and the bicycle network, and will use Amtrak to make occasional work trips. The City is also working to develop a multi-use trail connecting Berkeley to the Bay Trail. The trail is an amenity that attracts new residents and serves as an important part of the City's transportation system.

Windsor, CA

Although it is a small and relatively young local government (incorporated in 1992), Windsor has embraced the principles and design goals of New Urbanism, TOD, and smart growth. The Town has a TOD Strategy that focuses on connectivity, mobility, economy, energy, and livability. In 2007, Windsor completed the renovation of its intermodal transit station downtown, which will be served by future Sonoma-Marin Area Rail Transit (SMART) trains. Windsor is developing lots around that station with mixed-use residential projects. Sonoma County Transit also runs buses along Old Redwood Highway, where motor courts and rural lots are intermixed with residential subdivision, shopping centers, and heavy commercial uses. The Town is working to redevelop those lots in a way that stimulates economic development downtown, promotes walkability, and provides affordable housing. Windsor also created a plan for reducing its greenhouse gas emissions, which includes adding more compact, transit-oriented development.

Urban Land Institute San Francisco

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