

*Rendering of Lake Merritt TOD
Source: Strada, EBALDC*

AB 2923 and 10-Year Transit-Oriented Development Work Plan

Webinar

March 5 and March 10, 2020



Overview

- AB 2923 and 10-Year Work Plan Project Update
- AB 2923 Guidance Document
 - Presentation
 - Guided comment questions
- 10-Year TOD Work Plan
 - Presentation
 - Guided comment questions
- Closing

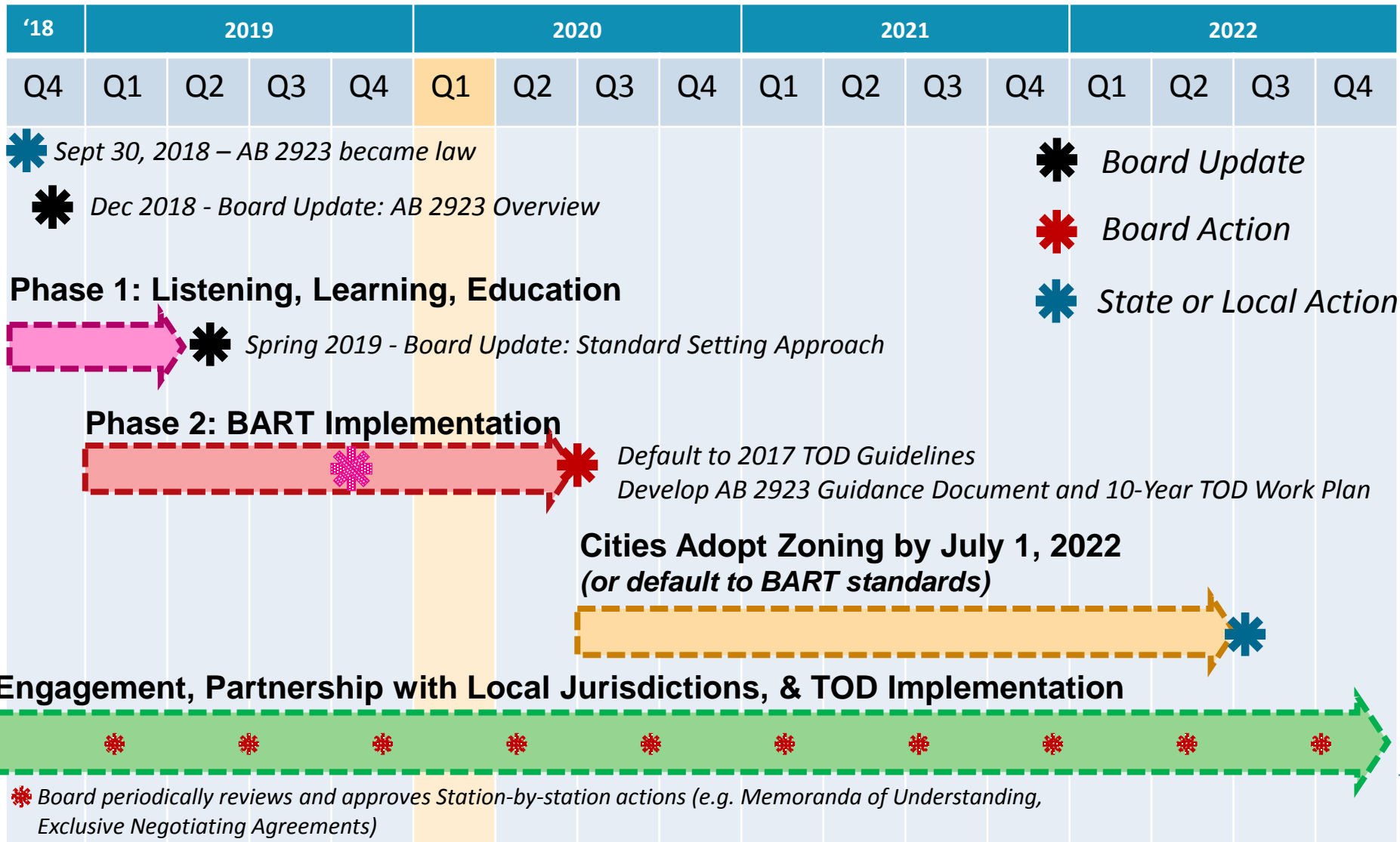
Project Update

- Since AB 2923 signed into law September 2018, BART:
 - Compiled draft database of affected properties
 - Initially evaluated local zoning and alignment with 2017 TOD Guidelines
 - Met with staff from 22 cities and counties affected by AB 2923, TOD, and beyond
 - Engaged elected officials via direct correspondence, events
 - Presented in a variety of public forums
 - Met with various stakeholders
 - Reaffirmed commitment to local agencies to be collaborative partners in land development

Project Update

- July 2019 stakeholder meeting input
 - AB 2923 Guidance Document
 - 10-Year TOD Work Plan
 - Parking and Transportation Demand Management
 - Anti-Displacement
- Since then, BART has:
 - Developed AB 2923 Guidance Document outline
 - Developed 10-Year TOD Work Plan outline
 - Used case-studies to ground-truth elements of the bill
 - Further refined BART property database
 - Published a public-facing brochure

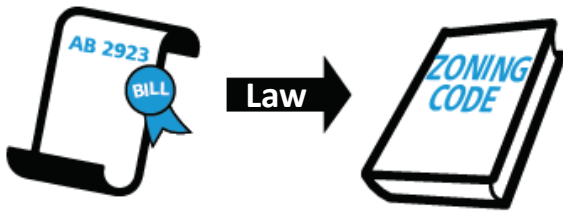
Project Update: AB 2923 Timeline



AB 2923 Guidance Document

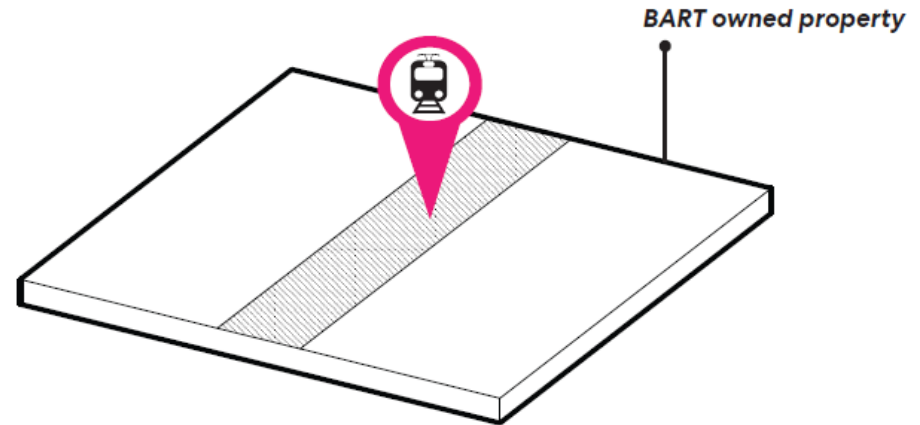
AB 2923 Guidance Document

- Clarifies grey areas of the law

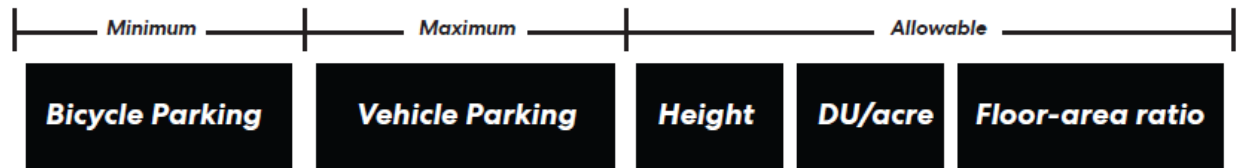


- Guidance Document outline

- Available for public comment until March 18



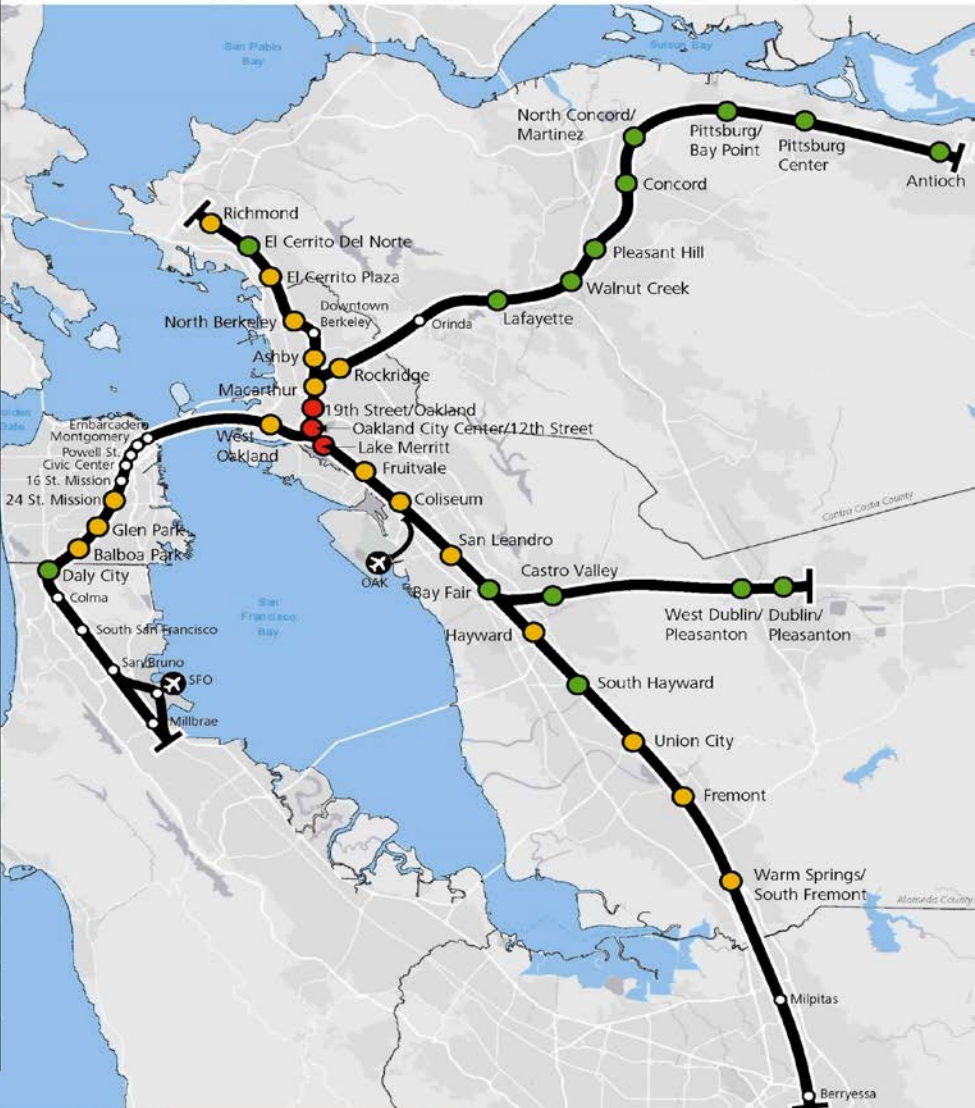
Zoning Standards



Stations Affected by AB 2923

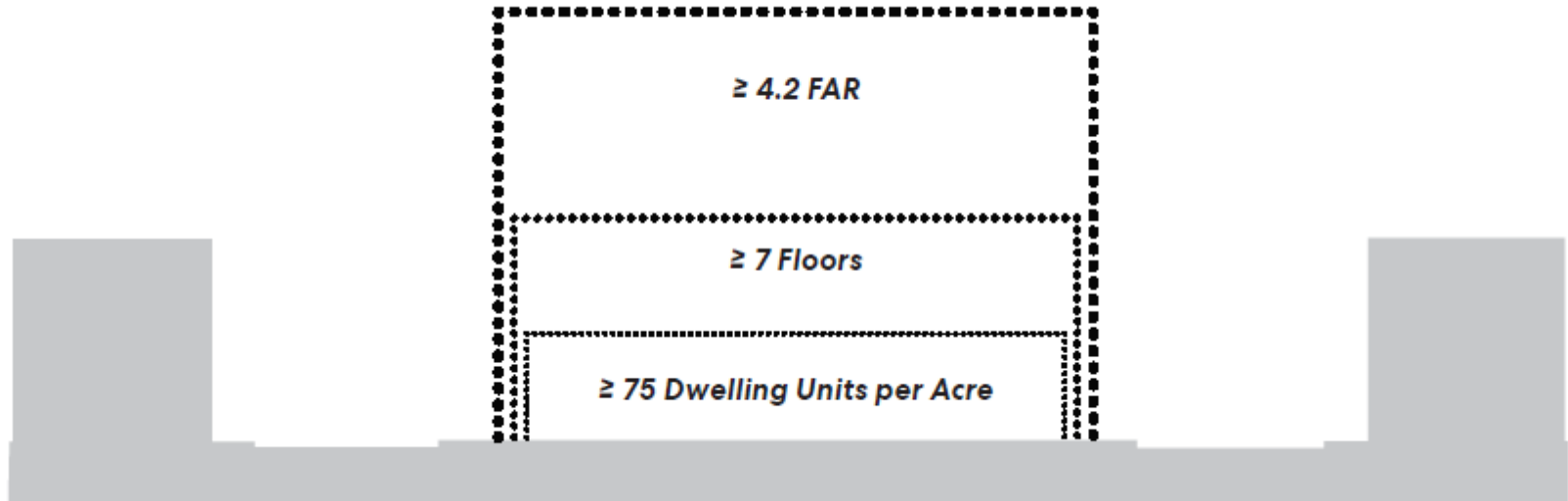
TOD Place Types as defined by the 2017 TOD Guidelines	
For all place types:	
Minimum Residential Density: Zoning must allow <u>75 residences per acre</u> for all types	
Parking Standards No <u>minimum</u> number of vehicle parking spaces. Options for <u>shared and rented</u> parking spaces.	
Bike Parking Secure parking. Minimum 1 space per residential unit.	
Regional Center	
Building Height	Zoning must allow 12 stories
Building Massing	Zoning must allow 7.2 floor-area ratio
Residential Vehicle Parking Maximum	0.375 spaces per unit
Office Vehicle Parking Maximum	0 per 1,000 square feet
Urban Neighborhood/City Center	
Building Height	Zoning must allow 7 stories
Building Massing	Zoning must allow 4.2 floor-area ratio
Residential Vehicle Parking Maximum	0.5 spaces per unit
Office Vehicle Parking Maximum	1.6 per 1,000 square feet
Neighborhood/Town Center	
Building Height	Zoning must allow 5 stories
Building Massing	Zoning must allow 3.0 floor-area ratio
Residential Vehicle Parking Maximum	1.0 spaces per unit
Office Vehicle Parking Maximum	2.5 per 1,000 square feet
○ Stations not affected by AB2923	

AB 2923 requires BART to use its 2017 TOD Guidelines as baseline standards for its land at each station, but gives BART the authority to set higher building heights and residential density standards. Map shows where AB 2923 will apply and the baseline standards for each TOD place type.



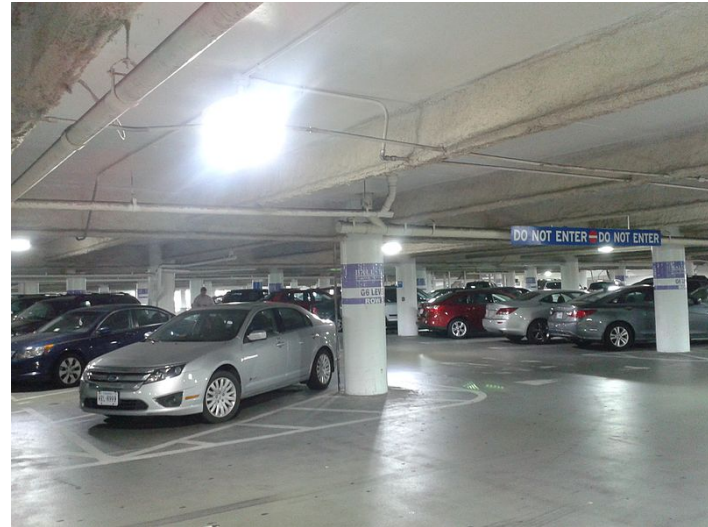
Baseline Zoning for “Allowable”

- Zoning envelope for:
 - Residential density
 - Building height
 - Floor-area ratio



Baseline Zoning for “Maximums” and “Minimums”

- Vehicle parking
 - No minimums
 - Residential maximums
 - Office maximums
 - Shared and/or unbundled
- Bicycle parking
 - Residential minimums



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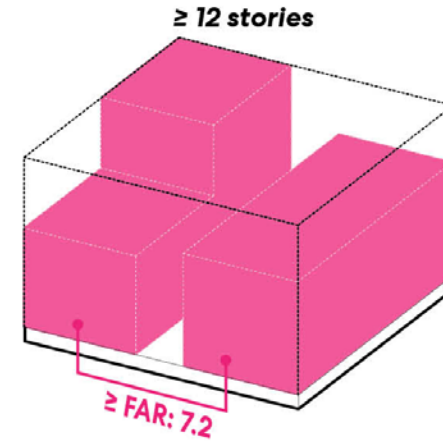
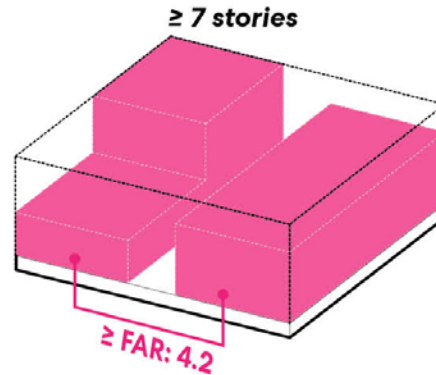
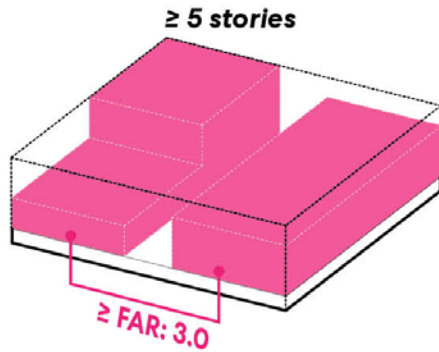
Summary of Baseline Zoning Standards

 **Neighborhood/
Town Center**

 **Urban Neighborhood/
City Center**

 **Regional Center**

Allowable Height and Floor Area Ratio



Allowable Residential Density

75 dwelling units per acres or higher

Minimum Secure Bike Parking

1 space per residential unit

Maximum Residential Vehicle Parking

1.0 spaces per unit

0.5 spaces per unit

0.375 spaces per unit

Maximum Office Vehicle Parking

2.5 per 1,000 square feet

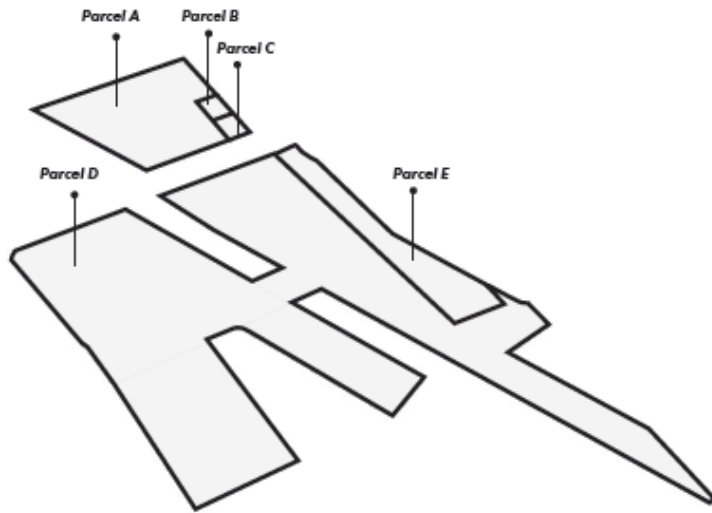
1.6 per 1,000 square feet

0 per 1,000 square feet

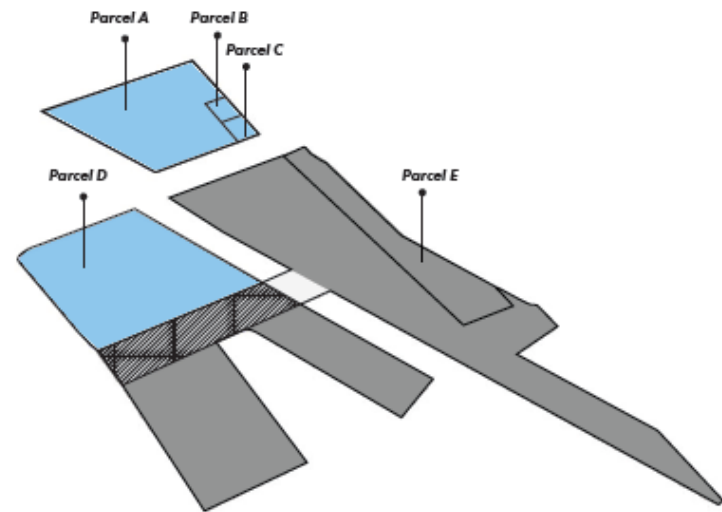
AB 2923 Guidance: Case Studies




Consider what BART owns, what is developable

BART-Owned Parcels



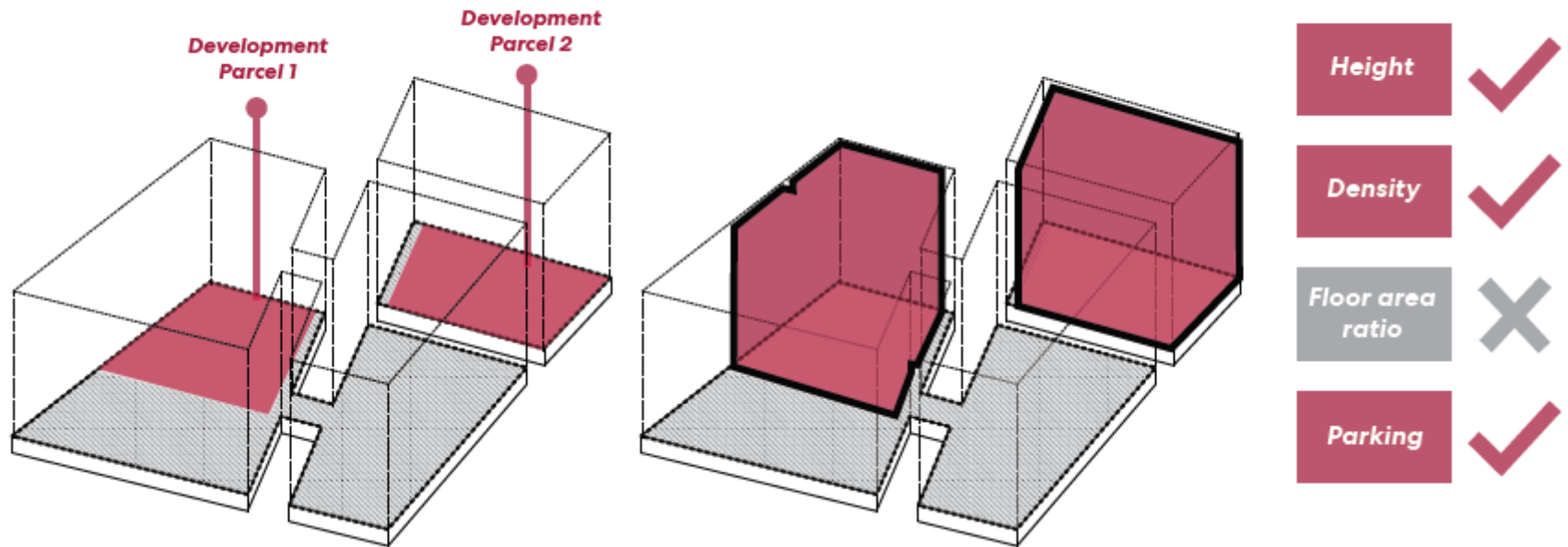
Buildable and Non-Buildable Parcels



-  Buildable Parcels
-  BART operations zone
-  Existing Street

AB 2923 Guidance: Case Studies

Sometimes mis-match between allowable building height and FAR



AB 2923 Guidance: Case Studies

- Early findings

- Density, Height, Floor-Area-Ratio (FAR) do not often line up well (More density is needed to achieve heights, more height is needed to achieve FAR)
- On larger properties, achieving required Floor-Area-Ratio calculation in AB 2923 is nearly impossible within height limits
- Limited room for other design regulations (e.g. shadow planes, open space requirements)
- BART will need to make a clear commitment to ensuring high quality design in actual development projects

AB 2923 Guidance Document

Guided comment questions

1. Are the basic requirements in AB 2923 clearly described in the outline? What questions do you still have?
2. Does the outline cover the range of topics needed to update your zoning code?
3. What specific information is most important to you as you prepare your zoning?
4. Would model zoning or case studies be helpful?

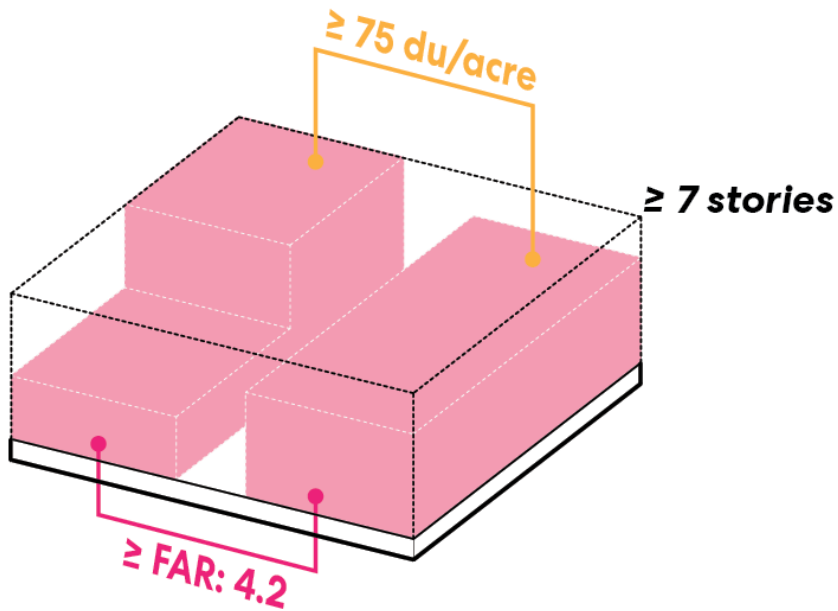
AB 2923 Guidance Document outline and comment card
available at

<https://www.bart.gov/about/business/tod/ab2923>

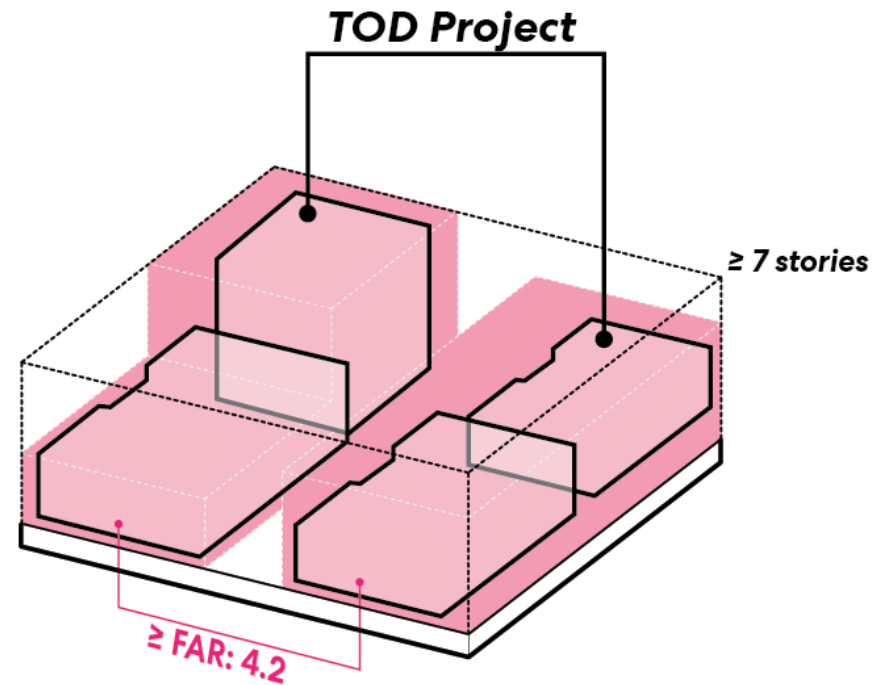
BART's 10-Year Work Plan for Transit-Oriented Development

Development within Zoning Envelope

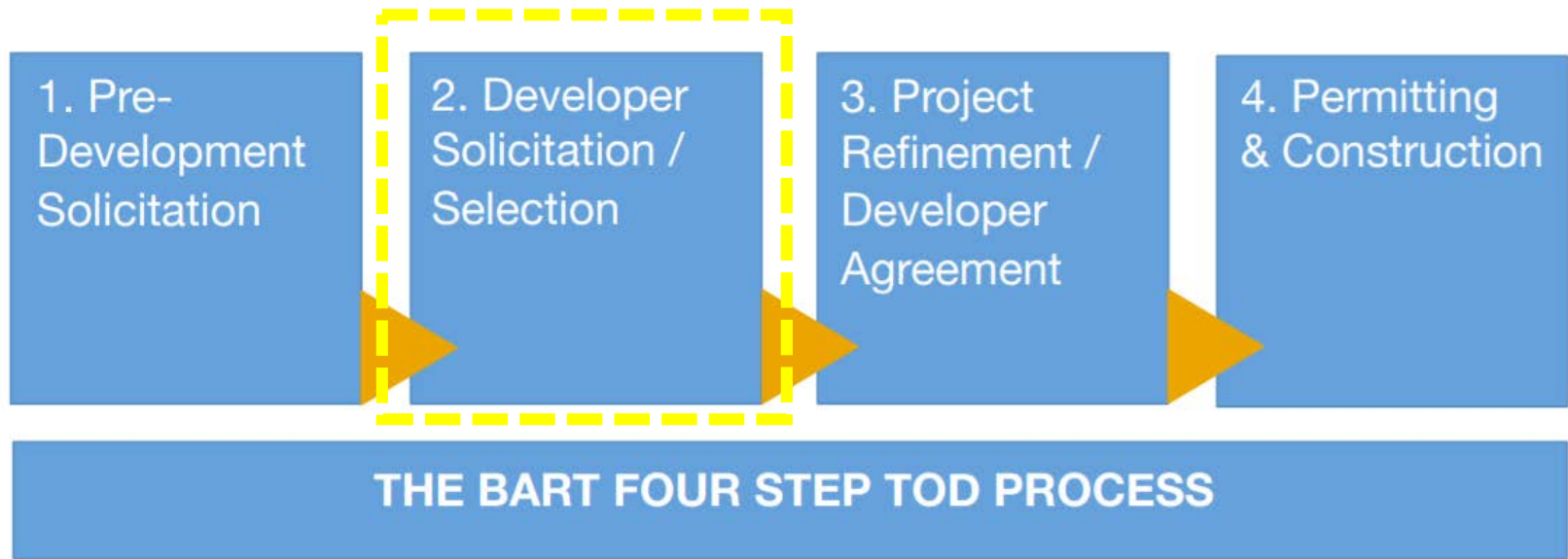
ZONING



DEVELOPMENT



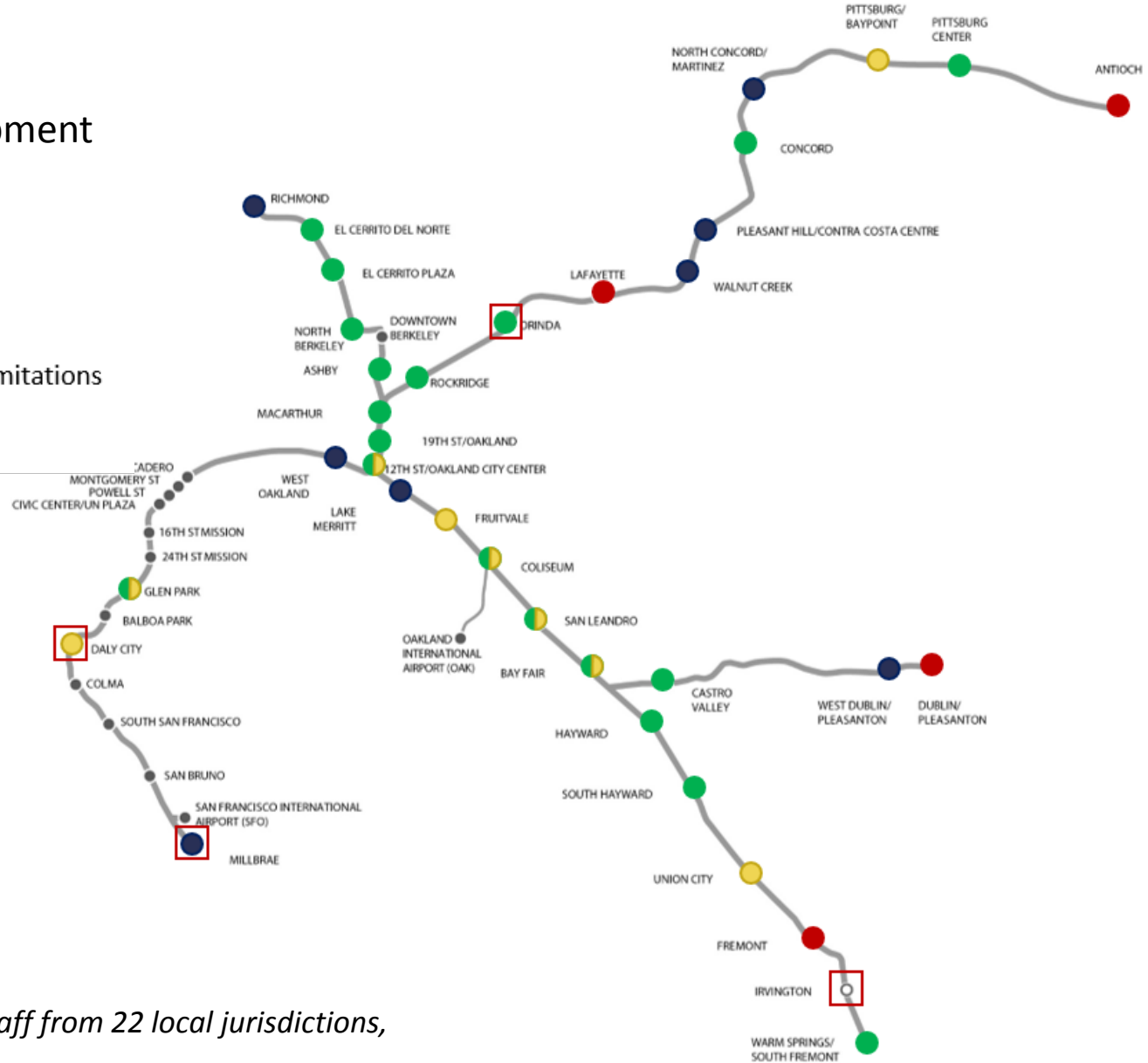
10-Year Work Plan – Focus on Development



10-Year Work Plan for Transit-Oriented Development

Local Interest in Development of BART Land

- Immediate (2019-2024)
- 5-10 years (2025-2029)
- Immediate with Economic Limitations
- Limited/Long Term Interest
- Development Underway
- No BART-Owned Land



*May not be subject to AB 2923
Based on interviews with staff from 22 local jurisdictions,
April/May 2019*

10-Year Work Plan for Transit-Oriented Development

Work Plan Elements

- 1. Performance Evaluation** using BART's 2016 Board-adopted performance targets
- 2. Clarify BART's development opportunities**
- 3. Prioritize sites** for new TOD projects (e.g. RFP/Q) using 3 criteria
- 4. Define next steps for short term priorities**

Dynamic: Update every 2-4 years

10-Year Work Plan for Transit-Oriented Development

Phase 1: Performance Evaluation

Land Use	2025 Target	2040 Target
Office Space (Sq. Ft.)	1 million	4.5 million
Housing Units	7,000	20,000
Affordable Housing (35%)	2,450	7,000

10-Year Work Plan for Transit-Oriented Development Phase 1: Performance Evaluation

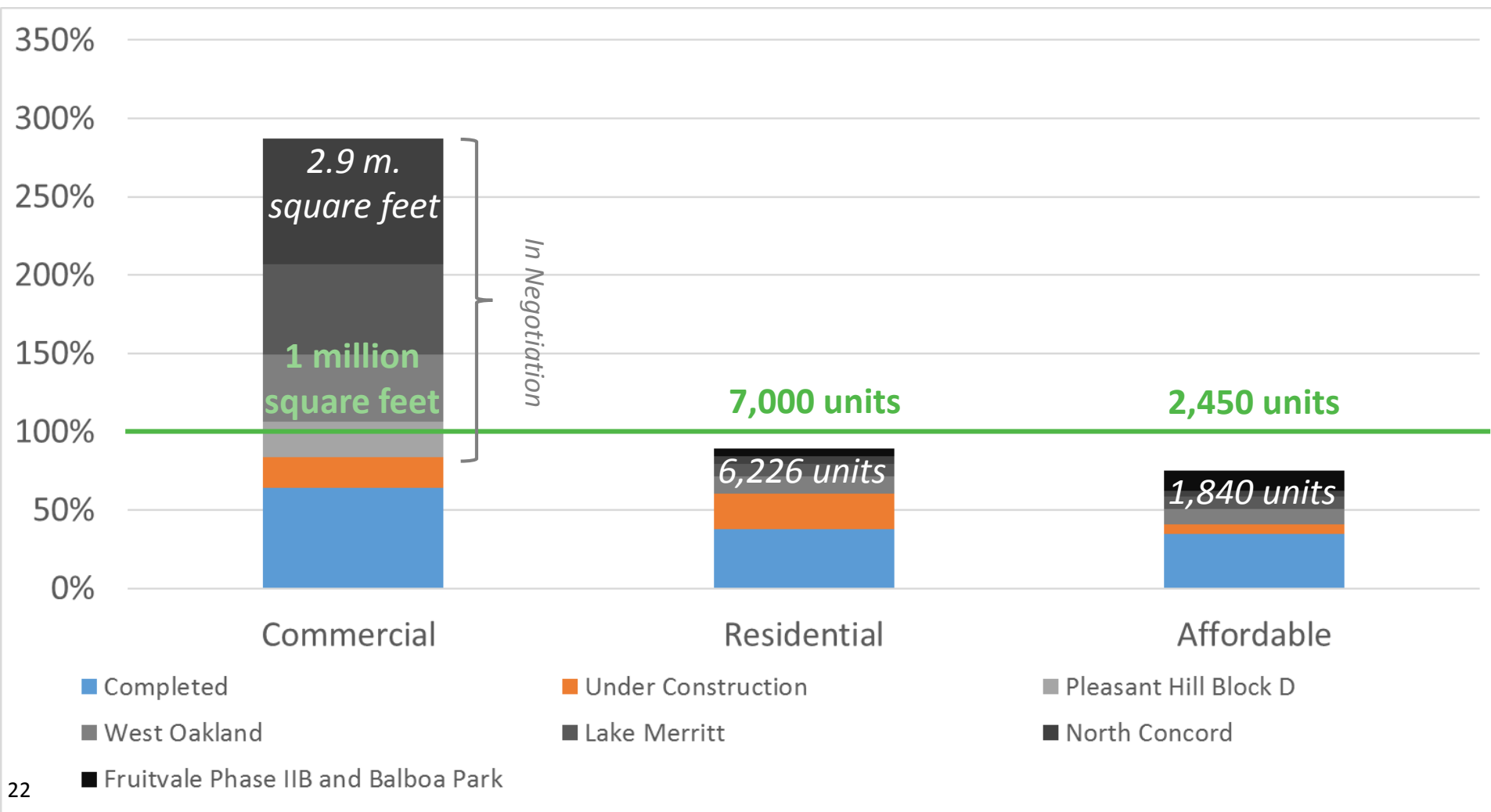
	Project (Year completed)	Total Units	Affordable Units	% Affordable	Office (SF)	Retail (SF)	Hotel (Rooms)
Completed	Castro Valley (1993)	96	96	100%			
	Fruitvale Phase I (2004)	47	10	21%	27,000	37,000	
	Pleasant Hill Phase I (2008)	422	84	20%		35,590	
	Hayward (1998)	170	0	0%			
	Ashby (2011)	0	0	0%	80,000		
	Richmond Phase I (2004)	132	66	50%		9,000	
	MacArthur Ph I & II (2016 & 2019)	475	90	19%		33,000	
	San Leandro (2017 & 2019)	200	200	100%	5,000	1,000	
	West Dublin (2013)	309	0	0%			
	East Dublin (2008)	240	0	0%			
	South Hayward Ph I (2017)	354	152	43%			
	West Pleasanton (2019)	0	0	0%	410,000		
	Coliseum (2019)	110	55	50%			
TOTAL COMPLETED		2555	753	29%	522,000	115,590	
Under Construction	MacArthur Ph III (began 2018)	787	56	7%		13,000	
	Walnut Creek (began 2017)	596	0	0%			
	Pleasant Hill Block C (began 2018)	200	0	0%			
	Fruitvale Phase IIA (began 2018)	94	92	98%			
TOTAL UNDER CONSTRUCTION		1677	148	9%	0	13,000	
Planned	Millbrae (Approved)	400	100	25%	150,000	45,000	164
	Pleasant Hill Block D (Approved)				~290,000		
	Fruitvale Phase IIB (Approved)	181	179	99%		6,000	
	Balboa Park (In Negotiation)	131	131	100%		3,000	
	West Oakland (In Negotiation)	~750	~240	~32%	~380,000	~50,000	
	Lake Merritt (In Negotiation)	~500	~200	~44%	~500,000		
	North Concord (Solicitation in 2019)	~360	~90	~25%	~800,000		
GRAND TOTAL - ALL PHASES		5673	1841	32%	2,642,000	232,590	164



10-Year Work Plan for Transit-Oriented Development

1: Performance Evaluation

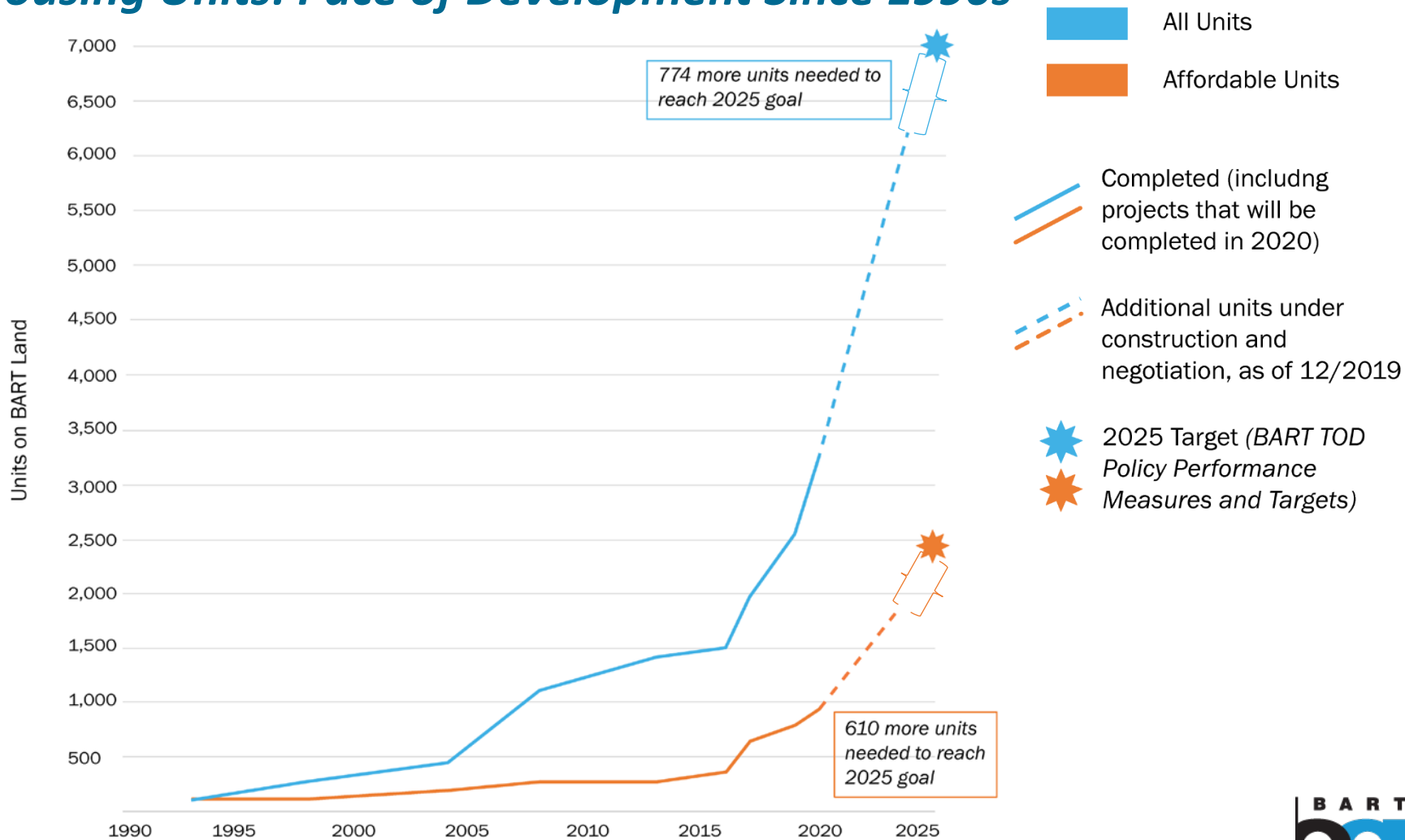
Current BART TOD Program Progress Toward 2025 Goal



10-Year Work Plan for Transit-Oriented Development

1: Performance Evaluation

Housing Units: Pace of Development Since 1990s



10-Year Work Plan for Transit-Oriented Development

2: Clarify Development Opportunities

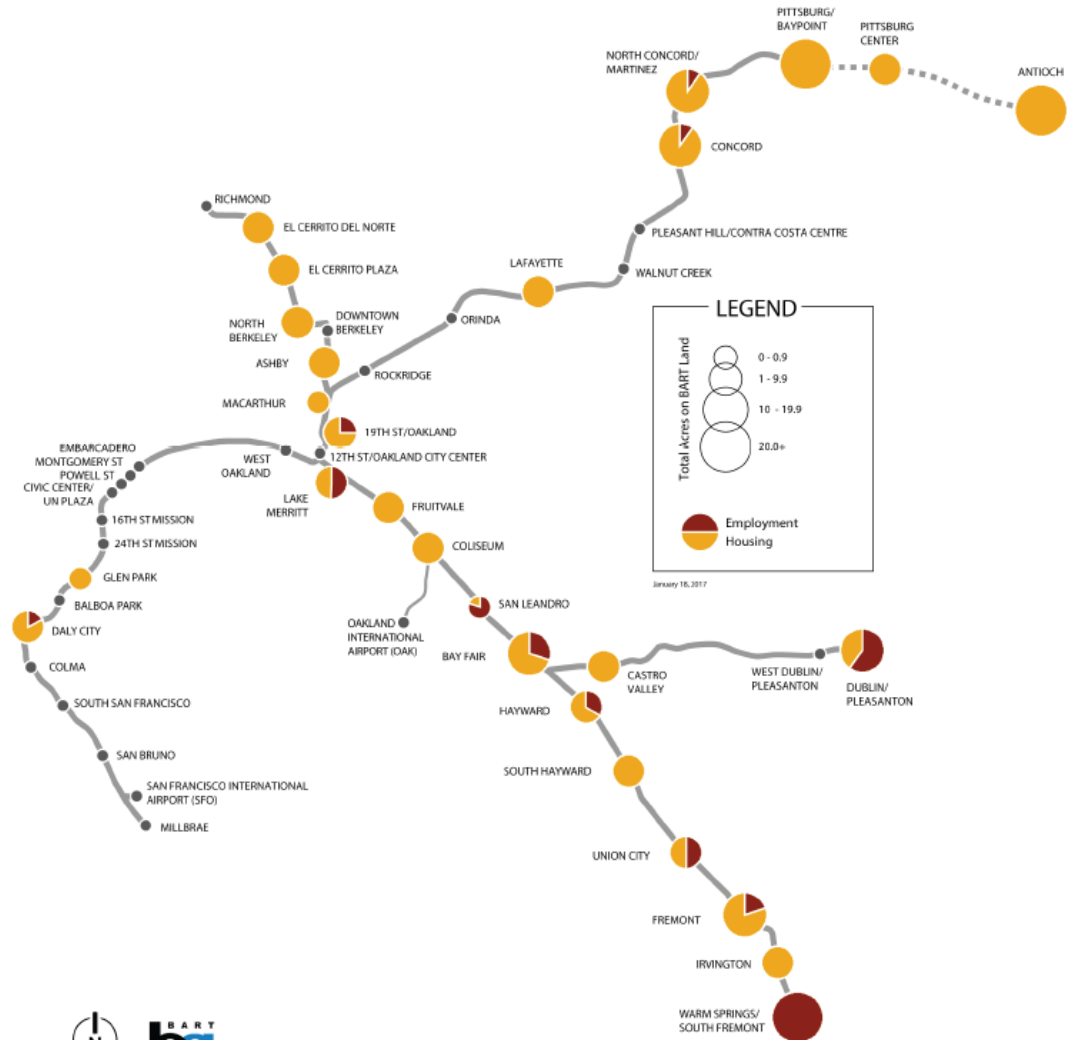
- A. Evaluate suitability of BART property for development
- B. Remove properties needed for BART operations
- C. Articulate BART expectations by station for:
 - Parking replacement (based on Access Typology)
 - Job-generating uses
 - Affordable housing
- D. Evaluate BART staff capacity to initiate new projects

10-Year Work Plan for Transit-Oriented Development 2: Clarify Development Opportunities

Deep Dive:

Articulate BART expectations for job-generating uses and affordable housing

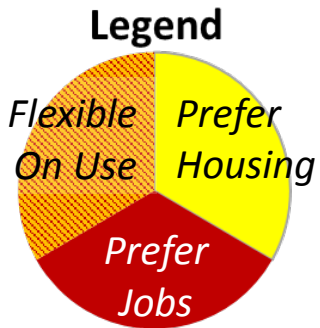
Excerpt from 2017 TOD Guidelines, showing sites reserved for employment uses in red



10-Year Work Plan for Transit-Oriented Development

2: Clarify Development Opportunities

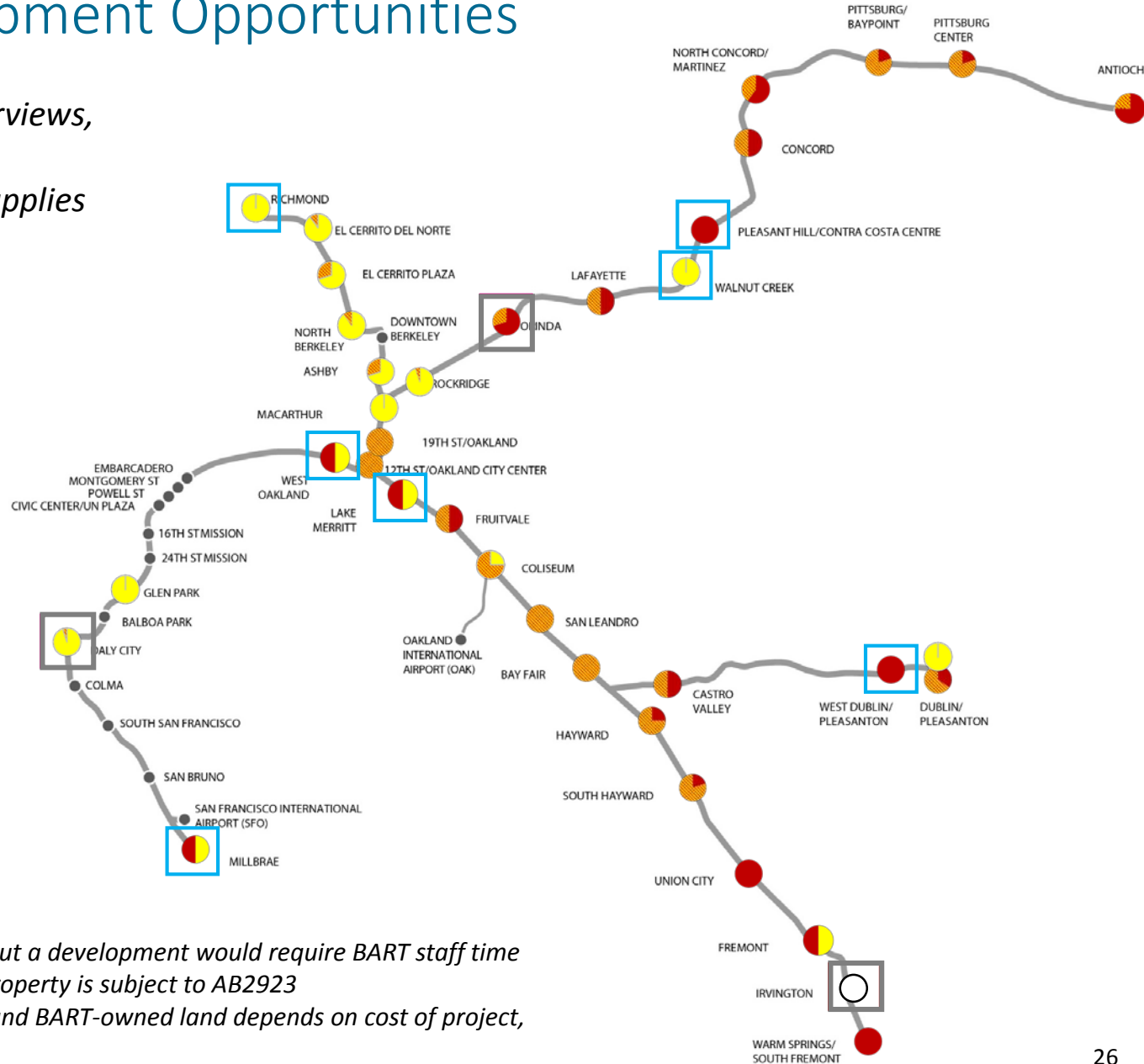
Source: Jurisdiction Staff Interviews,
 April/May 2019
 No market feasibility screen applies



● No developable BART-owned land

□ May not be subject to AB 2923*

□ Existing Development Agreement



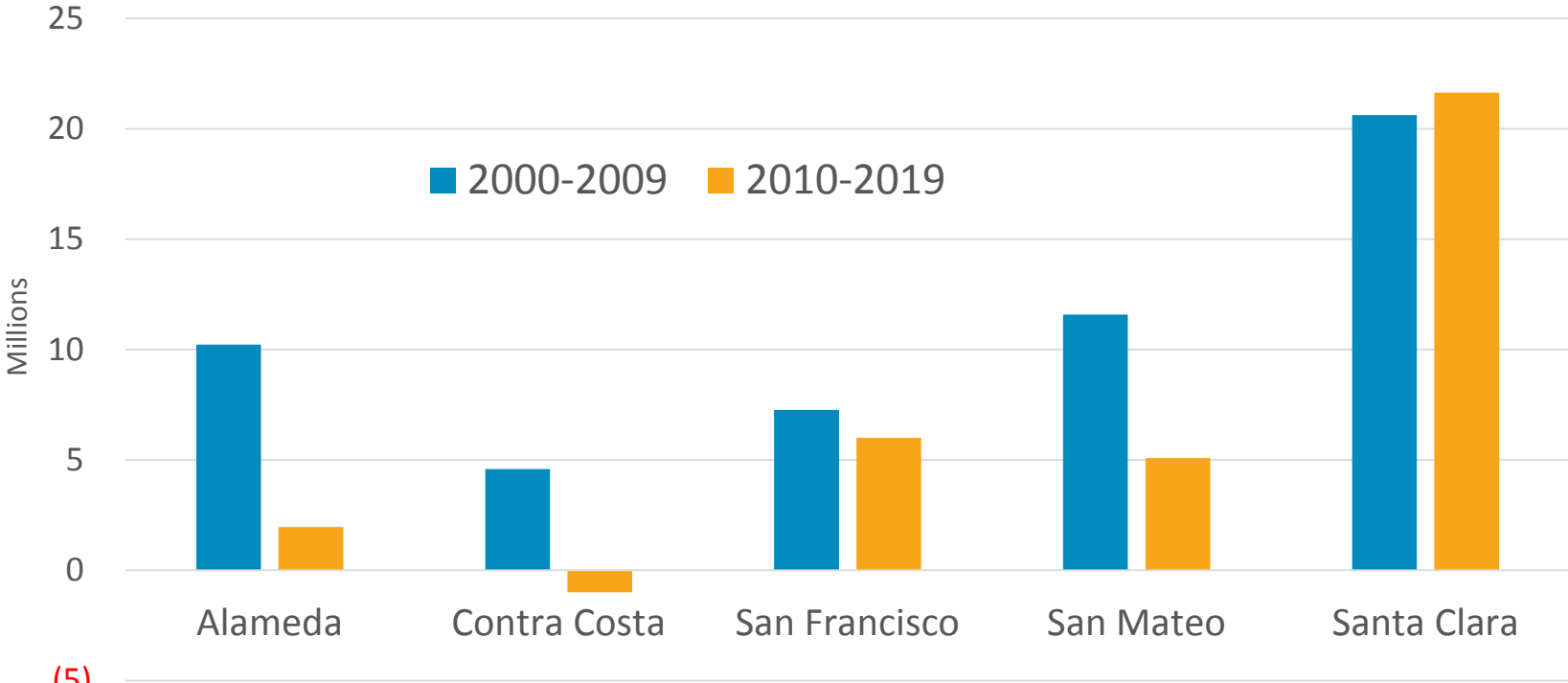
*Orinda: BART does not own land but a development would require BART staff time
 Daly City: Only a small portion of property is subject to AB2923
 Irvington: Application of AB 2923, and BART-owned land depends on cost of project, TBD

10-Year Work Plan for Transit-Oriented Development

2: Clarify Development Opportunities

Jobs-Housing Imbalance Persists

Office Sq. Ft. Built since 2000 by Decade



(5)

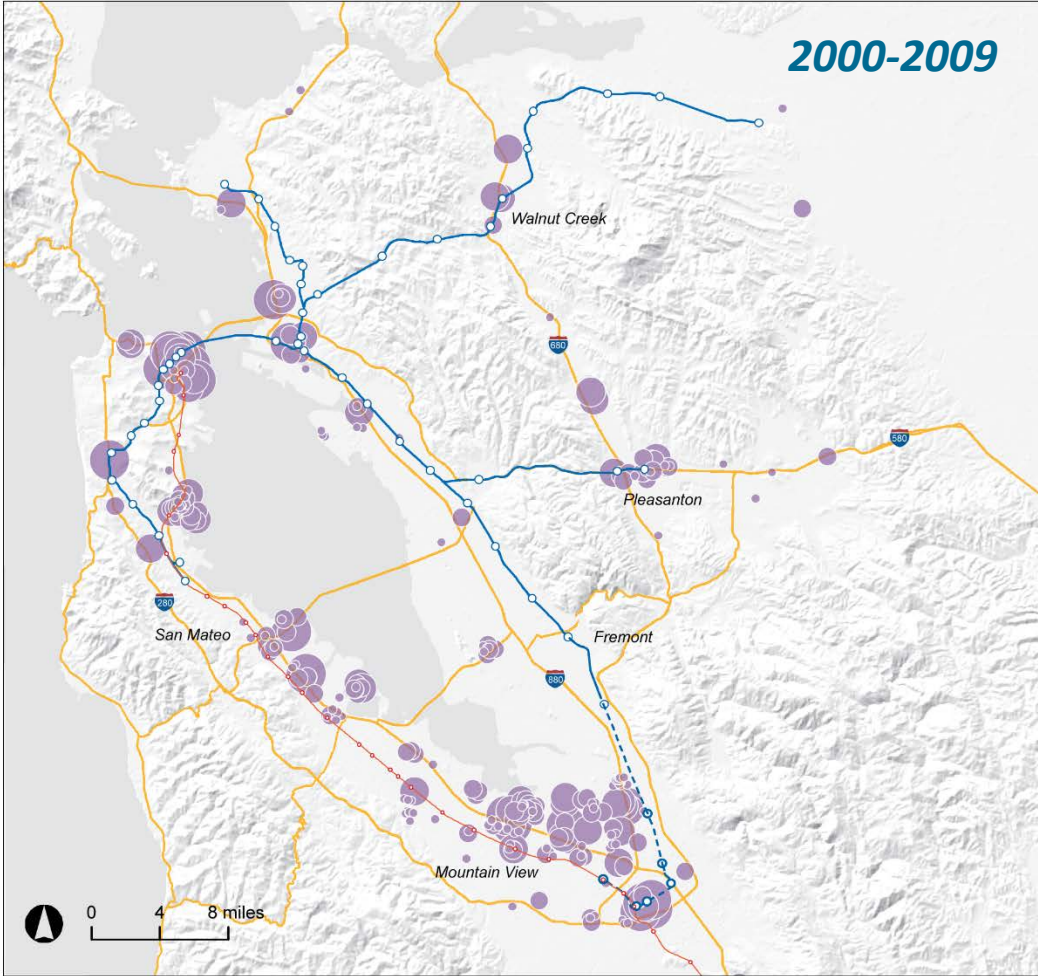
Sources: CoStar, Strategic Economics

10-Year Work Plan for Transit-Oriented Development 2: Clarify Development Opportunities

Office Construction Over Last 2 Decades

Office Developments Built
2000-2009 by Rentable Sq. Ft.
in counties with BART, Caltrain

- 50,000 - 100,000 sq. ft.
- 100,000 - 200,000 sq. ft.
- 200,000 - 300,000 sq. ft.
- Over 300,000 sq. ft.



Source: Costar, 2019; Strategic Economics, 2020.

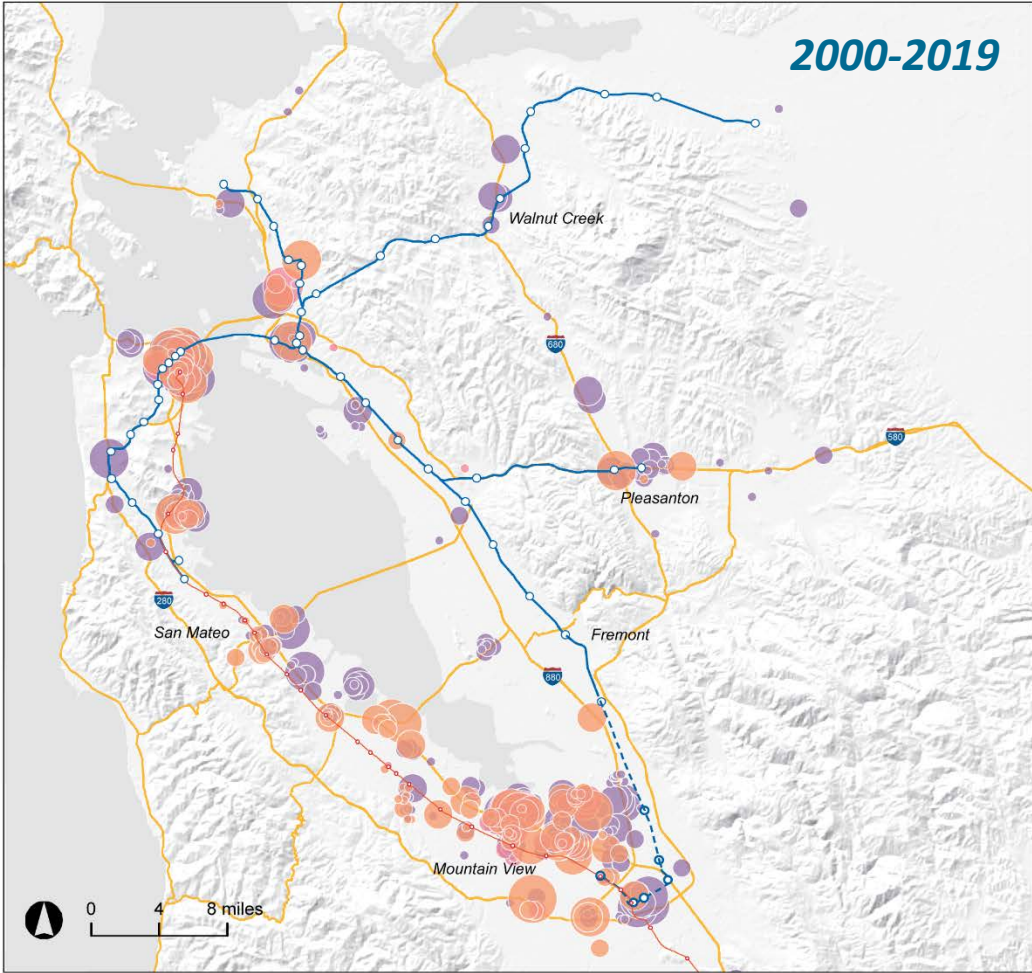


10-Year Work Plan for Transit-Oriented Development 2: Clarify Development Opportunities

Office Construction Over Last 2 Decades

Office Developments Built
2000-2019 by Rentable Sq. Ft.
in counties with BART, Caltrain































- 50,000 - 100,000 sq. ft.
 - 100,000 - 200,000 sq. ft.
 - 200,000 - 300,000 sq. ft.
 - Over 300,000 sq. ft.
- Built 2000 - 2009
 - Built 2010 - 2014
 - Built 2015 - 2019



Source: Costar, 2019; Strategic Economics, 2020.



2. Replacement Parking Expectations To Be Informed by Access Investment Framework

STATION TYPE	PRIMARY INVESTMENTS	SECONDARY INVESTMENTS	ACCOMMODATED	NOT ENCOURAGED
URBAN	  Walk Bicycle	 Transit and Shuttle	  Taxi and TNC Drop-Off and Pick-Up	 Auto Parking*
URBAN WITH PARKING	  Walk Bicycle	 Transit and Shuttle	  Taxi and TNC Drop-Off and Pick-Up	 Auto Parking*
BALANCED INTERMODAL	  Walk Bicycle	  Transit and Shuttle Drop-Off and Pick-Up	  Taxi and TNC Auto Parking*	
INTERMODAL/AUTO RELIANT	 Walk	   Bicycle Drop-Off and Pick-Up Transit and Shuttle	  Taxi and TNC Auto Parking*	
AUTO DEPENDENT	 Walk	    Bicycle Drop-Off and Pick-Up Auto Parking* Transit and Shuttle	 Taxi and TNC	

Primary Investment:
BART will prioritize investments of funds and staff time on and off of BART property, consistent with access goals; priority projects best achieve policy goals, focus on safety and sustainability.

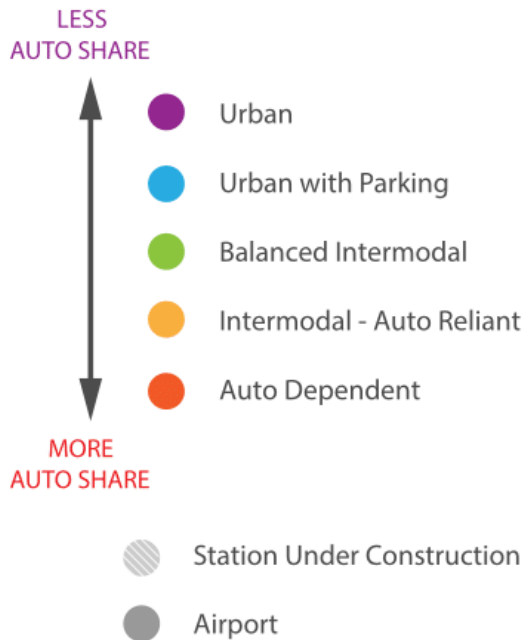
Secondary Investment:
BART will invest funds and staff time on and off of BART property, consistent with policy goals; secondary investments balance policy goals.

Accommodated:
BART will maintain and manage existing assets, and partner with other access providers as needed.

Not Encouraged:
BART will not invest in construction of parking expansion.

Note: TNC is for Transportation Network Company (shared use mobility)

2. Replacement Parking Expectations To Be Informed by Access Investment Framework



10-Year Work Plan for Transit-Oriented Development

3: Prioritize Stations through Screening Process

Development Readiness

- Market Feasibility
- Feasibility of Non-Market Driven Uses (Affordable Housing / Institutional Users)
- Nearby development activity
- Surrounding station access context supports TOD (walkability, eg)



10-Year Work Plan for Transit-Oriented Development

3: Prioritize Stations through Screening Process

Local Support

- Alignment of City/County support with BART's priorities
- Zoning for desired BART uses / densities
- Recent community engagement demonstrates local support
- Risk of displacement and local anti-displacement policies



The Oakland City Council included a high rise alternative in its EIR for the MacArthur Transit Village. After BART sold the property, the City approved the project.

10-Year Work Plan for Transit-Oriented Development

3: Prioritize Stations through Screening Process

Implementation Barriers & Opportunities

- BART infrastructure needs & possible cost/complexity (replacement parking, e.g.)
- Competitiveness for federal, state, regional funding sources
- Availability of local funding to support affordable housing/infrastructure costs
- Other expected funding opportunities
- Local experience with innovative financing/implementation measures



With help from the Contra Costa Redevelopment Agency, BART was able to replace 100% of its parking at Pleasant Hill/Contra Costa Centre (and ease the visual transition to the community)

Findings to Date

1. Need to address **parking replacement** concerns
2. Misalignment of local interest in **job generating uses** with current market conditions
3. **Height and FAR exceed** what can be built in some communities
4. **Height and FAR limit flexibility** for other design restrictions

Findings to Date:

BART's TOD Business Practice is a Balancing Act

Regional/System Priorities

- 99-year decisions affecting BART ridership and operations
- Regional housing crisis
- Replacement parking costs with limited public subsidy
- Rapidly changing mobility patterns
- Construction costs / project feasibility

Local / Community Priorities

- Concern about design and impact of project heights
- Regional jobs/housing imbalance and megacommutes
- Variation in local transportation options to get to station
- Limited local funds for community benefits
- Desire for placemaking elements (e.g. civic space)

10-Year TOD Work Plan

Guided Comment Questions

BART TOD Business Practice

1. How should BART work with local partners to balance regional needs / unique local identities?
2. Other thoughts on BART priorities / working with jurisdictions?

TOD Prioritization

1. Do criteria cover the right factors? Anything missing?
2. What criteria should receive greatest weight?

10-Year TOD Work Plan outline and comment card available at <https://www.bart.gov/about/business/tod/ab2923>

Outlines and comment cards for AB 2923 and
the 10-Year TOD Work Plan available at
<https://www.bart.gov/about/business/tod/ab2923>

Comments due March 18, 2020 by 5 PM to
Kamala Parks
kparks2@bart.gov
510-817-5901