Supervisor Gordon Mar Establishes Priority Development Areas for Resources to Reinforce Local Community Planning

San Francisco -- The Board of Supervisors today voted to expand the City's Priority Development Areas (PDAs) to make San Francisco eligible for regional funding for local community planning. Supervisor Mar sponsored the resolution, expanded priority development to the westside neighborhoods for the first time.

PDAs are voluntary designations by local governments to access dedicated funding for local community planning and development, transit improvements, and infrastructure through ABAG, the Association of Bay Area Governments. To date, San Francisco has received $88 million in PDA Transportation Funding and $4.3 million in PDA Planning Grants, not including additional funding for major transit projects allocated to PDAs.

“We have been very proactive engaging Sunset District residents and investing resources to plan the neighborhood’s future, and the PDA designation will unlock millions more to expedite our community planning goals," said Mar.

Today, Mar also announced an award to the D4 Youth and Families Network, a coalition of Sunset non-profit organizations to conduct a District 4 Community Needs Assessment as part of a comprehensive community planning process, which his office advocated for last year.

“Good comprehensive planning begins at the grassroots level and centers the people on the ground and their needs. I am excited to support the work of the D4 Youth and Families Network, and will continue to advocate for additional resources, like the PDA funds, to support my constituents to plan for the future of our neighborhood.”
1. **WHAT IS A PRIORITY DEVELOPMENT AREA (PDA)?**

PDAs are places with convenient public transit service prioritized by local governments for housing, jobs, and services. PDAs range from downtowns to main streets to aging malls. PDAs are voluntarily nominated by cities and counties, and are included in *Plan Bay Area* - the region’s long-range strategy for reducing greenhouse gas emissions, meeting the housing needs of every community, and advancing equity, mobility and economic vitality.

2. **WHAT ARE THE BENEFITS OF CREATING A PDA?**

Jurisdictions with PDAs have access to dedicated funding for plans and infrastructure improvements in PDAs. Since 2012, MTC has invested more than $630 million in PDA projects that advance community goals, including new sidewalks and bike lanes, downtown plans, and improved transit access. In addition, many competitive state transportation and housing funding programs now prioritize projects in places that implement regional plans such as PDAs.

3. **DOES CREATING A PDA REDUCE LOCAL LAND USE CONTROL?**

Establishing a PDA has no impact on a jurisdiction’s authority over its zoning, development review, or other land use decision. PDAs are voluntary local designations that help ensure regional planning and investment decisions are shaped by community priorities. Under *state law*, regional plans such as Plan Bay Area cannot supersede local land use authority.

4. **HOW DO PDAS AFFECT RHNA?**

The *Regional Housing Need Allocation* (RHNA) process determines the housing need a local jurisdiction must plan for every 8 years through its Housing Element, taking into account state-mandated factors such as fair housing and jobs/housing balance. This process is different than Plan Bay Area, which uses a 30-year time horizon, forecasts both housing and jobs, and does not require any local action. As part of its 30-year forecast, the Plan must include *at least* the number of units required by RHNA for each jurisdiction.

5. **WHAT’S THE DIFFERENCE BETWEEN A PDA, PCA, AND PPA?**

In addition to PDAs, Bay Area jurisdictions may nominate Priority Conservation Areas (PCAs) and Priority Production Areas (PPAs). While PDAs are places close to transit envisioned for a mix of housing, services, and jobs, PCAs are areas prioritized for open space conservation and improved community health. PPAs are industrial districts prioritized for more space-intensive activities. More information on PCAs and PPAs is available [here](#).

Letters of Interest for new or modified PDAs are due by September 16, 2019. To apply, click [here](#).
PLAN BAY AREA: **WHAT IS IT?**

- Long-range (30-year) regional plan for the 9-county Bay Area
- Conducted and adopted by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC)
- Required to meet state and federal law
  - SB 375 requires a Sustainable Communities Strategy to achieve state-mandated greenhouse gas emissions reductions thru linking land use and transportation
  - Must accommodate all projected housing demand from population and job growth within the region
- **Must be updated every 4 years**
  - Last adopted in 2013 and updated 2017 (horizon 2040), next one in 2021 (horizon 2050)
Plan Bay Area: Growth Framework

- Premise of the land use growth framework is to accommodate population growth in urbanized areas without sprawling further outward or developing on greenfield open space and agricultural lands.

- Three primary designations:
  - **Priority Development Area (PDA)**
    - Urban infill areas well served by transit or with proximity to jobs, good schools and other resources.
  
  - **Priority Conservation Area (PCA)**
    - Regionally significant areas for protection and investment for agricultural, environmental, and recreational purposes.

  - **Priority Production Area (PPA) – new for PBA 2021**
    - Regionally significant areas for industrial uses to support middle-wage jobs, economic diversity, and regional economic resiliency.
Existing San Francisco PDAs
PLAN BAY AREA: WHAT IS A PDA?

• Urbanized area that is served by public transit or has proximity to jobs, good schools, and other urban resources.
  • Transit Rich PDA
  • Connected Community/High Resource Area
    • All of San Francisco qualifies under these criteria!

• A signal to regional agencies from a local government that it has planned or is considering planning for housing growth in the area.

• A sub-area of a city that defines a reasonably discrete plan area or adjacent areas

• Designation is a voluntary and incentive-based program that makes the area eligible for grants and infrastructure support.
Plan Bay Area: What is a PDA \textit{not}?

PDA designation...

- Does NOT override any local land use control, zoning or plans, or mandate any particular land use outcome
- Does NOT bind the City to adopt any particular zoning controls or growth projections by area
- Does NOT require similar treatment of all areas or parcels within a PDA or across PDAs
  - All parts of PDAs do not need to be covered by plans, and plans do not need to follow PDA boundaries.
Location of Transit Priority Areas (TPAs)

- Rail Transit
- Inside PDA
- Outside PDA

Breakdown of Non-PDA TPA Lands - by county

- San Francisco: 22%
- Santa Clara: 27%
- San Francisco: 17%
- Alameda: 17%
- Marin: 4%
- Sonoma: 3%
- Solano: 1%
- Contra Costa: 7%
- San Mateo: 8%
- Unincorporated: 11%

Top 7 Cities for Transit-Rich Non-PDA Lands

- San Francisco: 13,500 acres
- San Jose: 8,200 acres
- Berkeley: 2,800 acres
- Sunnyvale: 2,400 acres
- Oakland: 2,100 acres
- Santa Clara: 1,600 acres
- Campbell: 1,400 acres

These seven cities account for over half of all transit-rich non-PDA land in the region.
PLAN BAY AREA: **WHY EXPAND SAN FRANCISCO’S PDAS?**

- **Funding for Planning and Infrastructure.**
  - PDA status makes that area eligible to receive grants to support planning and prioritize the area for infrastructure investment in regional and state planning. Since 2007, SF has received >$60m for PDAs from MTC.

- **Signal that Local Planning for Housing is Active and Advancing.**
  - Designation signals to region and state that we are engaging in local conversations about housing and will undertake planning that is crafted locally while meeting regional goals.
  - Ongoing conversations with Supervisors about how to advance these conversations and planning efforts.

- **Equity.**
  - SF’s current PDAs are heavily concentrated on the east side, though all of SF qualifies under PDA criteria. All of SF shares responsibility to plan for housing.
Growth Framework Designation Process

1b New PDAs
Submit letter of interest by September 2019

2 New PCAs
Resolution adopted by city council, board of supervisors, or elected board by January 2020

3a PPAs
Incorporate in Preferred Plan Bay Area 2050 in winter 2020
What is Plan Bay Area?

It is a long-range (30-year) regional plan for the 9-county Bay Area adopted by the Association of Bay Area Governments and the Metropolitan Transportation Commission that is required to meet state and federal laws and must be **updated every four years**. The plan must comply with SB 375, which mandates a Sustainable Communities Strategy (SCS) that achieves **state mandated greenhouse gas reduction targets by linking land use to transportation**. The Plan must accommodate all of the projected housing growth in the region for the population and jobs projected. The basic premise of the Plan is generally to **accommodate population growth in existing urbanized areas without sprawling further** outward or developing on greenfield open spaces and agricultural lands, while meeting objectives for equity, environmental resiliency, and mobility.

The Plan uses a land use growth framework that has three primary designations: Priority Development Areas (PDAs), Priority Conservation Areas (PCAs), and Priority Production Areas (PPAs). There are minimum criteria for each designation, but they are locally nominated by local governments.

What is a Priority Development Area (PDA)?

- An urbanized area that is served by public transit or has proximity to jobs, good schools, and other urban resources. All of San Francisco qualifies under these standards.
- A signal to regional agencies from a **local government** that it has planned or is considering **planning for housing growth** in that area.
- The geography of a PDA generally is a **sub-area of a city** that defines a reasonably discrete plan area or adjacent areas (i.e. not the whole city as a single PDA).
- PDA designation is **voluntary** and is an **incentive-based** program that makes the area eligible for grants and infrastructure support.

**Designation as a PDA does not override local control:**

- **Does not override any local land use control, zoning or plans**, or mandate any particular land use outcome.
- **Does not bind the City to adopt any particular zoning controls** or growth projections by area.
• Does not require similar treatment of all areas within a PDA or across PDAs— we can define our plans, zoning based on the geography and controls that make sense to us. Every part of a PDA does not need to be zoned or treated the same. All parts of PDAs do not need to be covered by plans, and plans do not need to follow PDA boundaries.

Why Expand San Francisco’s PDAs:

Funding for Planning and Infrastructure. PDA status makes that area eligible to receive grants to support planning and prioritizes the area for infrastructure investment in regional and state planning. Since 2007, SF has received >$60 million for PDAs from MTC.¹ The state is also increasingly using PDAs to target infrastructure and grant programs, like the new program for parks on Caltrans property and scoring for community planning grants.

Signal that Local Planning is Advancing. PDA designation signals to regional and state agencies that we are engaging in local ongoing conversations about housing growth in these areas and will undertake planning on our own terms that support broader regional goals. This dovetails with ongoing conversations with Supervisors about how best to consider housing growth and what kind of planning activities to advance.

Equity. SF’s current PDAs are heavily concentrated on the east side of the City, though all of San Francisco qualifies under the PDA criteria. All of SF shares responsibility for planning for housing. Including more of SF and substantial parts of all Supervisory districts, is a more equitable path forward.

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¹ Examples of funding through the One Bay Area Grant (OBAG)program have included: Planning Grants: Market & Octavia Area Plan; Treasure Island Mobility Study; Bi-County (SF-Brisbane) Transportation Study; Mission-San Jose Ave Housing Feasibility Study. Capital Grants: Safe Routes to School (Chinatown), Geary Bus Rapid Transit Phase 1, Central Subway, McLaren Park Street Improvements.
[Application to Amend San Francisco’s Priority Development Area, Priority Conservation Area, and Priority Production Area Designations]

Resolution authorizing the Planning Department to apply, on behalf of the City and County of San Francisco, to confirm existing and create new and revised designations of Priority Development Areas, Priority Conservation Areas, and Priority Production Areas by the Association of Bay Area Governments and the Metropolitan Transportation Commission, as part of the Plan Bay Area 2050 update.

WHEREAS, The Association of Bay Area Governments and the Metropolitan Transportation Commission (collectively, "the regional agencies") are undertaking a long-range regional planning initiative called Plan Bay Area; and

WHEREAS, Plan Bay Area is the Bay Area’s regional transportation plan and Sustainable Communities Strategy (“SCS”) that meets the requirements of the California Sustainable Communities and Climate Protection Act of 2008 (SB 375) to integrate land use and housing growth policies with transportation investments and strategies in order to meet state mandated greenhouse gas reduction targets; and

WHEREAS, Plan Bay Area is on a four-year planning cycle; and

WHEREAS, The regional agencies initially adopted Plan Bay Area in 2013, subsequently updated it in 2017 with a time horizon of 2040, and are currently revising it for adoption in 2021 with a time horizon of 2050; and

WHEREAS, Plan Bay Area 2050’s program goals support future regional development that focuses growth in urban infill areas, limits urban sprawl, and meets the region’s housing needs in areas well-served by public transit and in close proximity to jobs, schools, and other resources that provide access to opportunity; and
WHEREAS, Plan Bay Area 2050’s “guiding principles” are Affordable, Connected, Diverse, Healthy and Vibrant and address the four topic areas of transportation, housing, the economy and the environment, while integrating Equity and Resilience; and

WHEREAS, The regional agencies seek local government partners to voluntarily participate in creation of a growth framework for the SCS that identifies priority areas that (1) accommodate growth in housing and jobs (Priority Development Areas or “PDAs”), (2) protect or invest in agricultural, recreational, or environmental resources (Priority Conservation Areas or “PCAs”), and (3) promote middle-wage jobs and support the region’s economy through its industrial sector (Priority Production Areas or “PPAs”); and

WHEREAS, The regional agencies have asked local jurisdictions to submit any requests for revisions to such designations before January 15, 2020, including a resolution from the jurisdiction’s legislative body; and

WHEREAS, Local governments establish planning and zoning policies for these areas, in consultation with their communities, and may voluntarily nominate these designations based on criteria established by the regional agencies; and

WHEREAS, In order to meet the region’s tremendous existing and projected housing needs, mobility challenges, equity considerations, and environmental goals, the regional agencies are encouraging local jurisdictions to nominate as PDAs, particularly for the accommodation of housing growth, as many urban areas as possible that qualify as “Transit Rich” or a “Connected Community/High Resource,” as defined; and

WHEREAS, Almost all of San Francisco meets the criteria for both Transit Rich and Connected Community/High Resource Areas, but the current Plan Bay Area 2040 largely designates San Francisco’s PDAs on the east side of the City; and

WHEREAS, The Board of Supervisors (“Board”) recognizes that all parts of San Francisco share responsibility for equitable housing growth and transit-oriented development
to ensure the City remains diverse, improves equity, and meets affordable housing, infrastructure, and other community needs; and has endeavored to achieving geographic balance for unmet affordable housing needs; and

WHEREAS, The Board is committed to encouraging and facilitating ongoing local community conversations and community-driven planning for equitable housing growth and equitable transit-oriented development throughout the City, including in areas for which area plans or rezoning have not yet been adopted in recent years; and

WHEREAS, The City has been most successful managing growth through the adoption of local community plans, which included significant upzoning and subsequent housing production; and

WHEREAS, The City has met 100 percent of its Regional Housing Needs Assessment goal for above-moderate income housing through the year 2022 but less than 30 percent of moderate and low-income housing goals, and requires resources to expand local community planning to meet affordable housing, infrastructure, and other community needs; and

WHEREAS, The Board recognizes that the City has an ongoing need to improve and expand its open space and recreation system citywide to serve a growing population and further resiliency, sustainability, and equitable access; and

WHEREAS, There are a number of major existing and proposed open spaces and trails of citywide and regional significance that deserve recognition and attention as PCAs, especially those that require significant investment to complete or address resiliency, access, and renewal; and

WHEREAS, The regional agencies have introduced the PPA designation to support and promote areas with concentrations of Production, Distribution and Repair ("PDR") uses as key reservoirs and drivers of middle-wage jobs and economic diversity in the region, and to support the functioning of the region’s vibrant and innovative economy; and
WHEREAS, San Francisco has been on the forefront of recognizing the importance of PDR uses, including the creation of adequate zoning to preserve these uses in many of the City’s remaining areas with concentrations of PDR uses, along with complementary economic development and workforce programs; and

WHEREAS, San Francisco has few areas with concentrations of PDR uses and PDR zoning, and, in addition to nominating the City’s largest and most significant contiguous PDR area as a PPA as part of this update of Plan Bay Area, the regional agencies should recognize the importance of other areas of the City as complementary to the PPA designated area, and meeting Plan Bay Area’s goals; and

WHEREAS, The regional agencies plan on providing financial incentives, such as grants and technical assistance, to designated PDAs, PCAs, and PPAs, and to focus transportation investments and other resources in these areas, particularly PDAs, to advance Plan Bay Area’s goals; and

WHEREAS, Accommodating equitable housing growth requires additional infrastructure and planning resources, and designating these zones and plan areas as PDAs, PPAs, and PCAs will make them eligible for regional capital and planning funds; and

WHEREAS, The Board has authorized the designation of PDAs and PCAs through Resolutions Nos. 323-15, 152-15, 149-15, 455-08, and 483-07; now therefore, be it

RESOLVED, That the Board authorizes the San Francisco Planning Department to apply on behalf of the City and County of San Francisco to confirm and revise San Francisco’s designations of the following areas, as indicated on the maps on file with the Clerk of the Board in File No. 191120, as follows:

Priority Development Areas (PDAs):

Treasure Island/Yerba Buena Island (existing; no changes)
Downtown/Van Ness/Northeast Neighborhoods (existing; boundary changes)
Transbay/Rincon Hill (existing; boundary changes)
Eastern Neighborhoods (existing; boundary changes)
Mission Bay (existing; boundary changes)
Bayview/Southeast Neighborhoods (existing; boundary changes)
Lombard Street (new)
Central City Neighborhoods (existing; expansion)
Market-Octavia (existing; boundary changes)
J Church & Mission Corridor (existing, boundary changes)
Balboia Park and Southeast Corridors (existing; boundary changes/expansion)
Richmond District (new)
Sunset Corridors (new)
West Portal/Forest Hill Station Area (new)
19th Avenue (existing; boundary changes)

Priority Conservation Areas (PCAs):
Treasure Island/Yerba Buena Island Open Space (new)
Central Waterfront (new)
India Basin Waterfront Open Space (new)
Crosstown Trail (new)
Outer Mission Park Connections (new)
Lake Merced/Ocean Beach (new)
Golden Gate Park (new)
Northern Waterfront (new)
Bayview Hill (existing)
1 Palou Phelps Natural Area (existing)
2 McLaren Park (existing)
3 Twin Peaks/Glen Canyon Bioregion (existing)
4 San Francisco Bay Trail and Ridge Trail (existing)
5 California Coastal Trail (existing)

6 Priority Production Area (PPA):
7 Bayshore/Central Waterfront/Islais Creek (new)