

SB743 VMT Policies and Housing Strategies

Planning Innovations Webinar
December 10, 2020

AGENDA

Welcome

Context and Overview

Erik DeKok, Governor's Office of Planning and Research (OPR)

Local Planning Perspectives

Erik DeKok, OPR (Moderator)

Bill Roth, City of Fremont

Heather Hines, City of Petaluma

Strategies and Approaches

Krute Singa, ABAG/MTC (Moderator)

Brian Manford, Nelson\Nygaard

Matt Goyne, Fehr & Peers

Darcy Kremin, Rincon Consultants

OBJECTIVES FOR THIS FORUM

1

Make the connection between the shift to VMT and housing, the importance of working cross-departmentally, and how it interacts with other state goals.

2

Provide an understanding of how the Housing Element Update and VMT Implementation process can be aligned.

3

Identify tangible next steps for local planning staff to implement as part of their housing element updates

Housing Elements and SB 743 Implementation

MTC/ABAG Planning Innovations Webinar

December 10, 2020

Presented by:

Erik de Kok, AICP
Planning & Community Development Program Manager

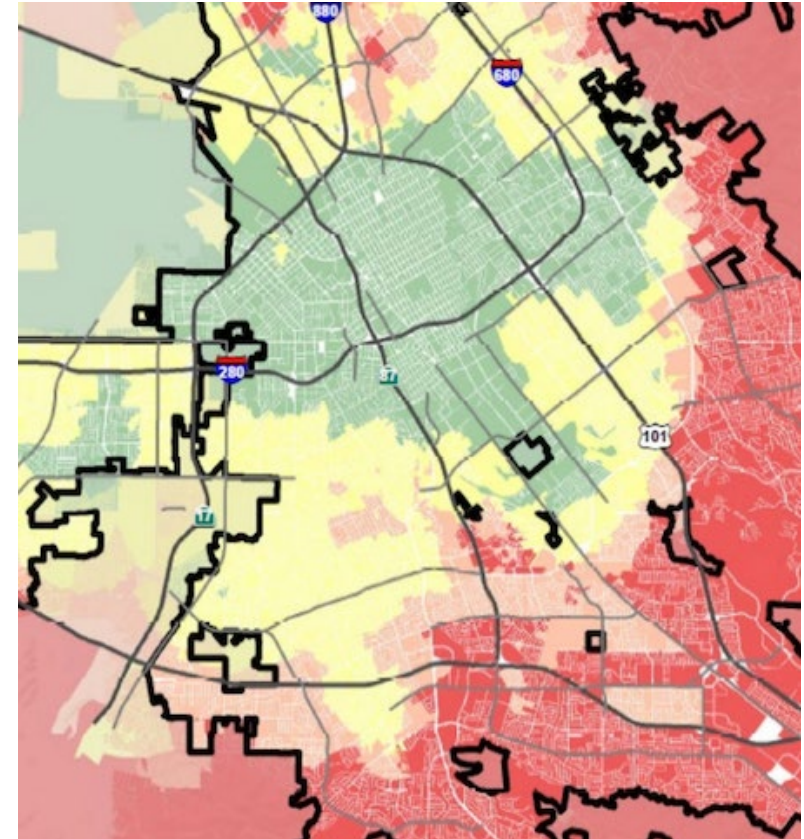


Housing Element Updates and SB 743

- **Housing Element** updates – Where to put new housing to accommodate RHNA allocations, while also satisfying all HCD and other general plan requirements?
- **SB 743: Shift to VMT in CEQA** – What are the implications for programmatic environmental review of housing element updates, and subsequent housing projects?
- **Opportunities** to align HE updates with SB 743 changes?
 - Location efficiency: site selection and land use changes in alignment with transportation investments to reduce VMT (and mitigate if needed)
 - CEQA review: set the table for success for future projects by aligning VMT thresholds with housing element and other GP element updates

SB 743 – Shift to VMT Analysis in CEQA

- **SB 743 (2013)** – CEQA analysis of transportation impacts shifted to VMT from LOS
 - OPR SB 743 Technical Advisory: December 2018
 - VMT implementation effective date: July 1, 2020
- Lead agencies can use general guidance and thresholds provided by OPR, or develop own thresholds based on substantial evidence
 - If project VMT is at least 15% below regional or local VMT/capita, could be less than significant.



SB 743 and housing projects

- Land development projects including TODs, housing, retail, and office projects are **presumed to have a less than significant impact** and may not need to undertake CEQA transportation analysis **if they are:**
 - *Within ½ mile of a major transit stop or high-quality transit corridor*
 - *Affordable housing projects*
- When using VMT, about **half of future housing across the state would not be required to analyze transportation impacts at all** under CEQA

Housing Elements and 6th RHNA Cycle

Statutory Objectives (Government Code 65584(d)):

- Increase housing supply & mix of housing types, tenure & affordability in an equitable manner
- Promote infill development & socioeconomic equity, protect environmental & ag resources, and encourage efficient development patterns consistent with the State's planning priorities and climate goals
- Promote improved intraregional jobs-housing relationship including jobs housing fit
- Balance disproportionate household income distributions (more lower income RHNA to higher income areas)
- Affirmatively furthering fair housing



The RHNA Process

RHNA Determination/Assessment

HCD Determines RHNA consulting with DOF & COG (New Factors!)

COG

DOF

ABAG Final Determination: June 9, 2020

ABAG/HCD consultation: completed May 2020

RHNA Distribution/Allocation

COG develops RHNA Plan
HCD Reviews (New!)
(4-Multi County Regions w/ 23 Counties w/ 353 jurisdictions + 15 Single-County COGs w/ 128 jurisdictions)

HCD acts as COG
(20 Predominantly Rural Counties w/ 58 jurisdictions)

ABAG RHNA Final Methodology: Spring 2021

~1-2 years

RHNA Planning

Local Governments (539 jurisdictions)

Housing Elements and APRs (HCD Reviews)

~1 year

ABAG region: All HEs due to HCD by January 31, 2023*

About Analyze Screen **Layers**

Context Layers

Add or remove extra layers from the map. Click on a layer name to see a description and adjust opacity. Click on the blue icon to the right of each layer to download the data.

Site Check

- Parcels
- Heatmap - Concentration of Exemptions

Boundaries

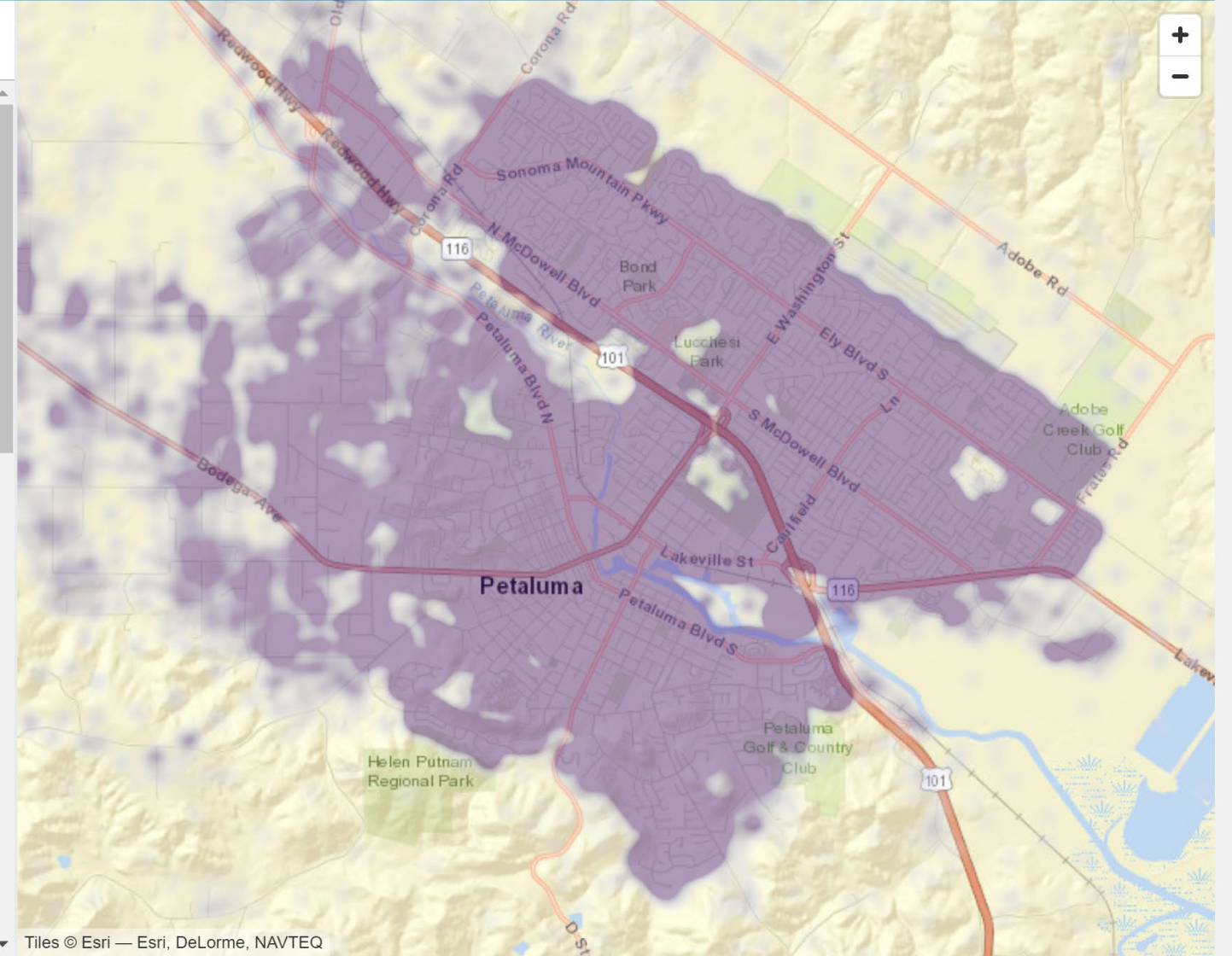
- City
- County
- Metropolitan Planning Organization

Urbanized/Urban Areas

- Urbanized Area or urban cluster under Census
- Urbanized Area under PRC 21071
- Urban Area under PRC 21094.5

Planning

- Covered by a Specific Plan



Tiles © Esri — Esri, DeLorme, NAVTEQ

Panel 1: Local Planning Perspectives



PLANNING INNOVATIONS: VMT AND HOUSING WEBINAR

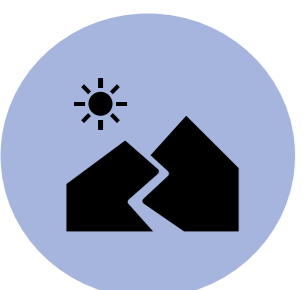
DECEMBER 10, 2020



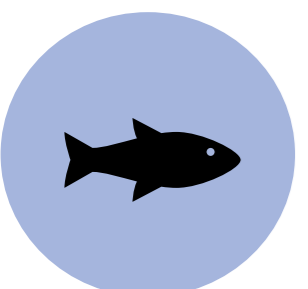
PETALUMA LOCAL CONTEXT



Population



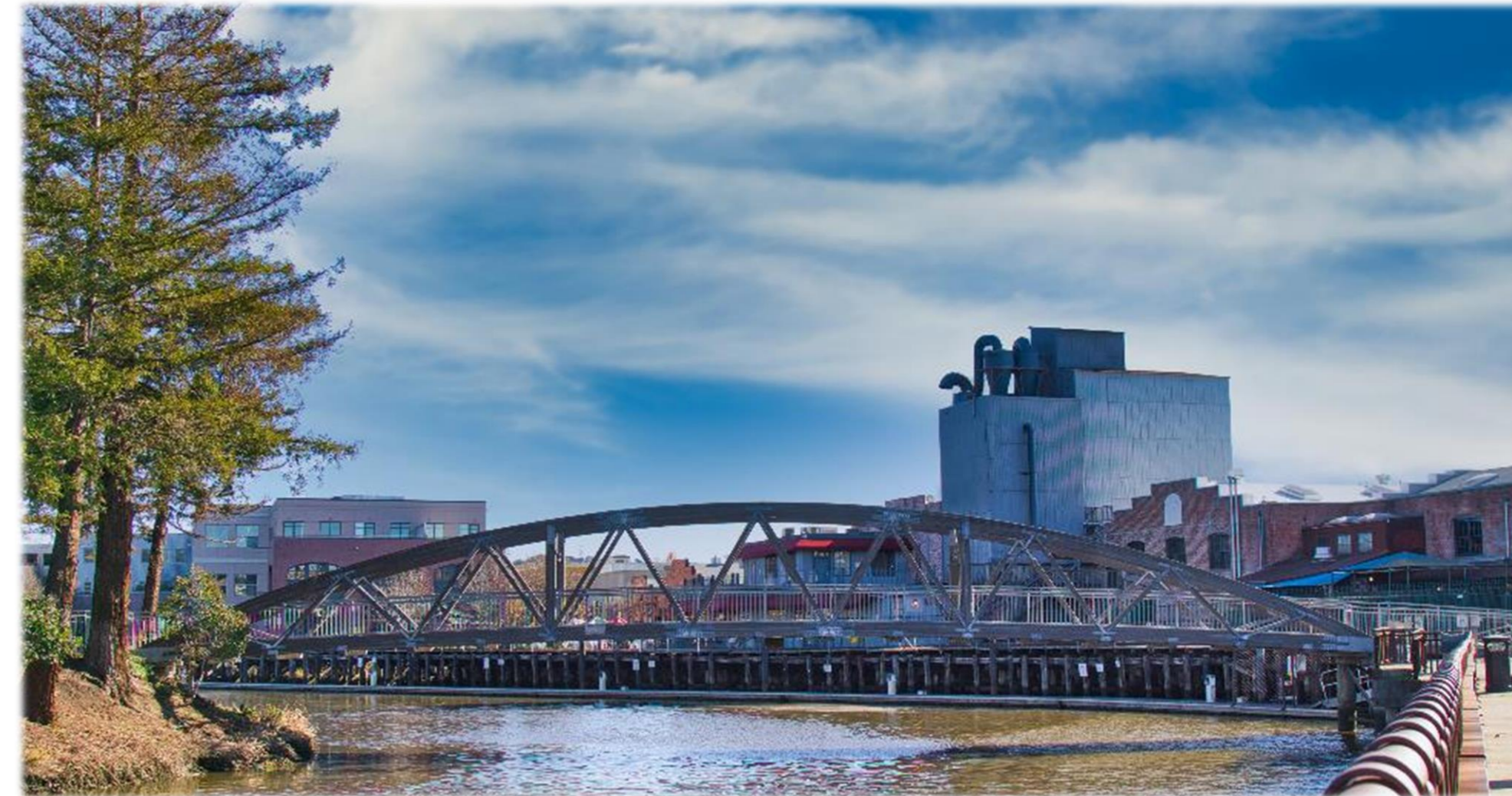
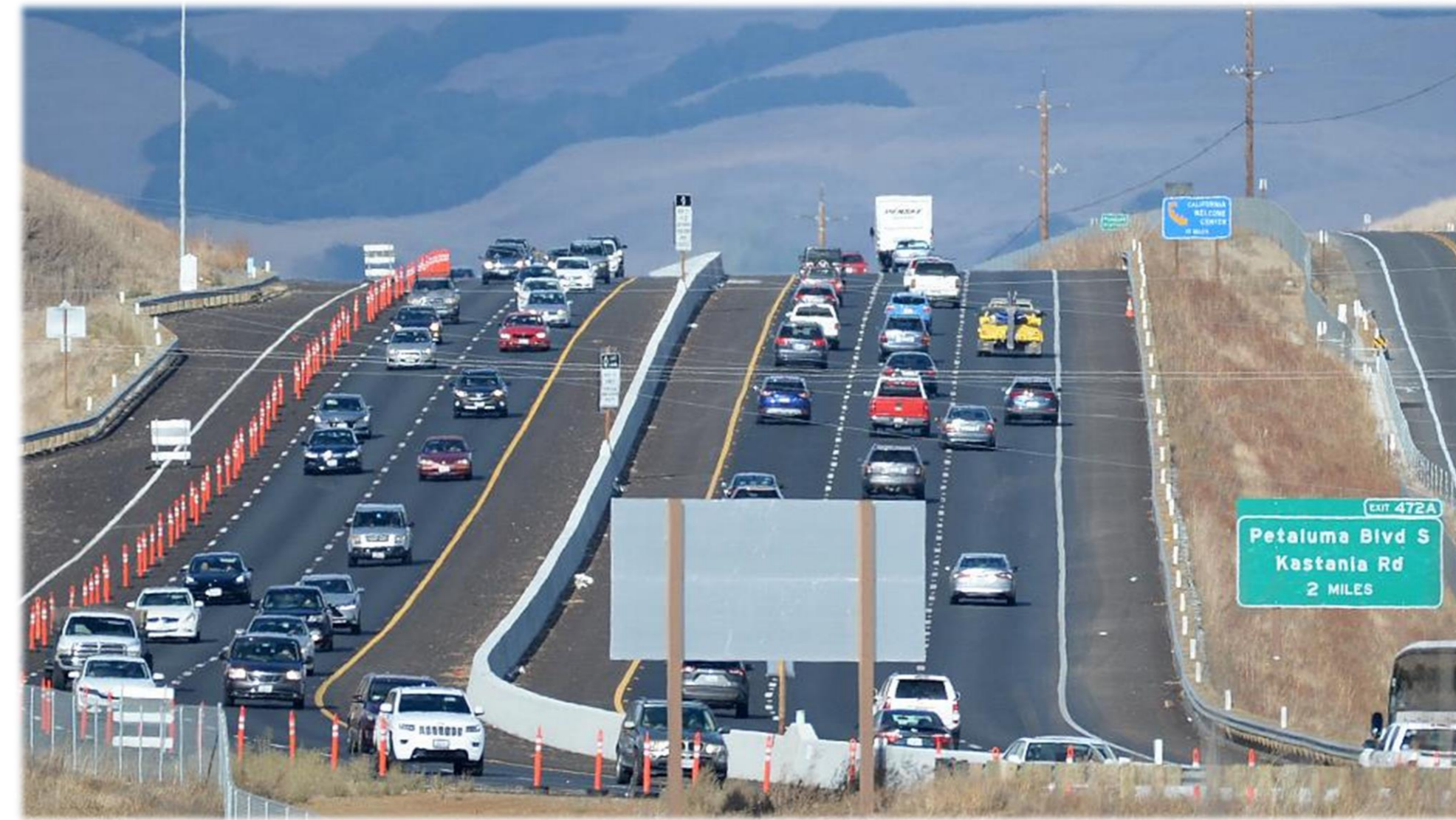
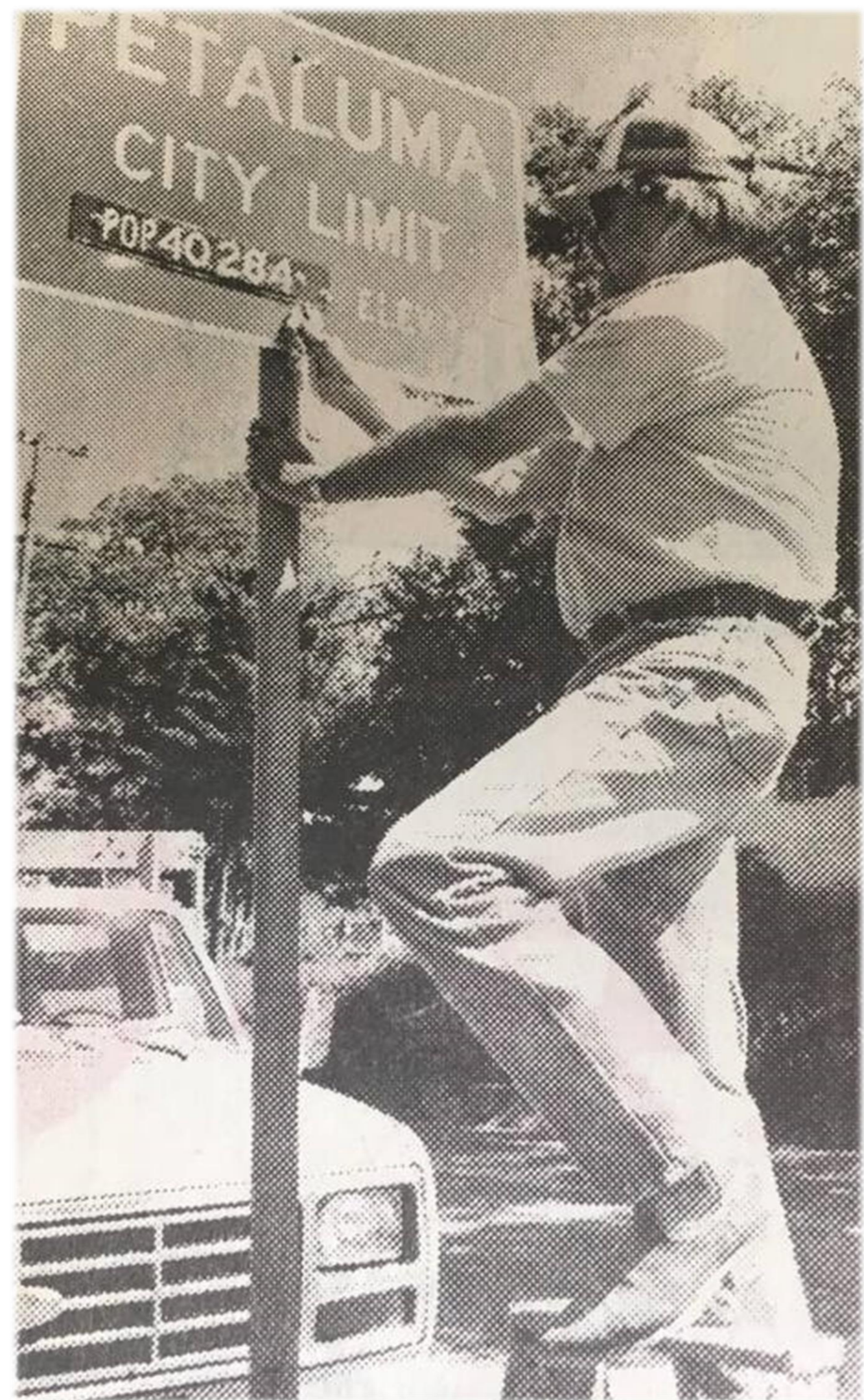
Highway 101



Petaluma River



Urban Growth Boundary



PETALUMA LOCAL CONTEXT



SMART Train



Historic Downtown



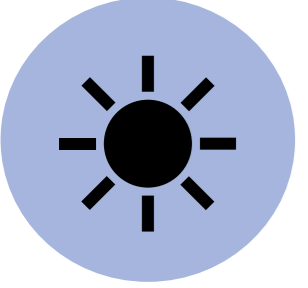
Local Transit



PETALUMA POLICY CONTEXT



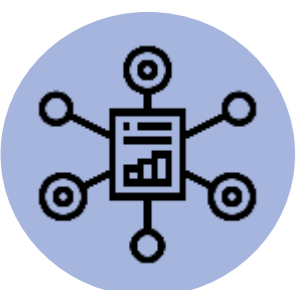
Supportive of housing development



Climate action at forefront



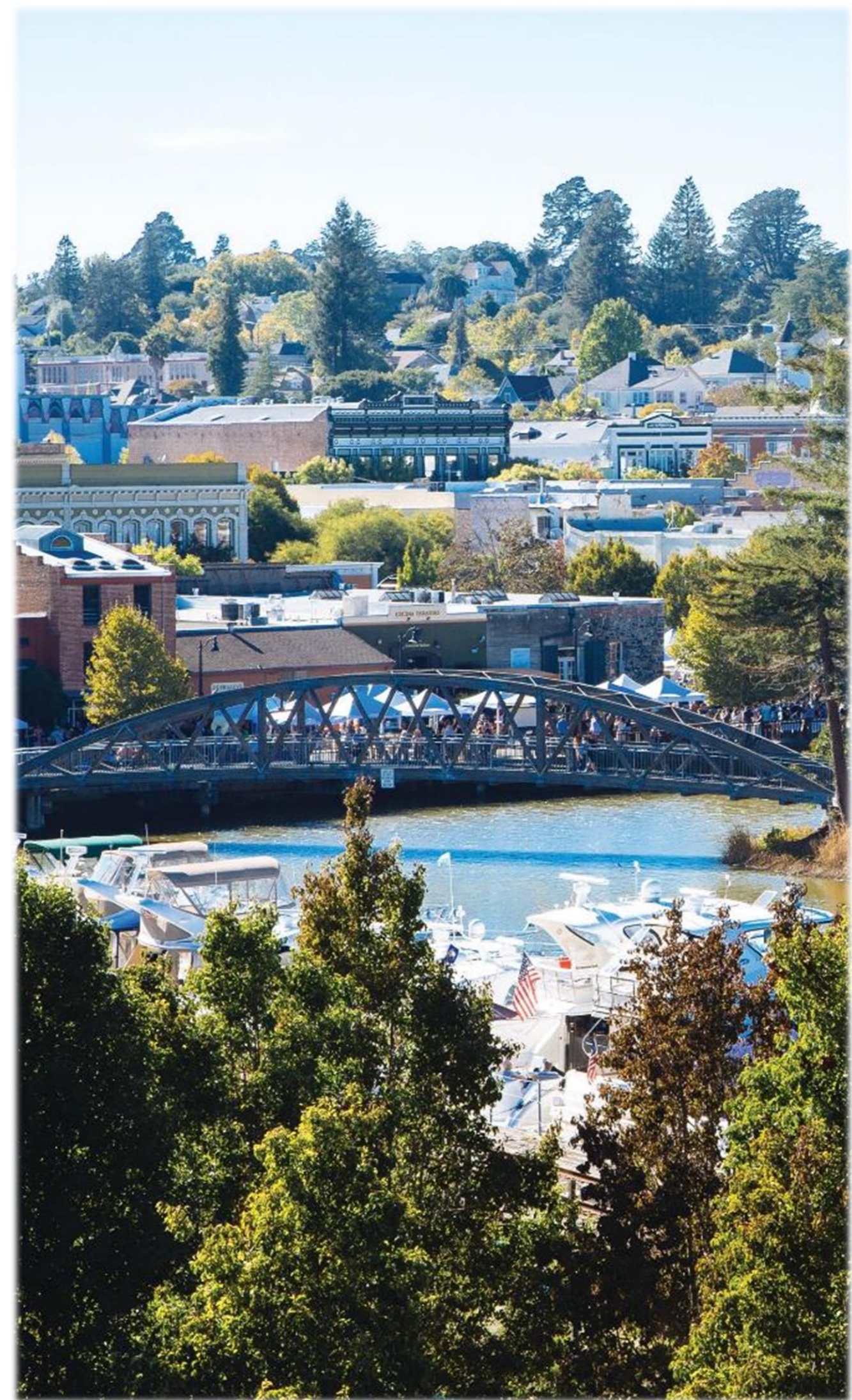
Climate action resolution



Climate action framework in process



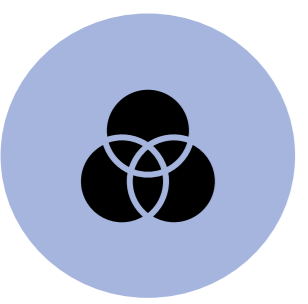
General Plan and Housing Element RFP circulating



VMT CONSIDERATIONS



In process of creating local VMT guidelines



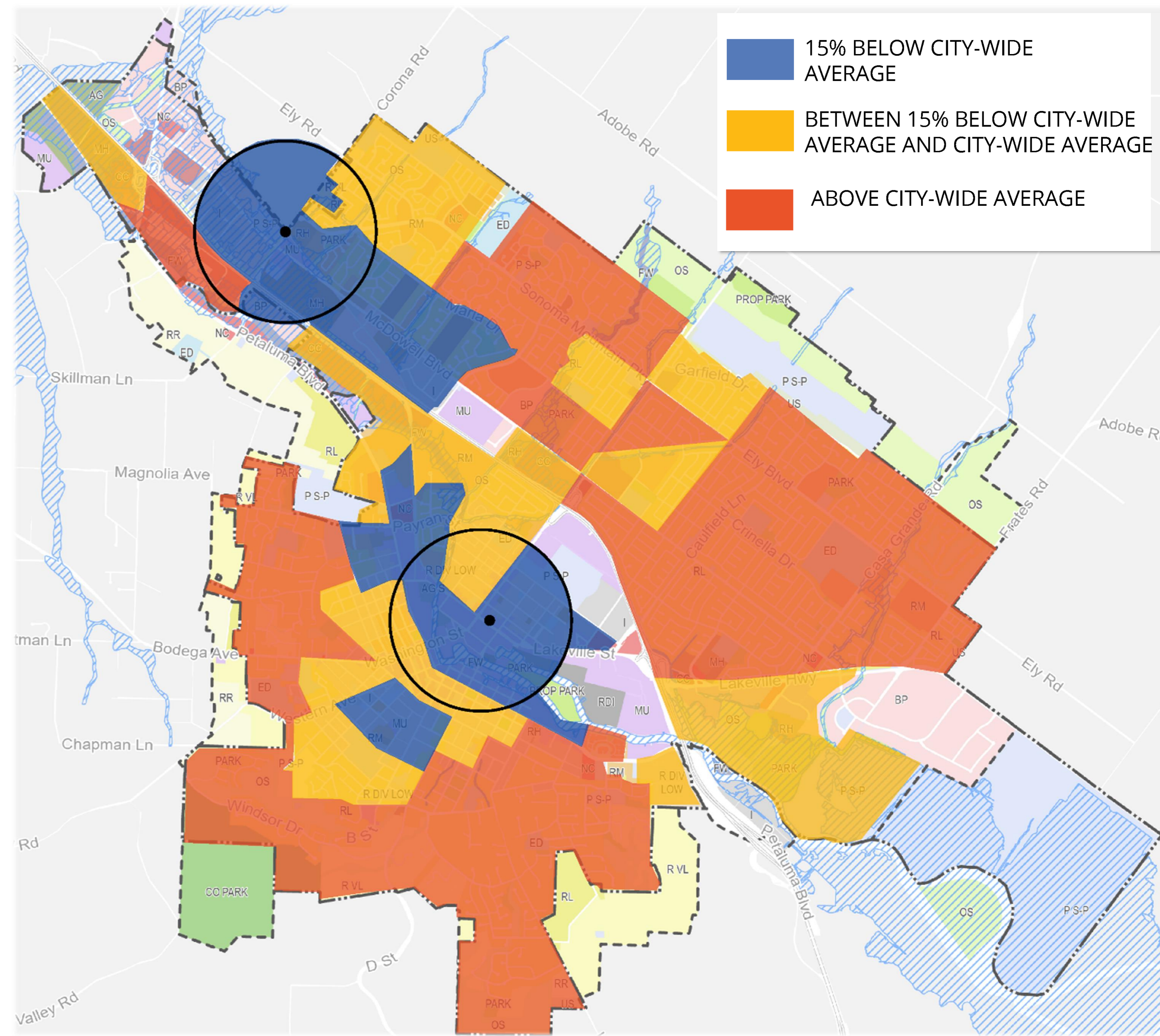
Working with SCTA on modeling



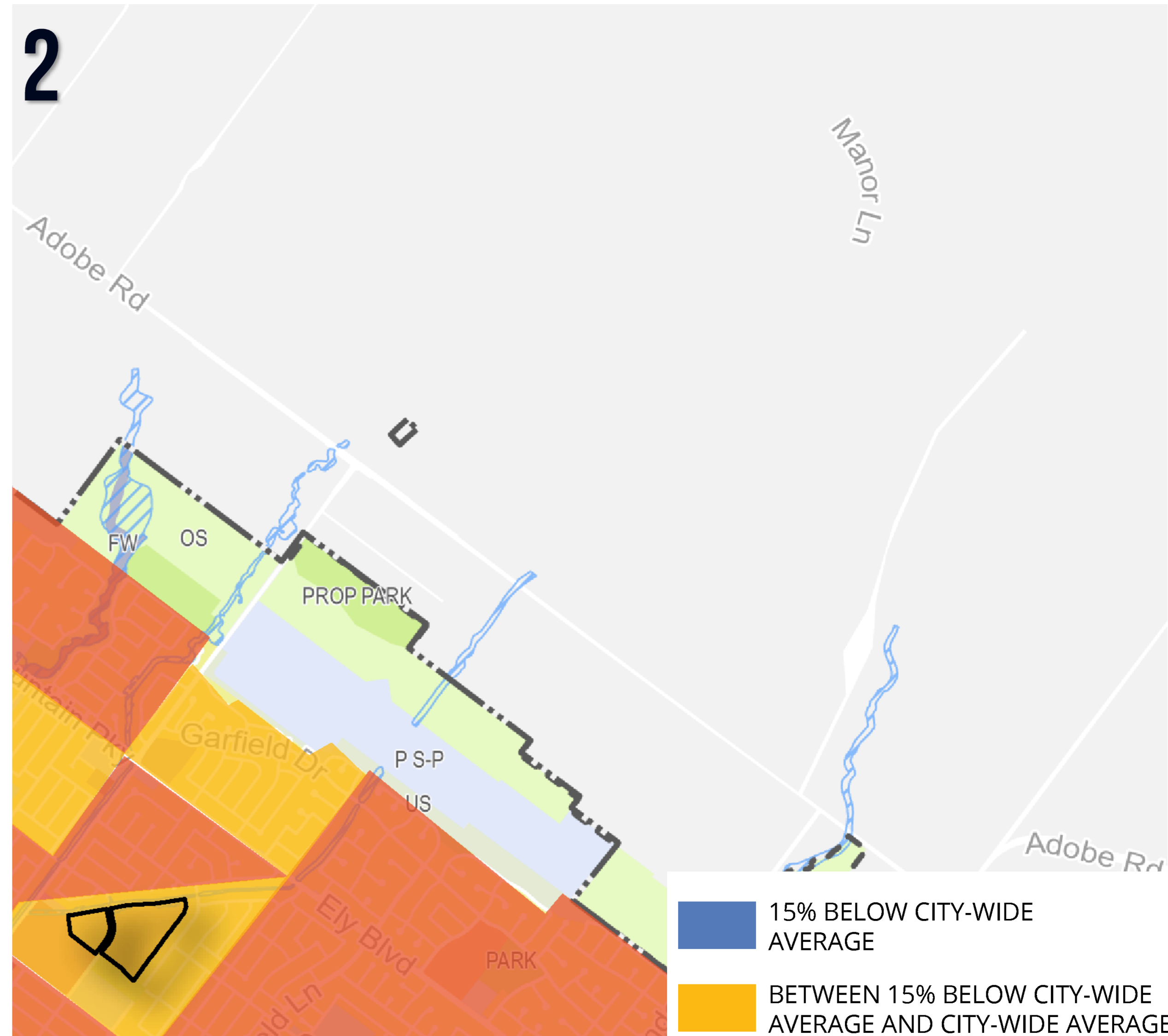
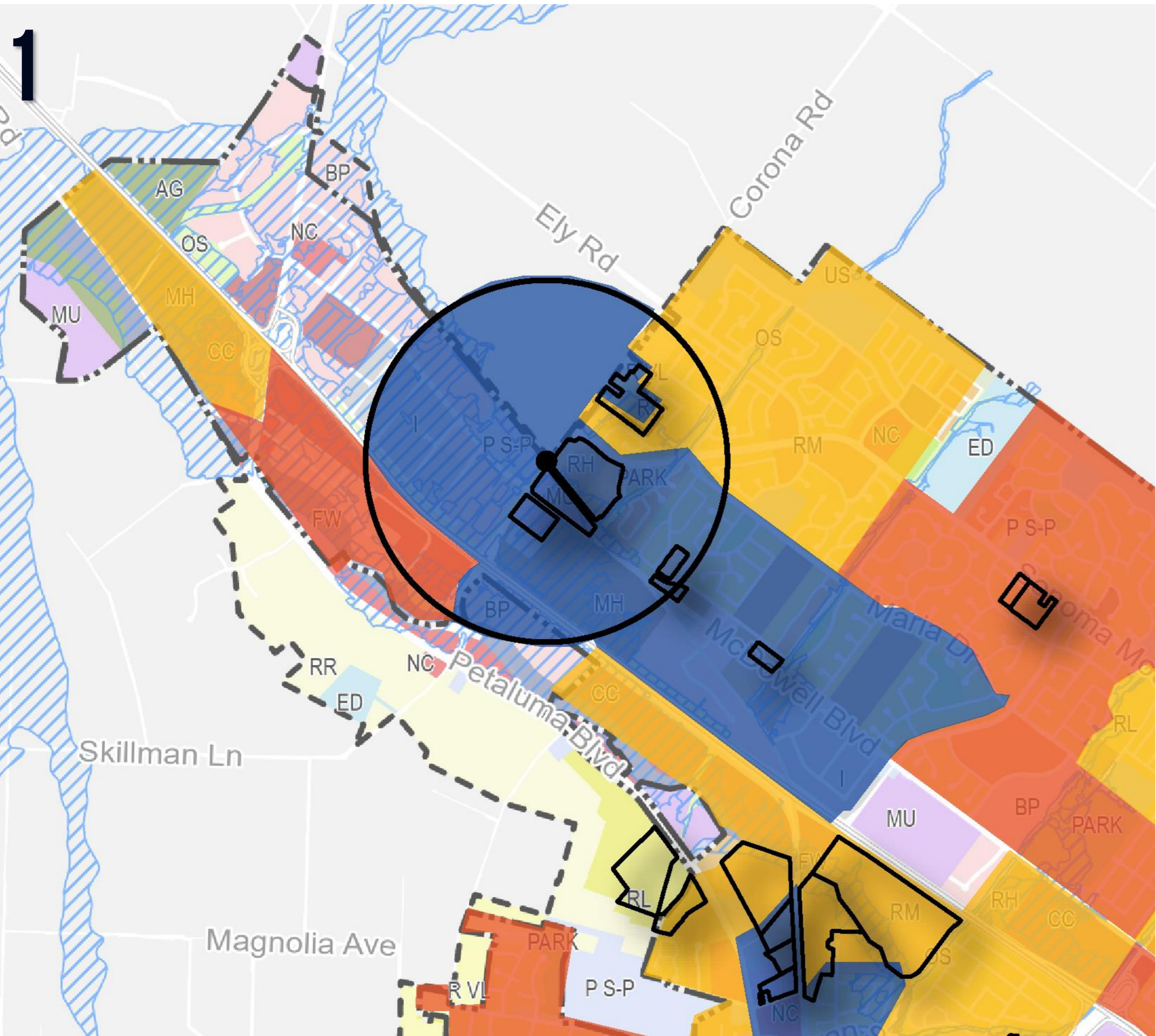
VMT technical advisory committee



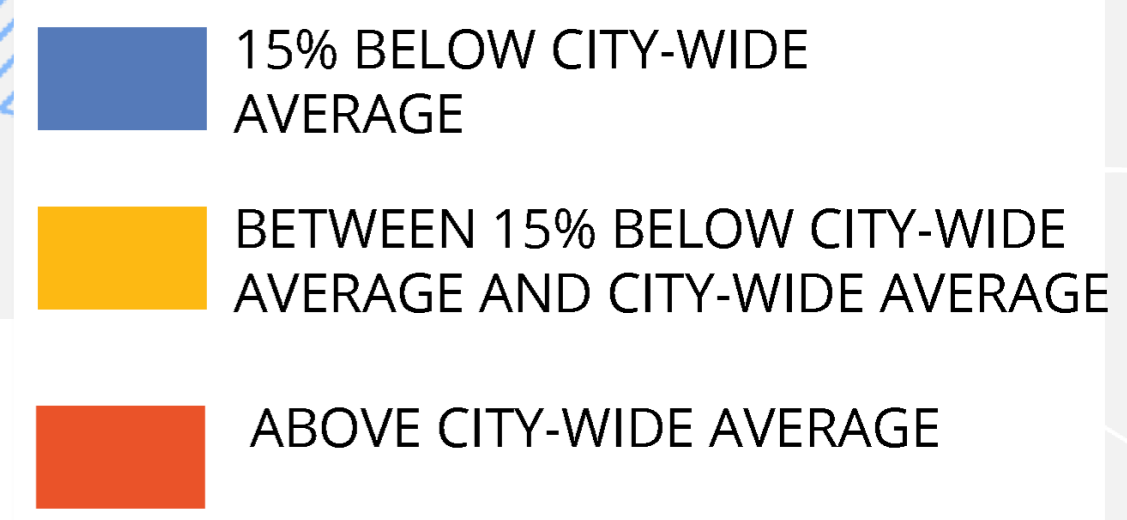
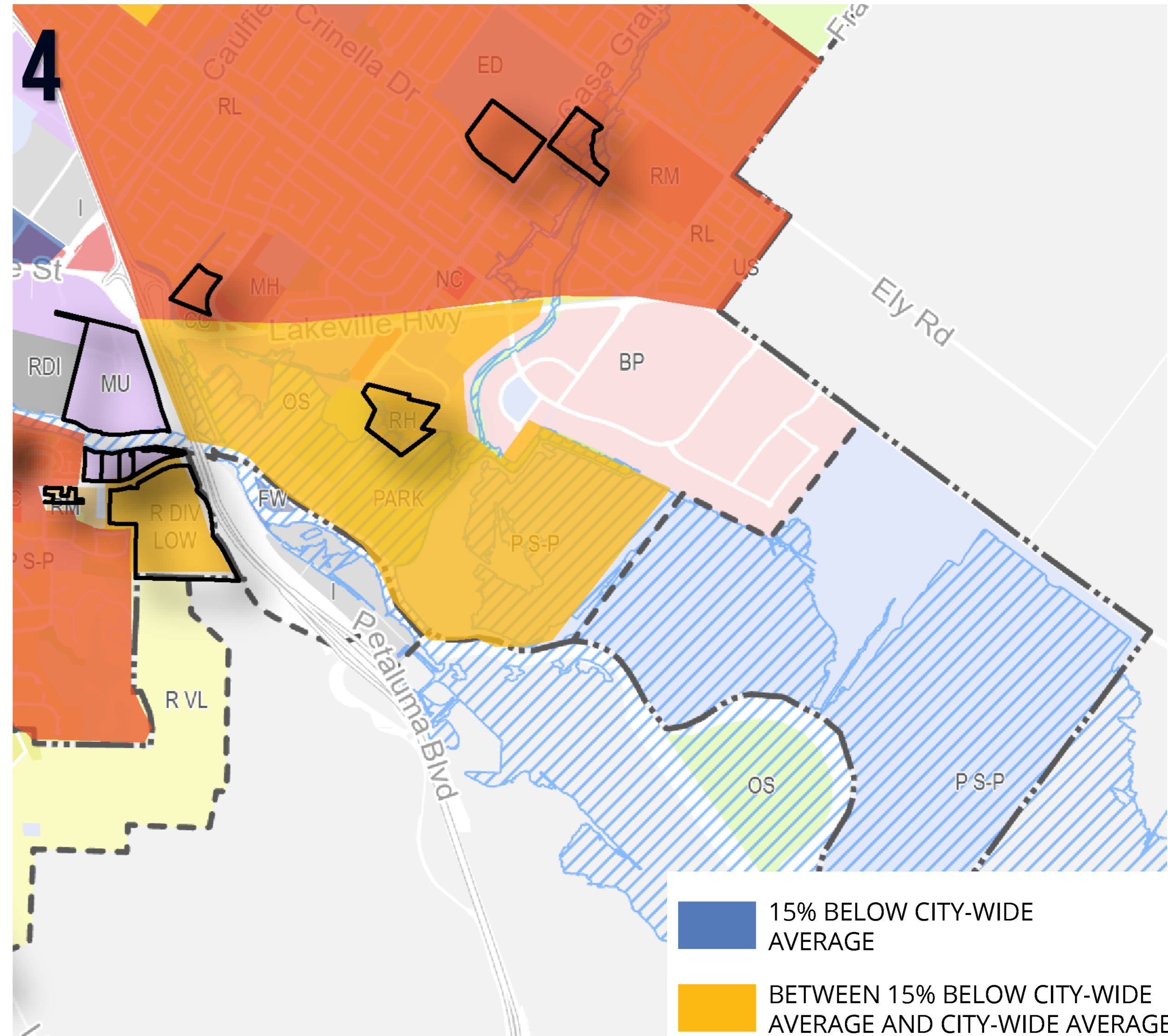
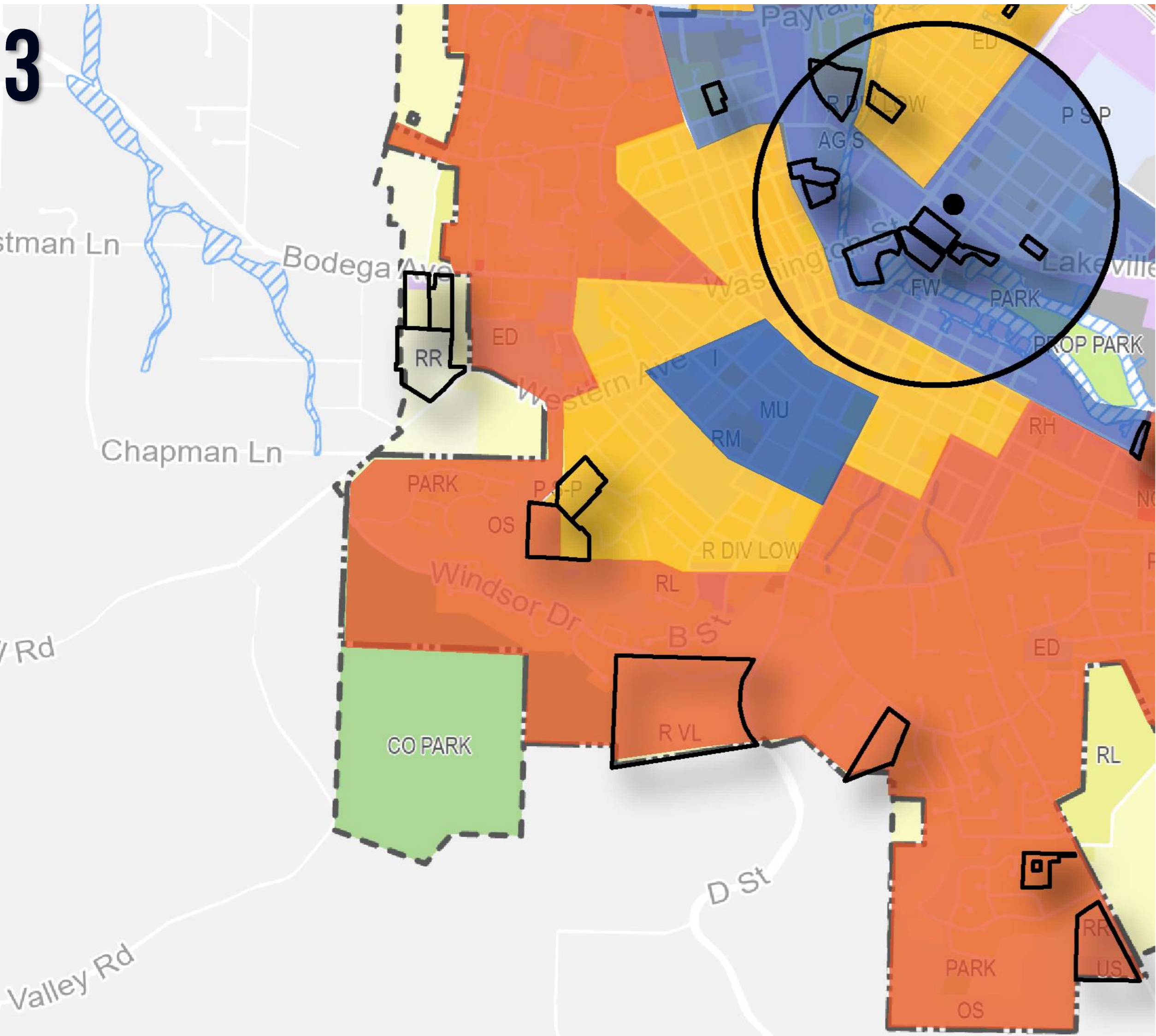
Adoption targeted for spring 2021



VMT VS HOUSING OPPORTUNITY SITES – NORTH PETALUMA



VMT VS HOUSING OPPORTUNITY SITES – SOUTH PETALUMA



CHALLENGES

Properties identified as Housing Element opportunity sites with residential land use and zoning also identified as high VMT

Requires EIR for VMTs

Climate focused policy and remedy for EIR with overriding considerations for VMT difficult to reconcile

Increases time and expense for housing projects in areas we had previously identified for housing development

Constrained transit options in Petaluma

Single land use areas don't facilitate development of nearby services





OPPORTUNITIES

Aligned with Petaluma's climate action focus and aggressive carbon neutral goals

Focus development in core, adjacent to transit in areas that screen out

Encouragement to not overpark projects in order to maintain the ability for projects to screen out in these areas

In other areas, higher density, ADUs, public improvements such as crosswalks, bike lanes, etc. to help mitigate VMT

SB 35 and other streamlining bills that exempt projects from CEQA if higher levels of affordability offered

LOOKING AHEAD

General Plan and Housing Element update initiated

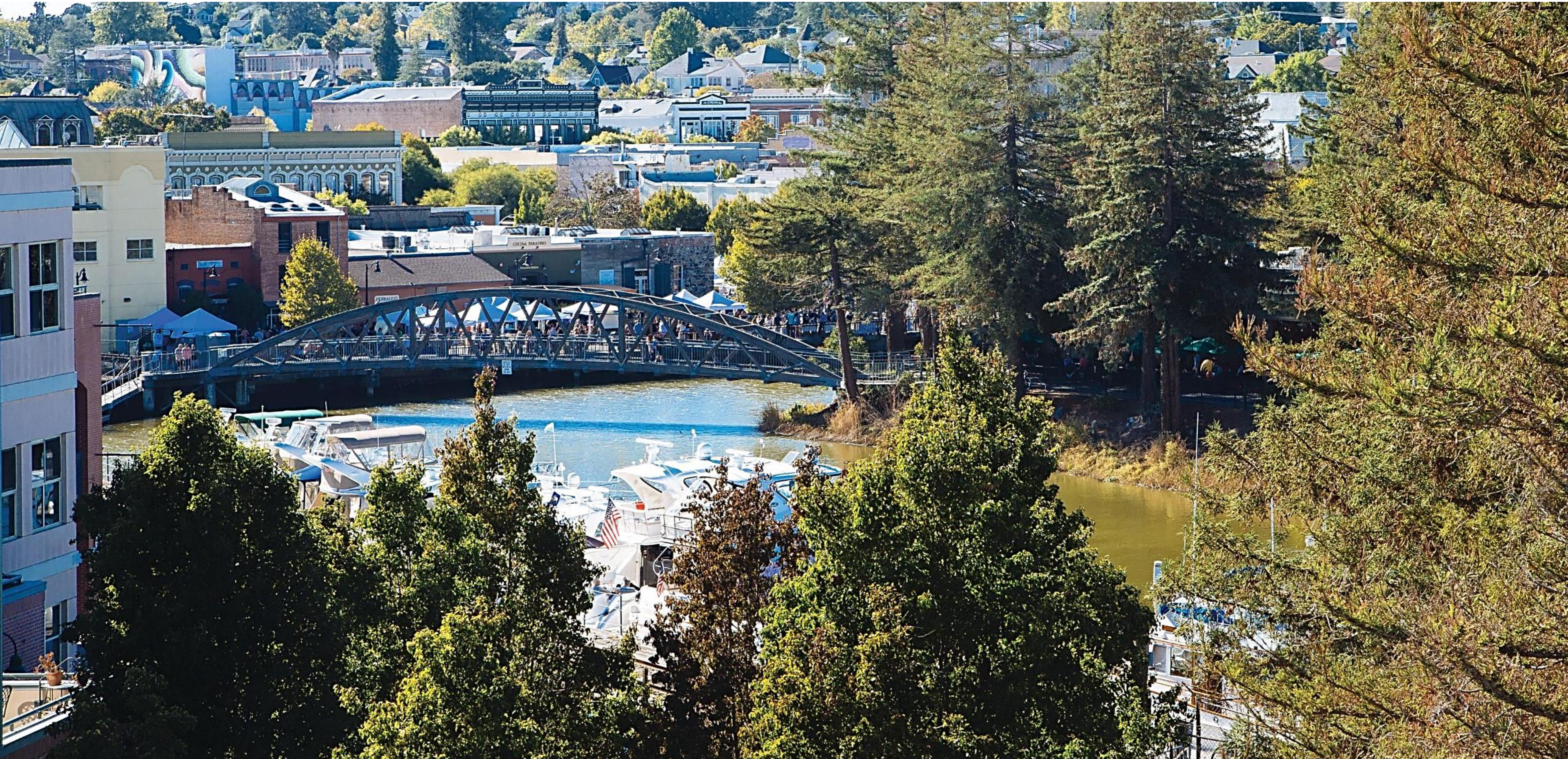
VMT guidelines in process

City wide VMT analysis forthcoming to guide land use and transit decisions

Programmatic EIR with General Plan Update/Housing Element will help look at Petaluma as a whole



END



City of Fremont

VMT and Housing: Challenges and Opportunities



MTC-ABAG Planning Innovations Webinar: VMT Policies and Housing Element Site Feasibility
December 10, 2020

Overview

Fremont – Geography and Layout

- Five Town Centers - Transit Rich, Transit Ready, Transit When?

Housing in Fremont

- Current Goals/Policies, RHNA, Housing Element Update

VMT Implementation

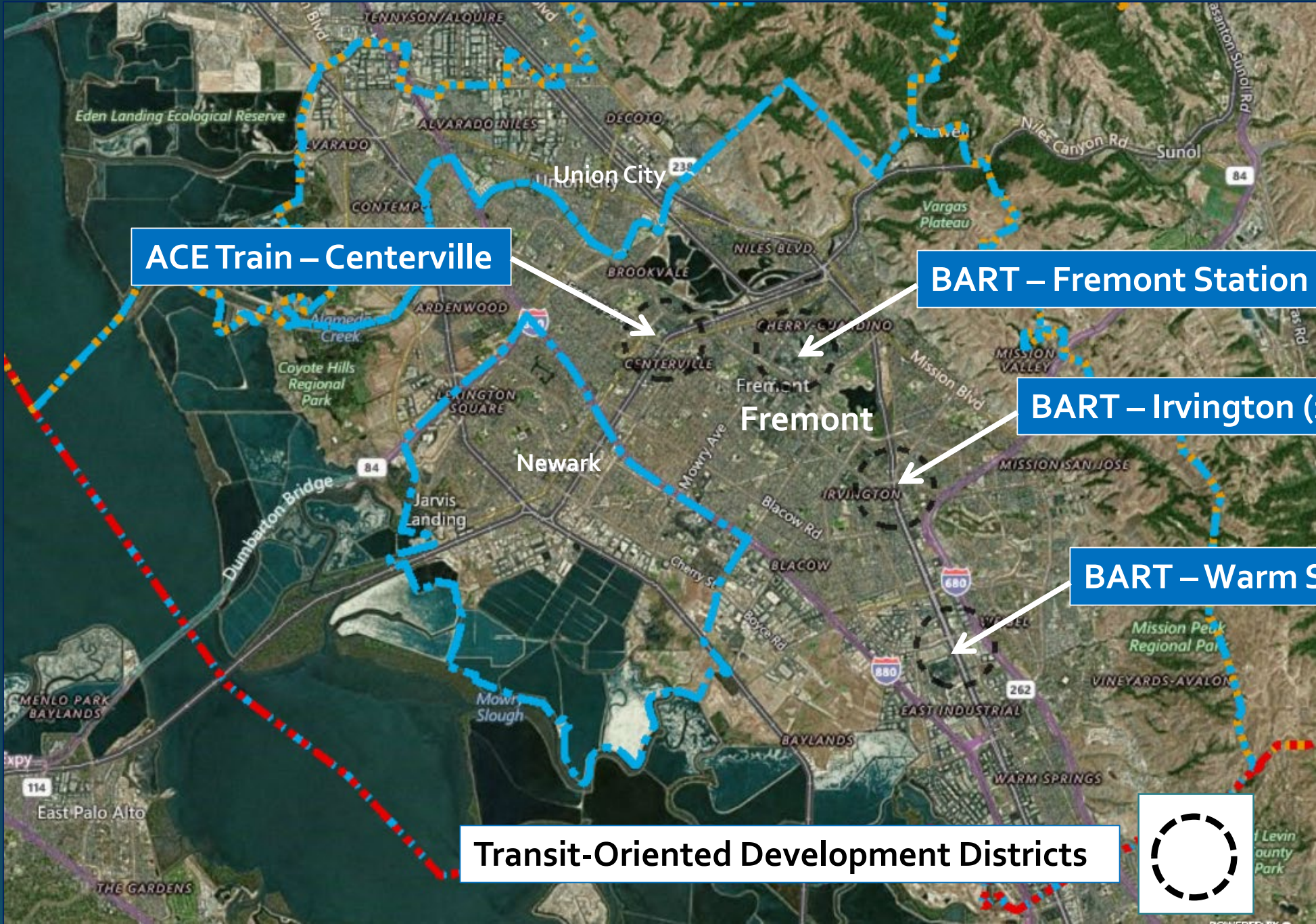
- Collaboration, Methodology, Policy Adoption, Maps/GIS, What we learned

VMT-Housing Opportunities and Challenges

- Growth in TODs
- Streamlined Review
- Challenge for locations not served by mass transit

Fremont – Geography and Layout





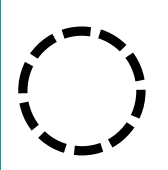
ACE Train – Centerville

BART – Fremont Station

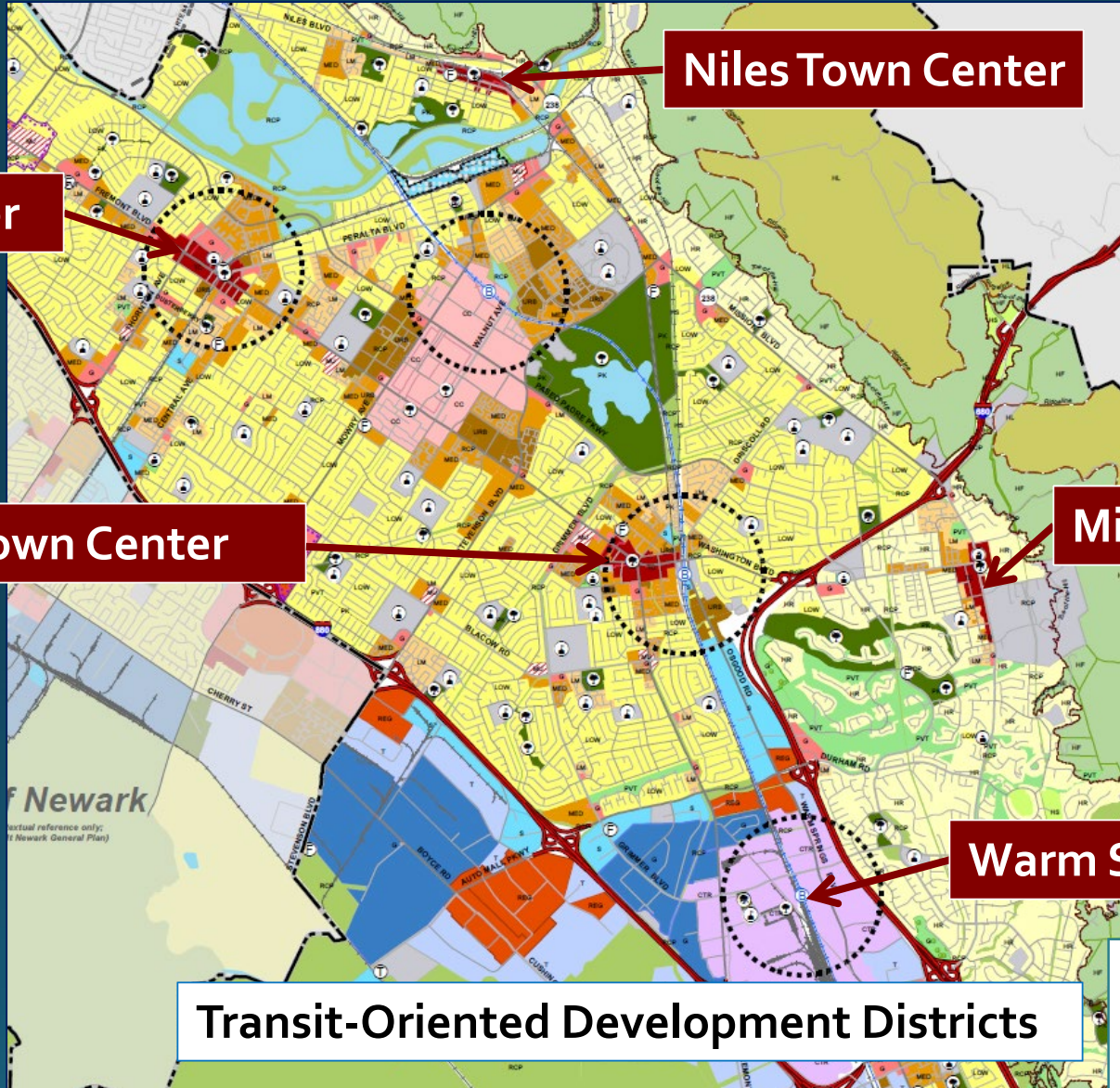
BART – Irvington (2026)

BART – Warm Springs

Transit-Oriented Development Districts



Town Centers



Centerville Town Center

Niles Town Center

Irvington Town Center

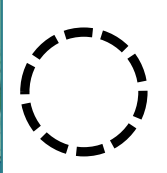
Mission San Jose Town Center

Warm Springs Innovation District

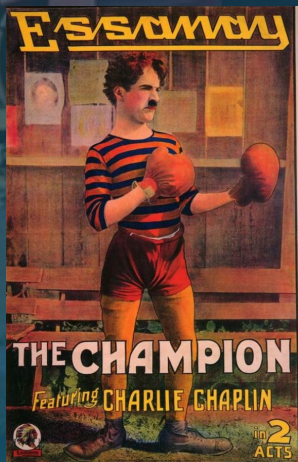
Transit-Oriented Development Districts

General Plan Designations:

- Commercial- Town Center
- Residential- Urban
- Residential- Medium
- Innovation Center




Niles Town Center



Mission San Jose Town Center



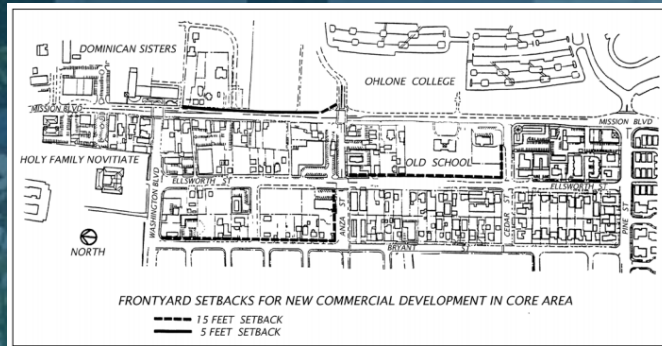
 Fremont
Community Development Department - Planning Division
39330 Liberty Street, P.O. Box 39060
Fremont, California 94537-3906
www.fremont.gov/planning

DESIGN GUIDELINES AND REGULATIONS

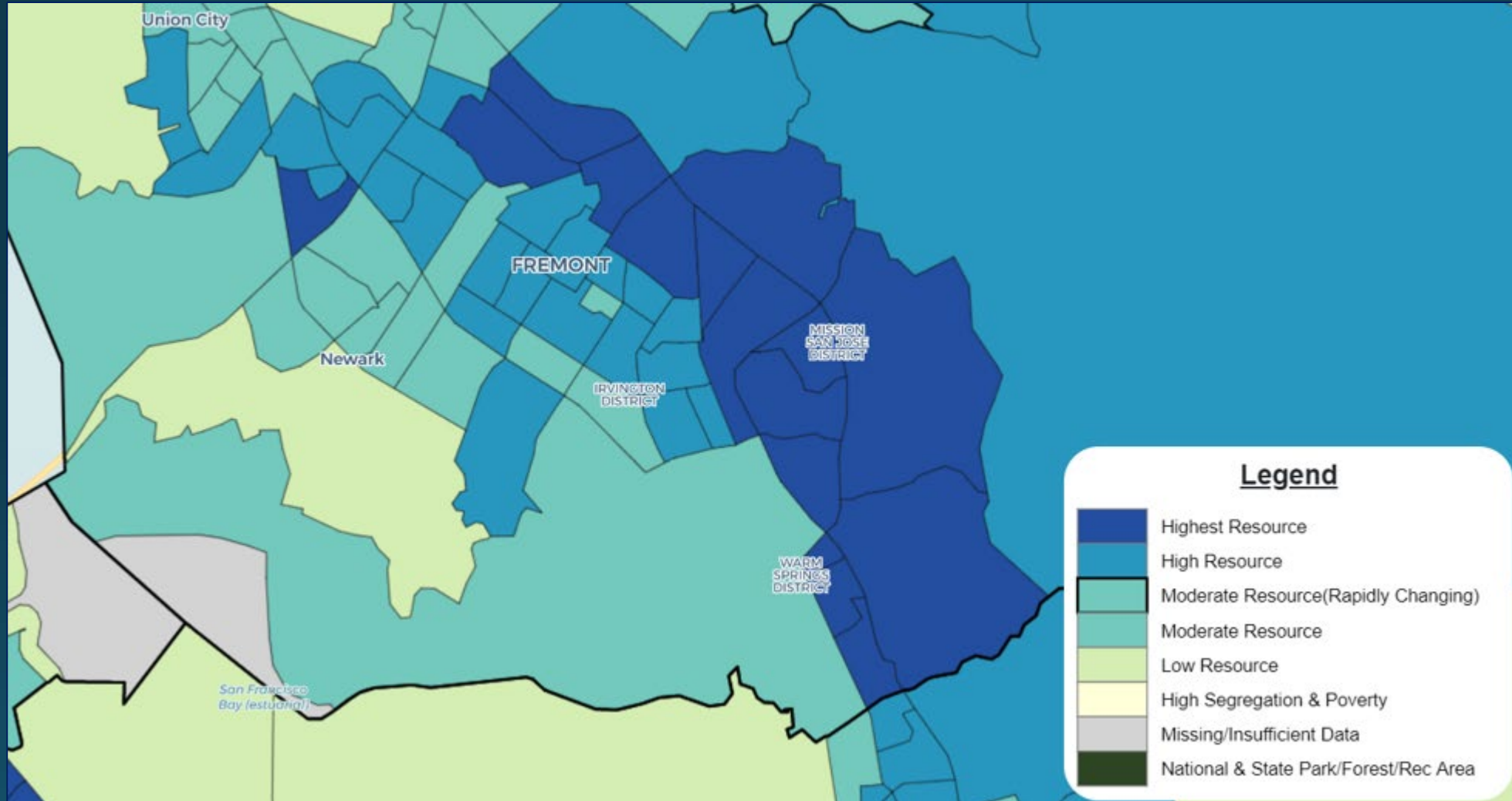
MISSION SAN JOSE HISTORIC OVERLAY DISTRICT
City of Fremont, California



Adopted May 26, 1998
Amended September 28, 1999
Reformatted and Reprinted May 7, 2010



TCAC/HCD Opportunity Area Map (2021)



Fremont Housing Overview

2014-2023 Housing Element Goals

- Preserve, Maintain, Improve Existing Affordable Housing Supply and Neighborhoods
- Ensure Availability of High Quality, Environmentally Sustainable New Housing of All Types and Incomes Levels Throughout the City
- Facilitate the Development of Affordable and Market-Rate Housing in Order to Meet the City's Regional Housing Need Allocation (RHNA)
- Ensure that all Persons Have Equal Access to Housing
- Promote Regional Collaboration to Maintain and Expand the Range of Housing Alternatives in Fremont
- Ensure Availability of Supportive Services to Help People Stay Housed
- Address and Mitigate Constraints to Housing Challenges
- Maintain a Housing Element that is Reviewed, Updated, and Effectively Implemented

Fremont Housing Overview

Housing Element Update

- Outreach TBD (still early)
- Where to focus growth?
- Affordable Housing
- RHNA
- Social Equity

VMT Implementation Overview

Shift to a VMT-based Transportation Impact Analysis Policy

- SB743, MTC, Nelson\Nygaard
- Methodology, Screening Sizes, Thresholds
- Policy Adopted by General Plan Amendment (June 2020)

What we've seen since adoption:

- Streamlined Review for projects in some locations
- Challenges for areas not served by mass transit

VMT Maps

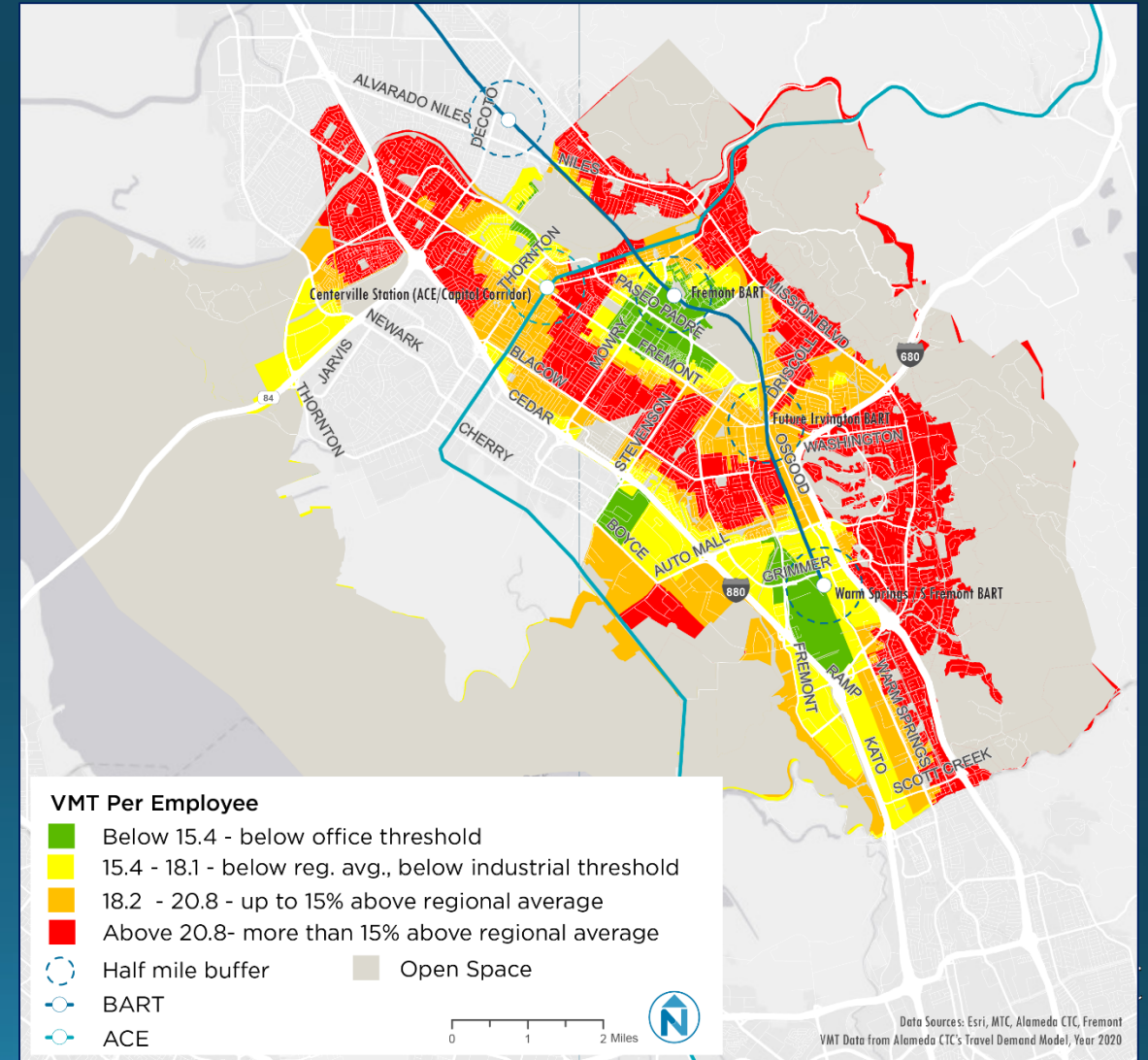
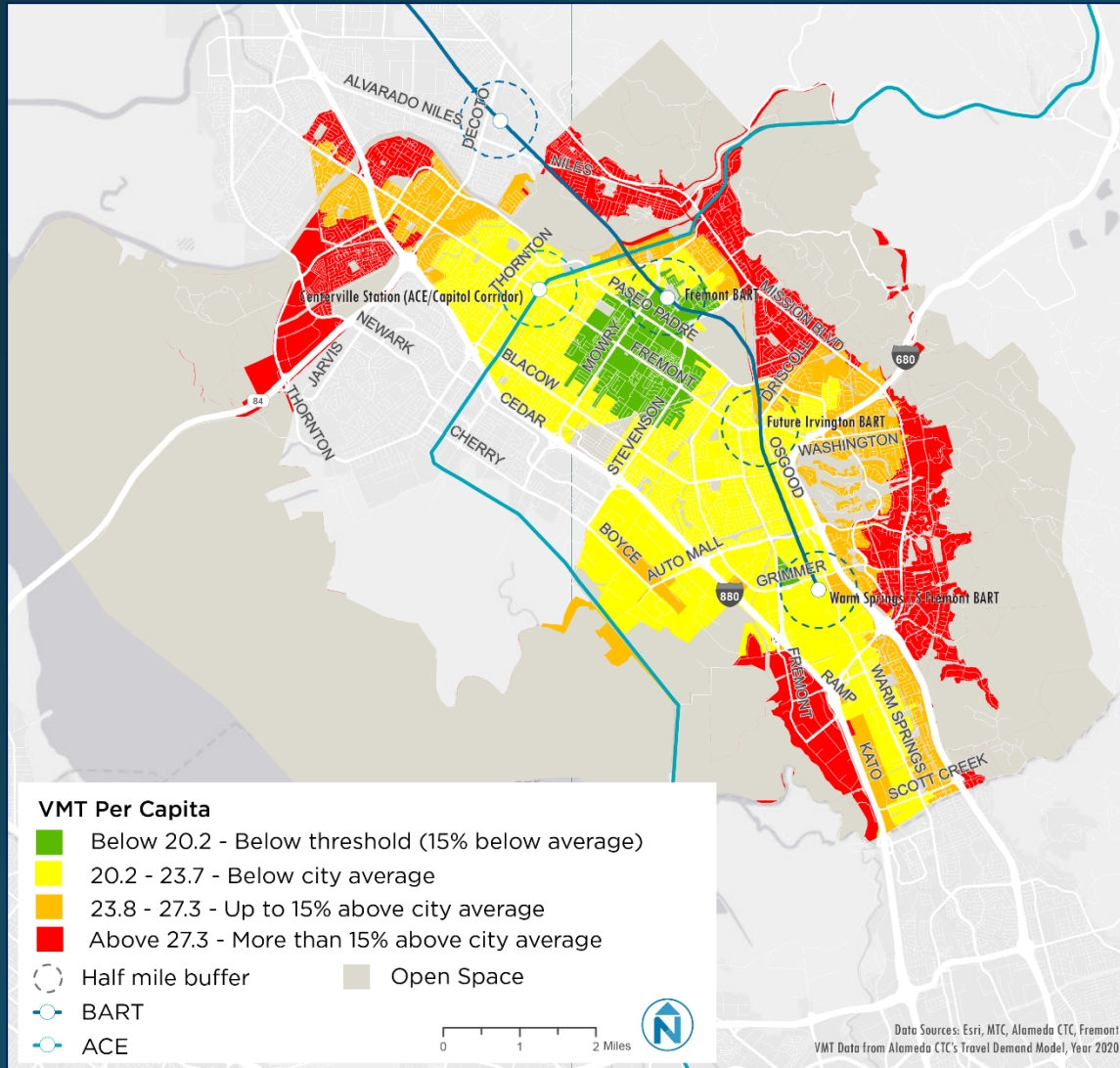
Things to Note

- Low VMT (Good) near TODs that have mass transit
- Irvington - mix of uses but no BART Station until 2026
- Niles and Mission San Jose

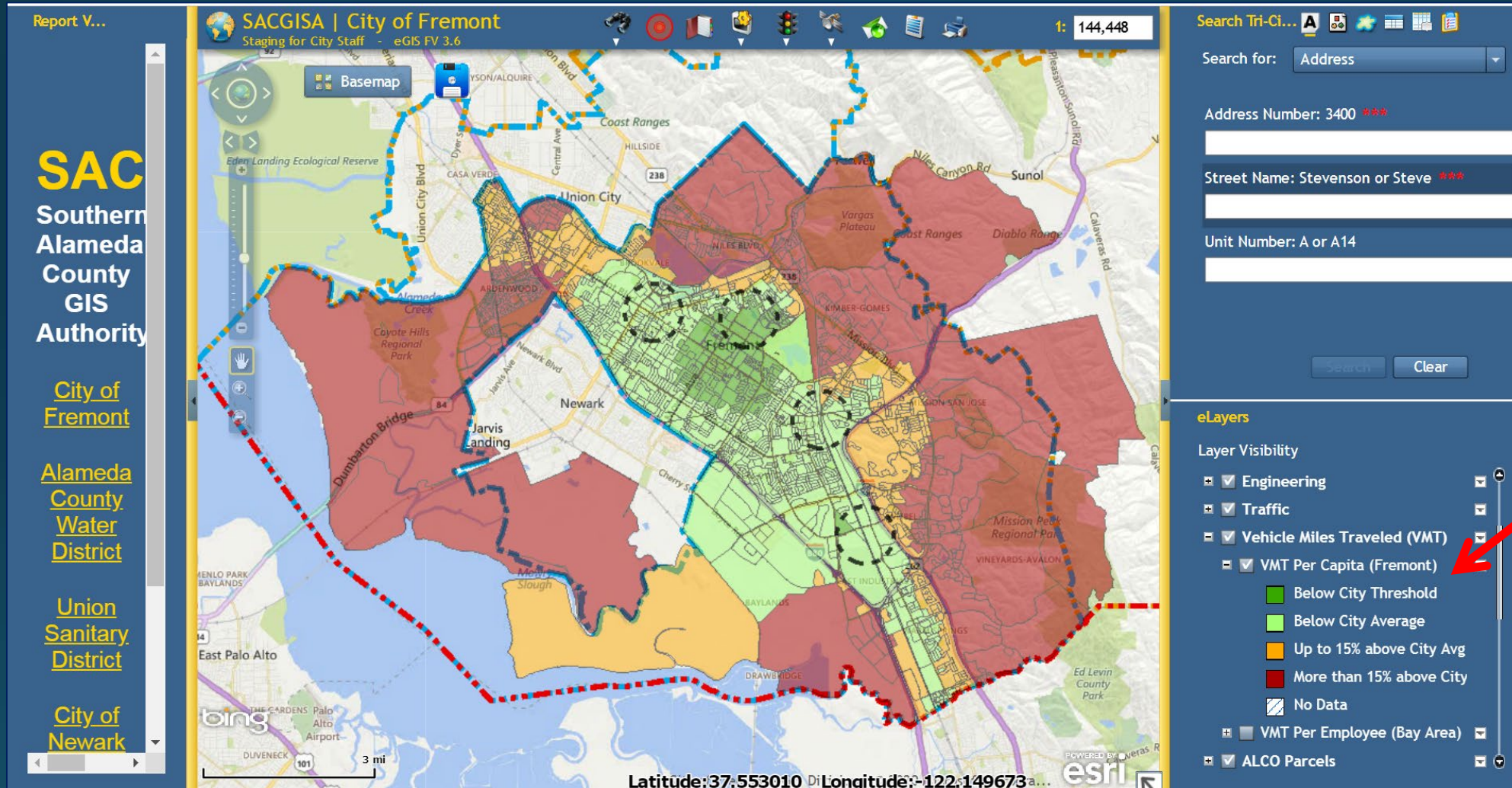
Maps (next slides)

- Residential (Per Capita) and Employee (Regional)
- GIS Layer – Residential (Per Capita)

VMT Per Capita and Per Employee



VMT – Residential (Per Capita)



VMT – Residential (Per Capita)

SACGISA | City of Fremont
Staging for City Staff - eGIS FV 3.6

Report Viewer

SACGIS
Southern Alameda County GIS Authority

[City of Fremont](#)

[Alameda County Water District](#)

[Union Sanitary District](#)

[City of Newark](#)

Website Last Updated on August, 2020

Search Tri-City Data

Search for: Address

Address Number: 3400 ***

Street Name: Stevenson or Steve ***

Unit Number: A or A14

Search Clear

VMT Per Capita (Fremont)
Ratio: 20.56
Below City Average
Zoom to

eLayers

Layer Visibility

- Engineering
- Traffic
- Vehicle Miles Traveled (VMT)
 - VMT Per Capita (Fremont)
 - Below City Threshold
 - Below City Average
 - Up to 15% above City Avg
 - More than 15% above City Avg
 - No Data
 - VMT Per Employee (Bay Area)
- ALCO Parcels
- Parks and Maintenance

City Latitude: 37.546588 Longitude: -121.972583

CITY OF Fremont

VMT-Housing Opportunities and Challenges

Opportunities

- Focused Growth
- Reinforces TOD-centric development policies and higher density
- Streamlined Review
- Local-serving Retail
- Affordable Housing/Social Equity

Challenges

- Building a customer base in Town Centers without Mass Transit
- Affordable Housing/Social Equity

City of Fremont

VMT and Housing: Challenges and Opportunities



MTC-ABAG Planning Innovations Webinar: VMT Policies and Housing Element Site Feasibility
December 10, 2020

Questions and Answers

Panel 2: Strategies and Approaches



VMT

Strategies and Approaches

Brian Manford

Strategies



Understand your VMT baseline

- Understand state requirements
- Map VMT data
- Understand existing policies



Optimize your VMT policies

- Screening
- Thresholds
- Mitigations

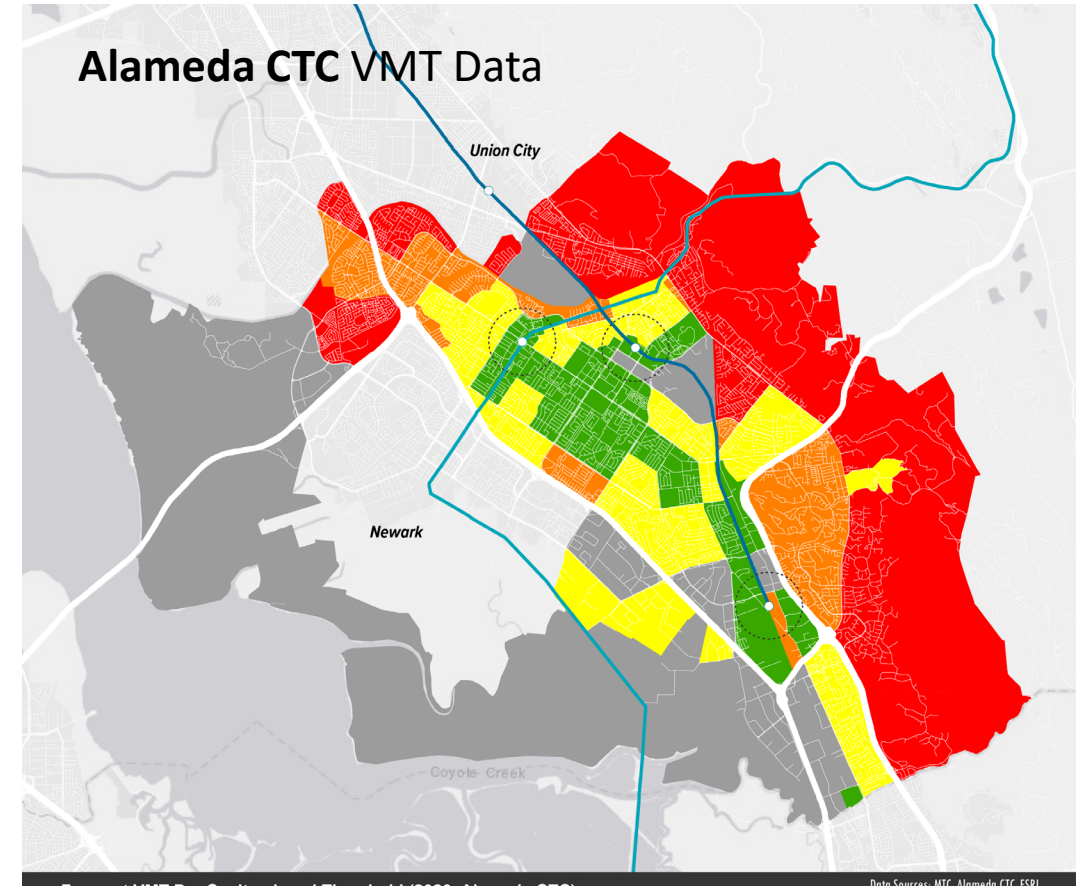
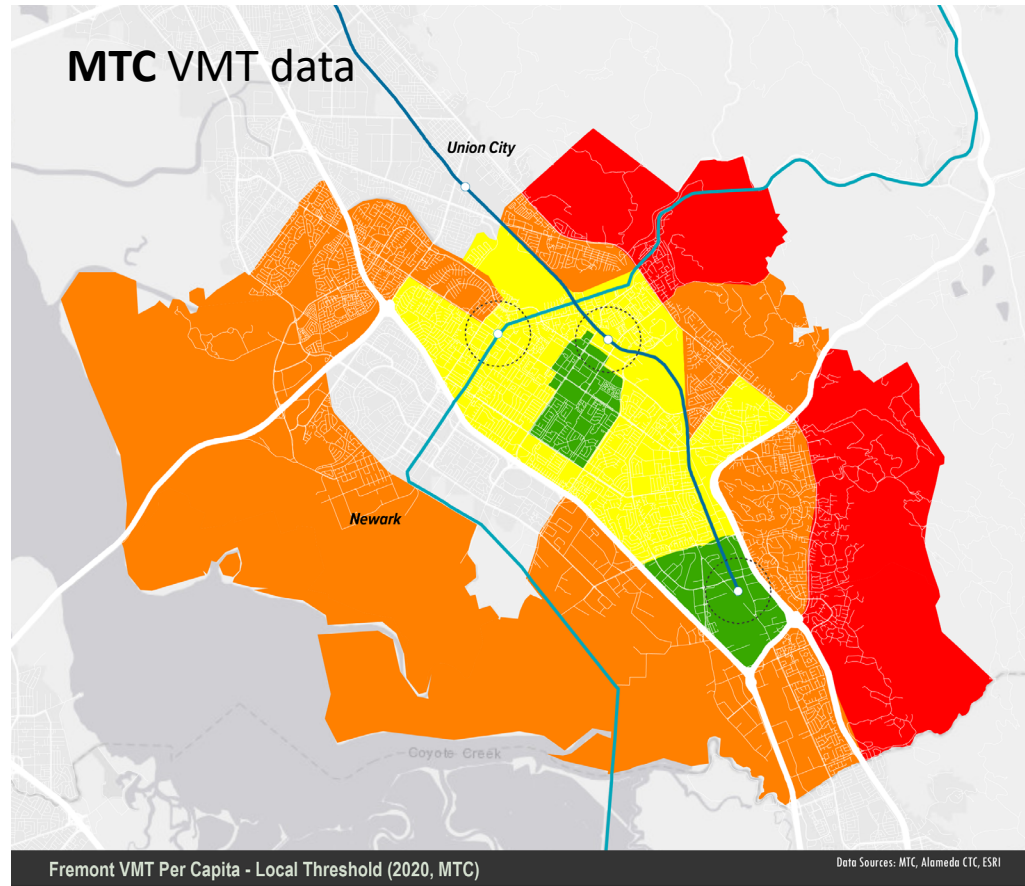


Collaborate

- Align plans
- Engage stakeholders
- Work with regional partners
- Collaborate on land use
- Mitigations

Understand Your Baseline

Map VMT Data from available sources. Different models produce different results!

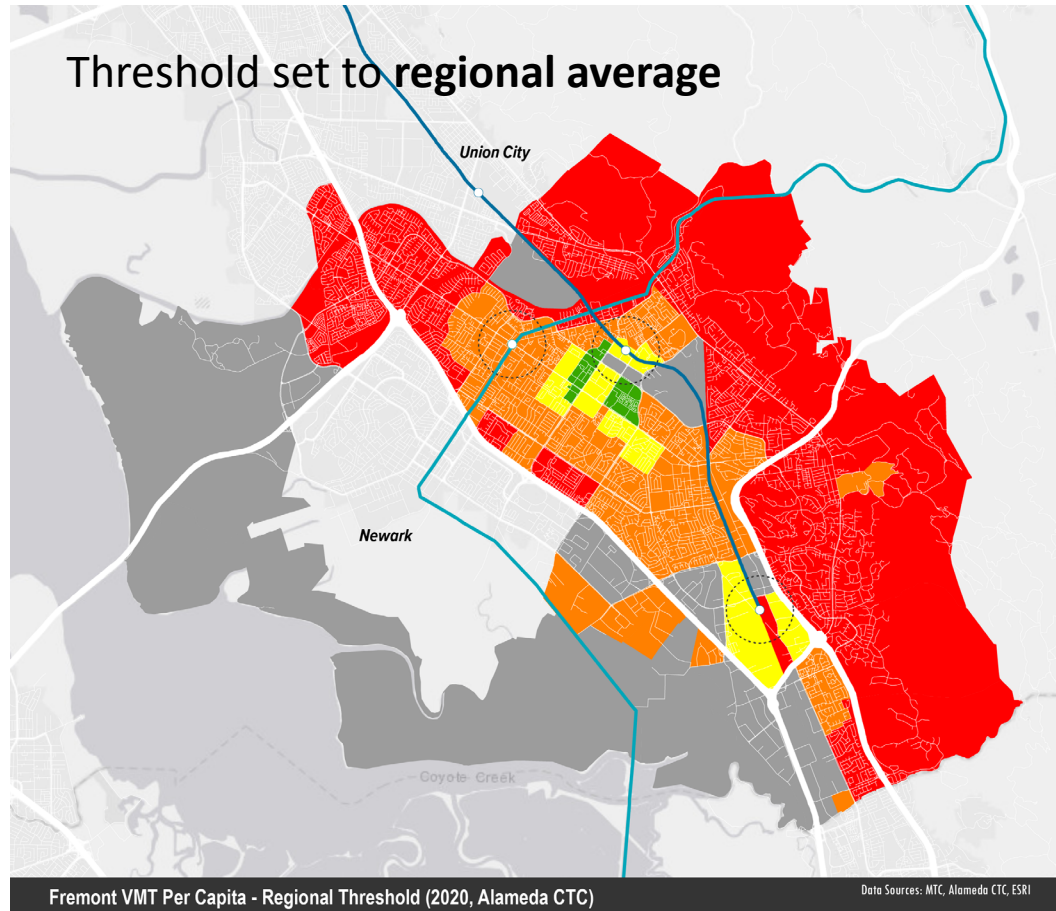


- 15% or more below city average (below threshold)
- 14.9% below average - average
- Average - 15% above average
- More than 15% above average
- No Data
- Open Space
- Half mile from major transit stop
- BART
- ACE

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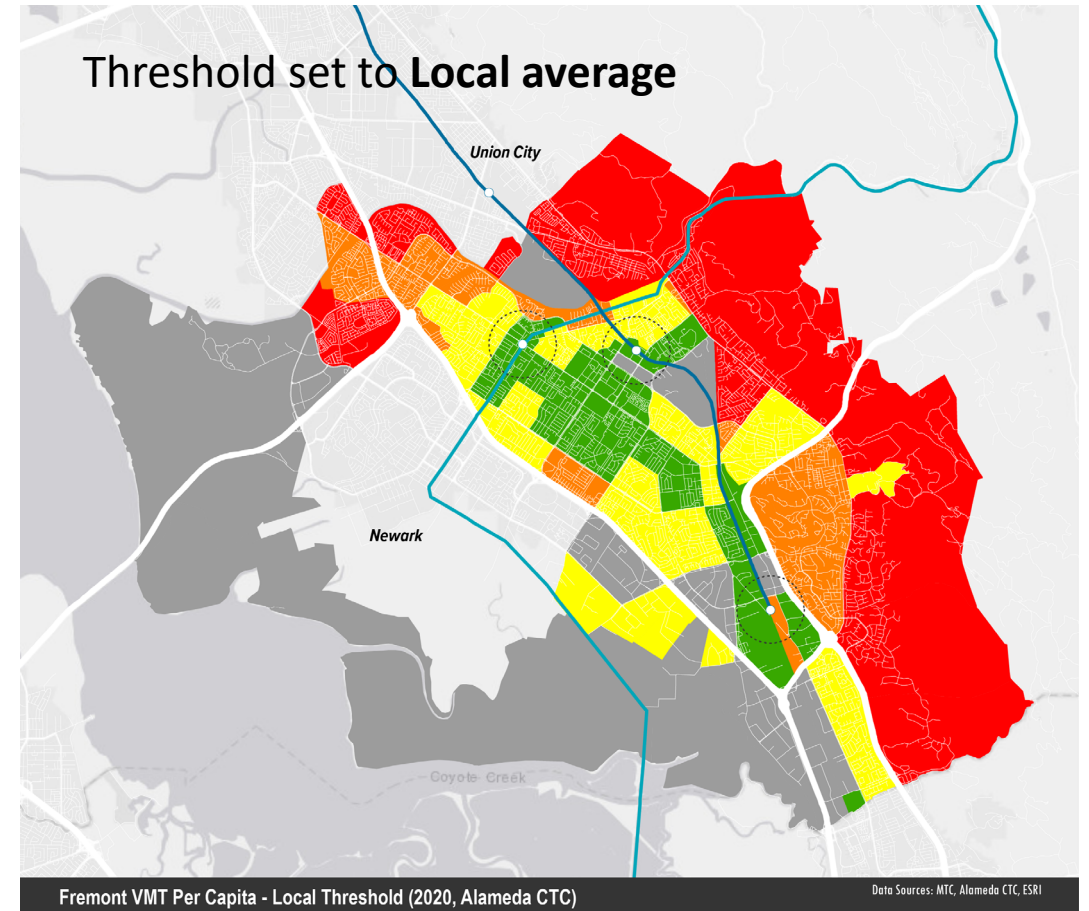
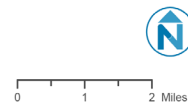
Maps of different thresholds

Set your VMT reference average



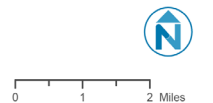
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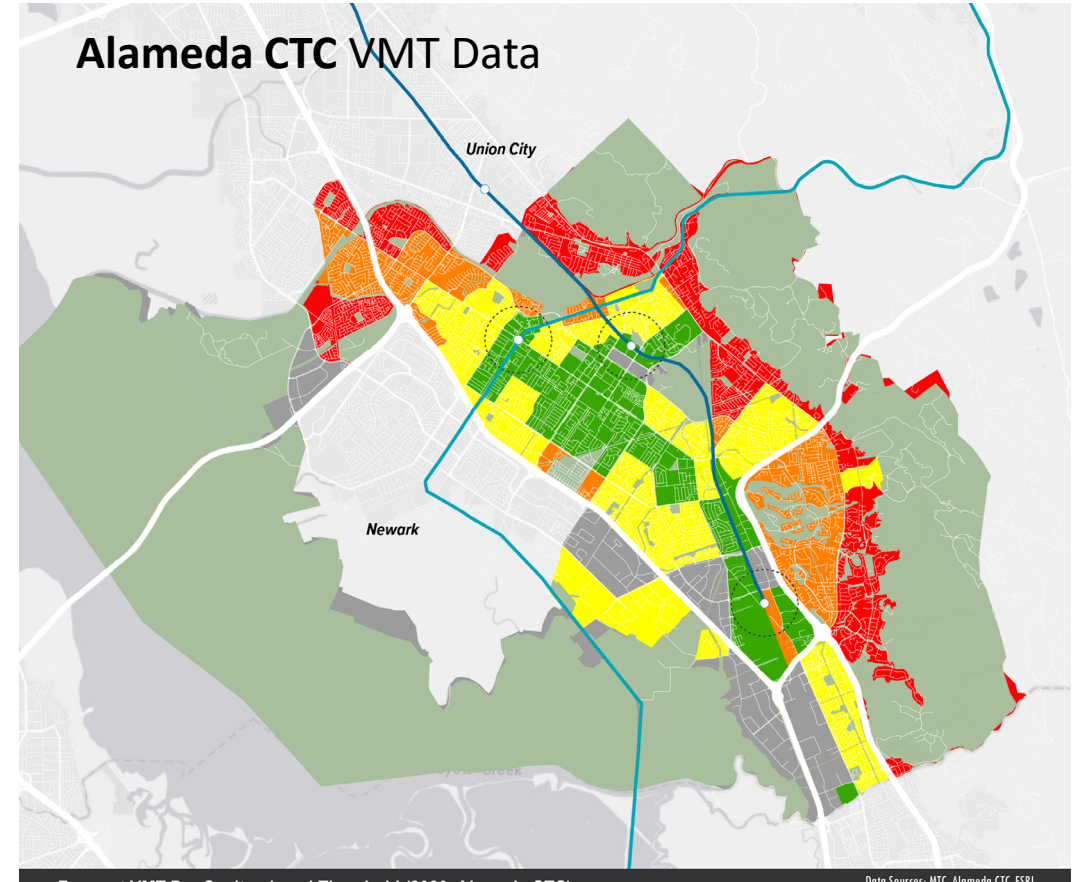
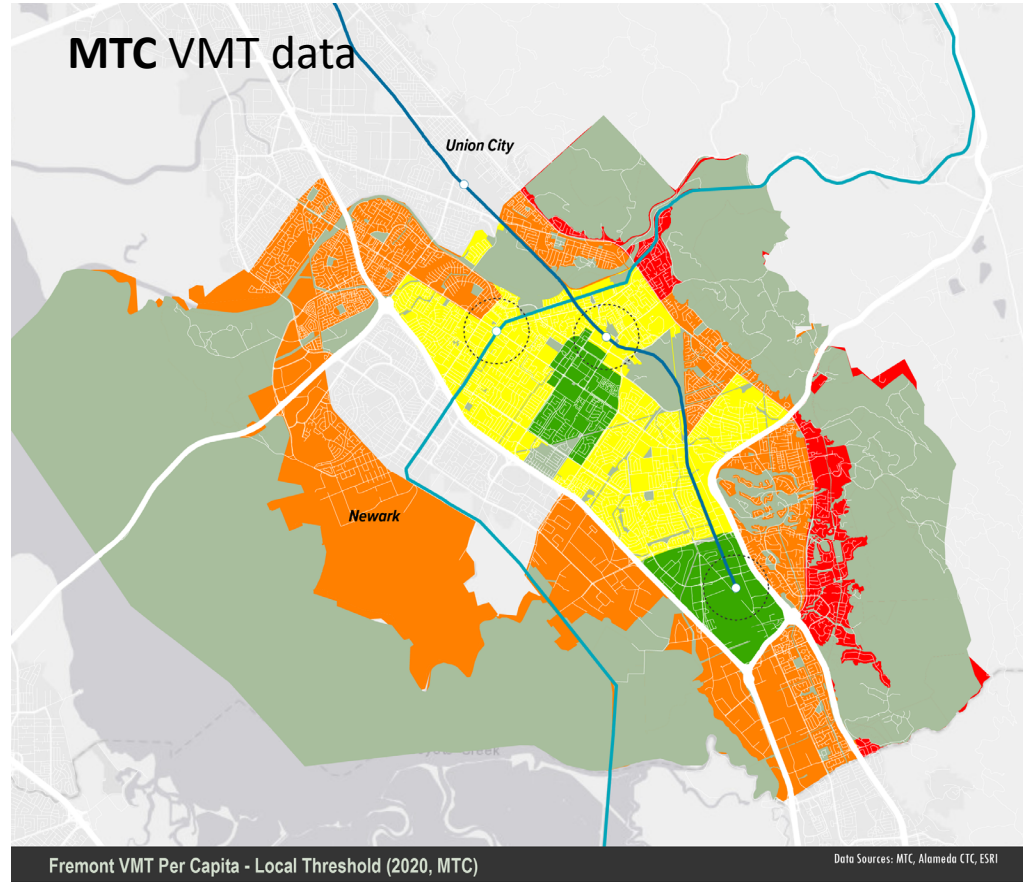
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- ACE



Add in Other Land Uses

Add in open space, vacant parcels, PDAs, etc.



- 15% or more below city average (below threshold)
- 14.9% below average - average
- Average - 15% above average
- More than 15% above average
- No Data

- Open Space
- Half mile from major transit stop
- BART
- ACE

0 1 2 Miles



Fremont VMT Per Capita - Local Threshold (2020, Alameda CTC)

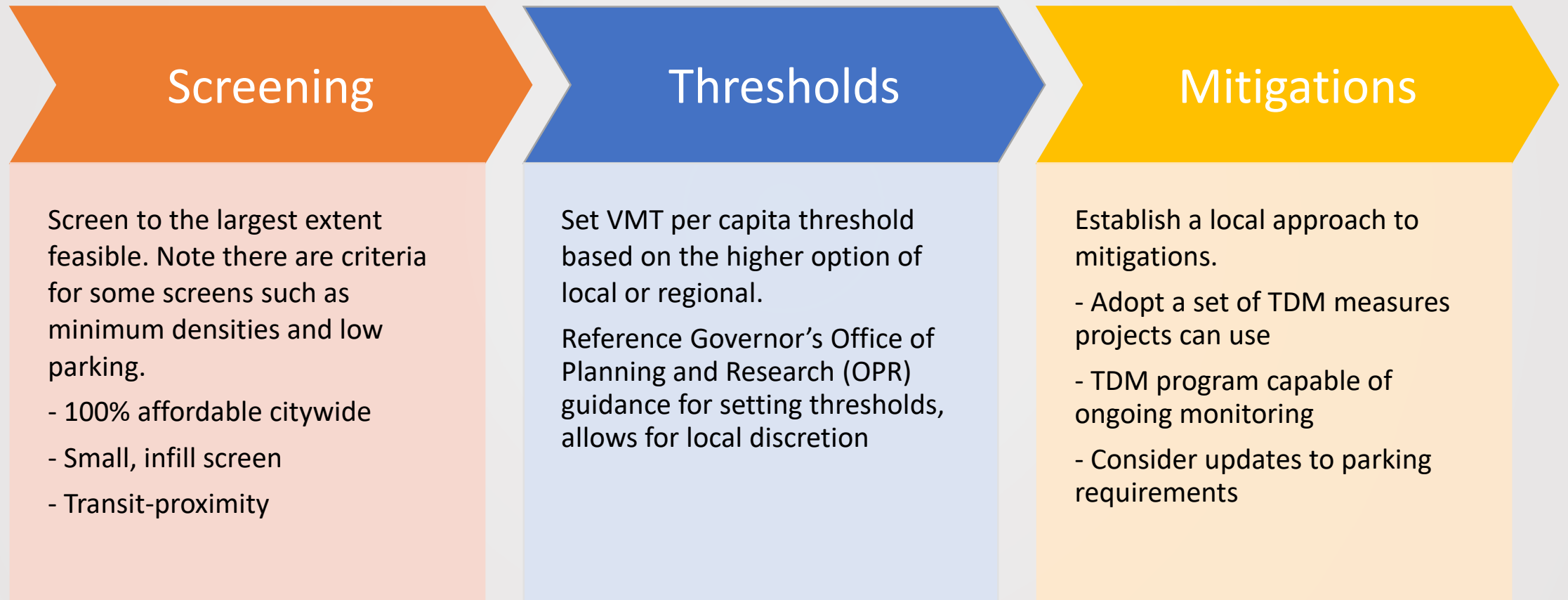
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0 1 2 Miles

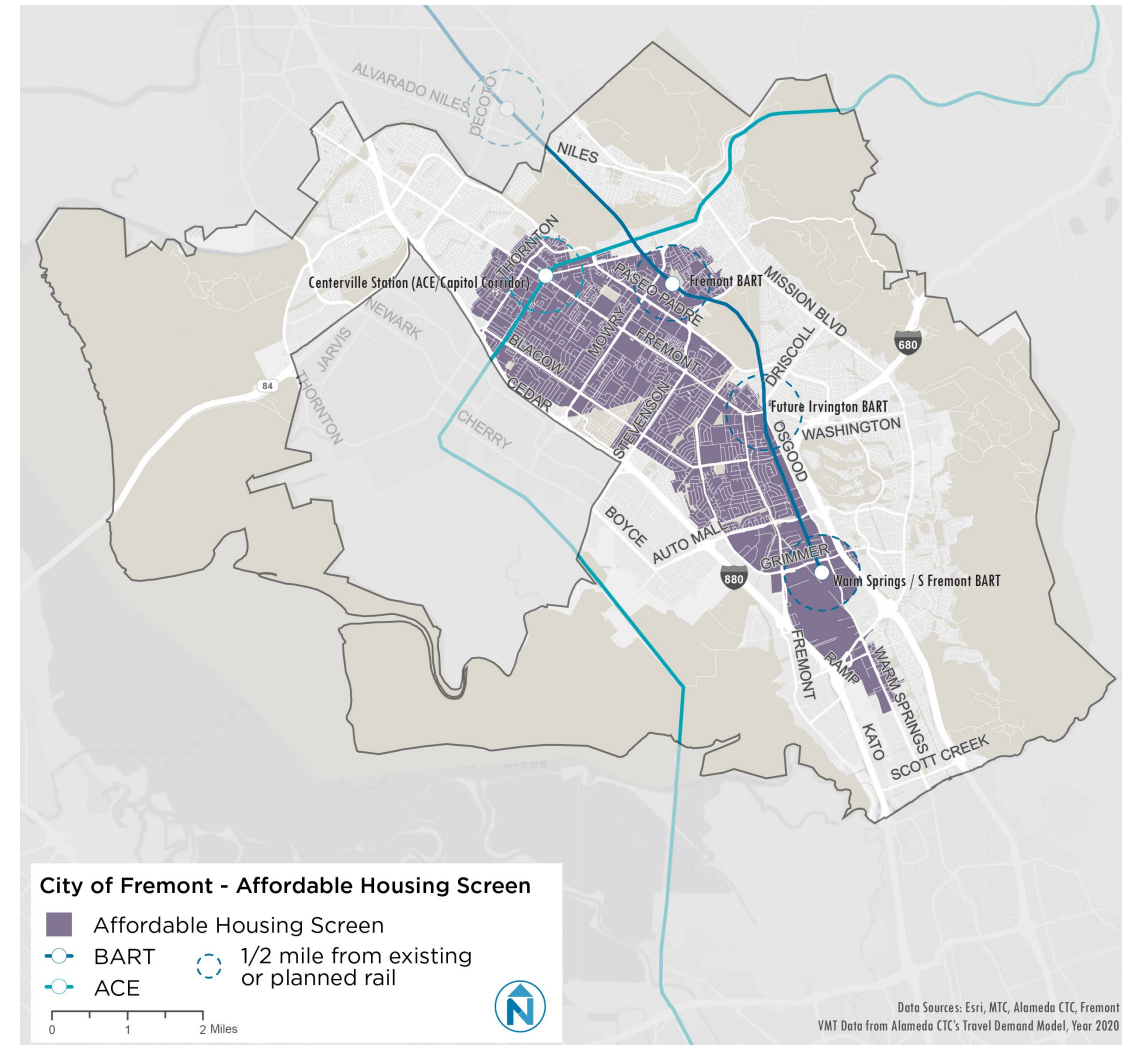
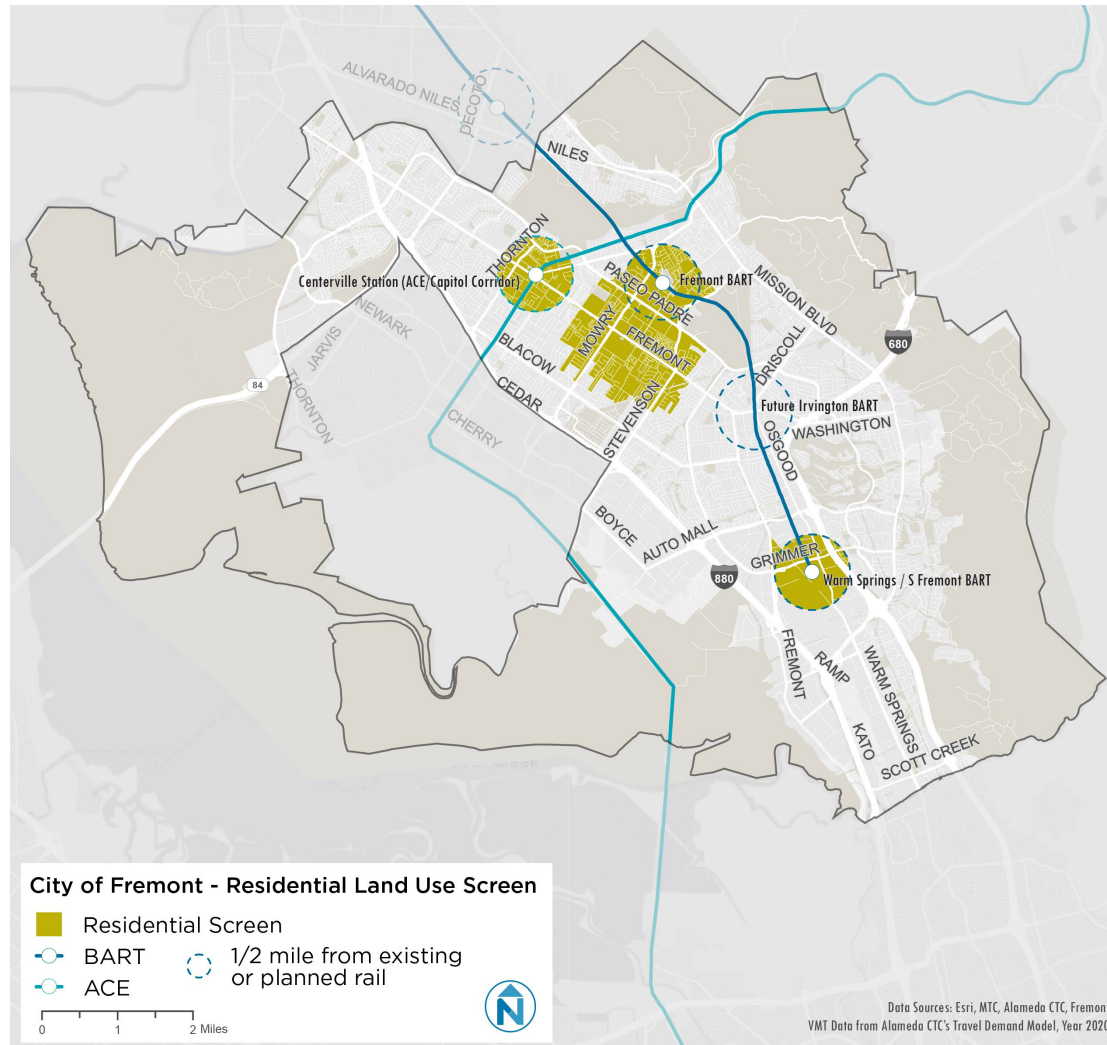


Optimize Your VMT Policies



Reminder: LOS made building infill and TOD much more difficult.

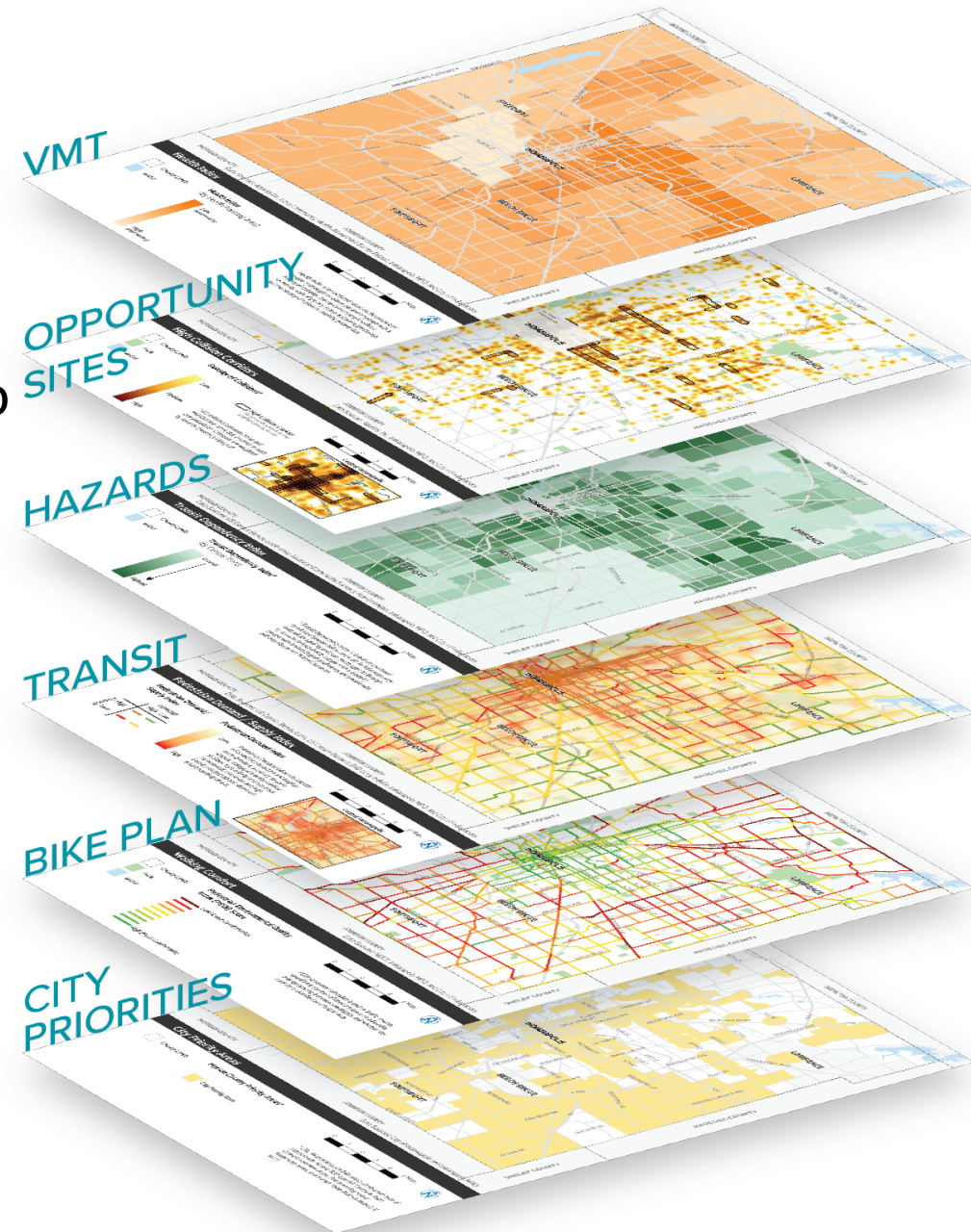
Example of Residential Screening Maps



Collaborate

Collaborate across departments and levels of government to understand how new VMT policies may make other plans easier or more challenging to implement.

- General Plan and land use map
- Housing element and opportunity site selection
- Disaster planning
- Economic development
- Legal counsel
- Transit plans
- Active transportation plans



Collaborate: Engage with Stakeholders



Engage officials

Hold work sessions with Planning Commission and City Council early in your process



Create a webpage

Create a webpage for the public to learn about policy changes, resources, and VMT maps



Include in other efforts

Include VMT in existing or upcoming citywide planning efforts



Engage developers

Let developers know about changes
Consider focus groups

Collaborate: Align Opportunity Sites and VMT Maps

Achieving your RHNA may require changes to land use that complement VMT maps and screens

Focus growth in low VMT areas.

1. Infill Potential

3. Small Project Screen

Allow ADUs, fourplexes or other missing middle housing citywide that can be screened out.

Focus growth around TODs and plan for new TODs long-term.

2. Leverage TODs

4. Affordable Housing Screen

Screen all 100% affordable citywide and allow mixed-income developments to use affordable units as a VMT mitigation.

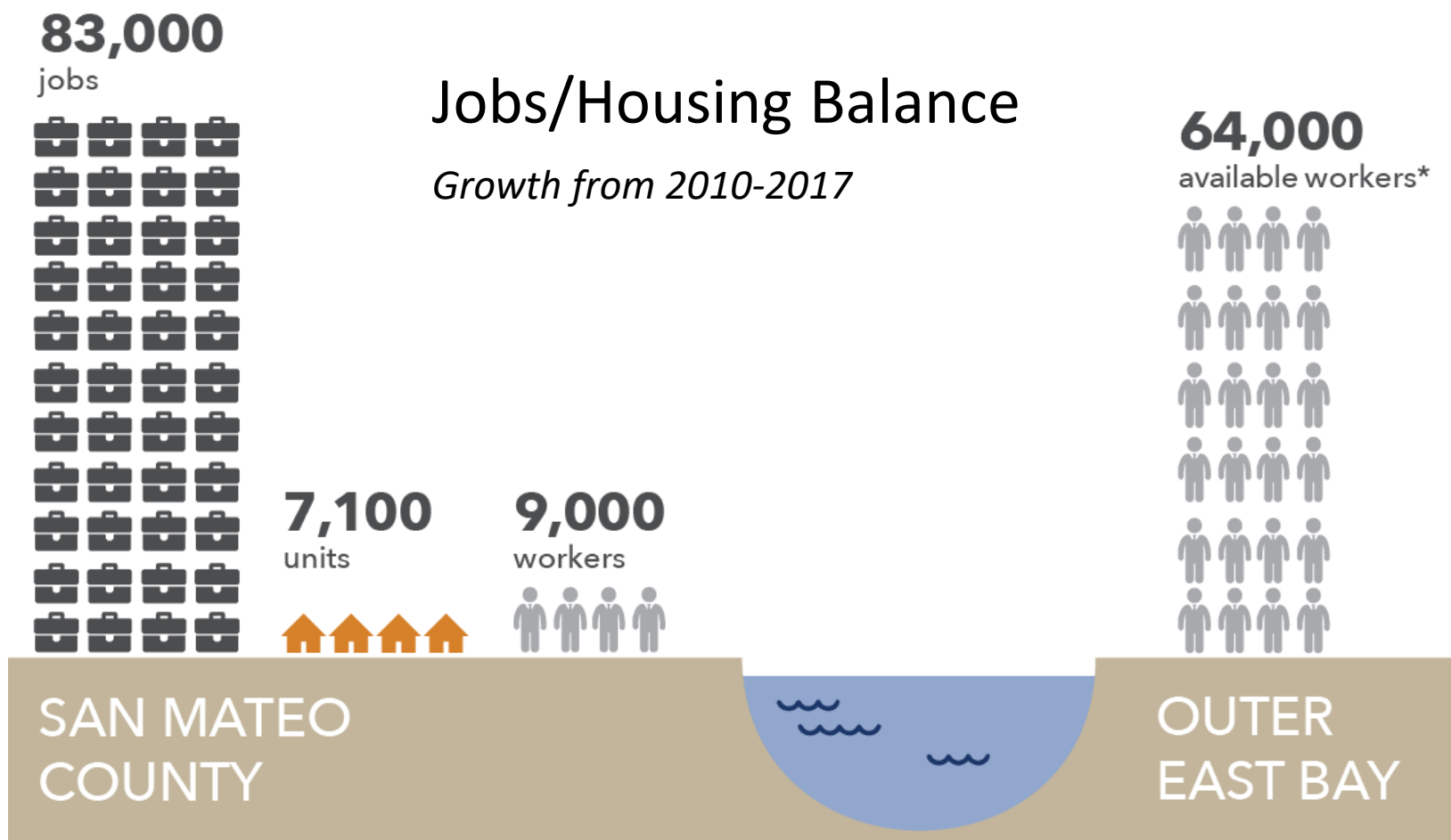
Mitigation Strategies

Matt Goyne

Mitigation Strategies: Start with Land Use

Is your City job-rich?

Housing can be a VMT mitigation strategy

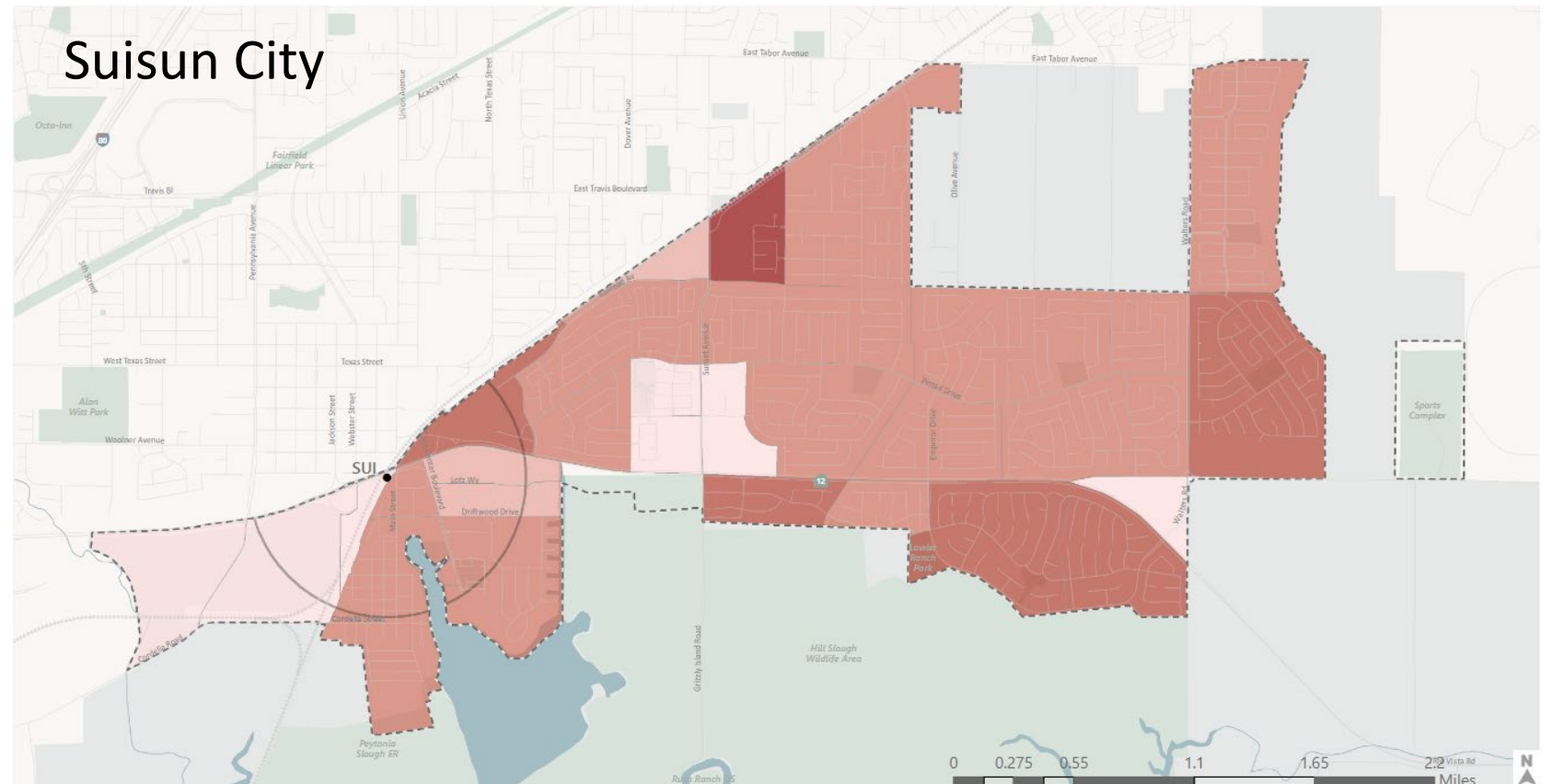


*available workers: the difference in growth between jobs and workers in Alameda and San Joaquin Counties

Mitigation Strategies: Start with Land Use

If not, start with...

- Low VMT areas
- Low VMT generators
 - Infill & mixed-use
 - Small projects
 - ADU's
 - Affordable housing

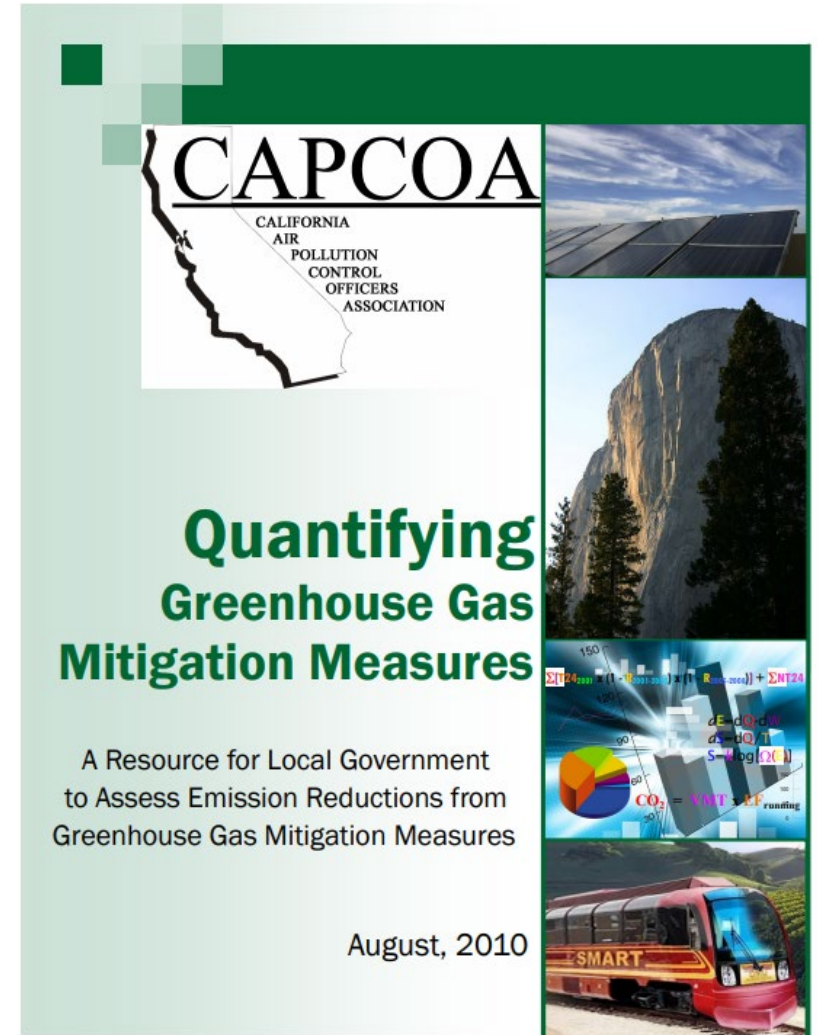


Light colors indicate low VMT areas, darker colors indicate higher VMT areas

Mitigation Strategies: Project-level TDM

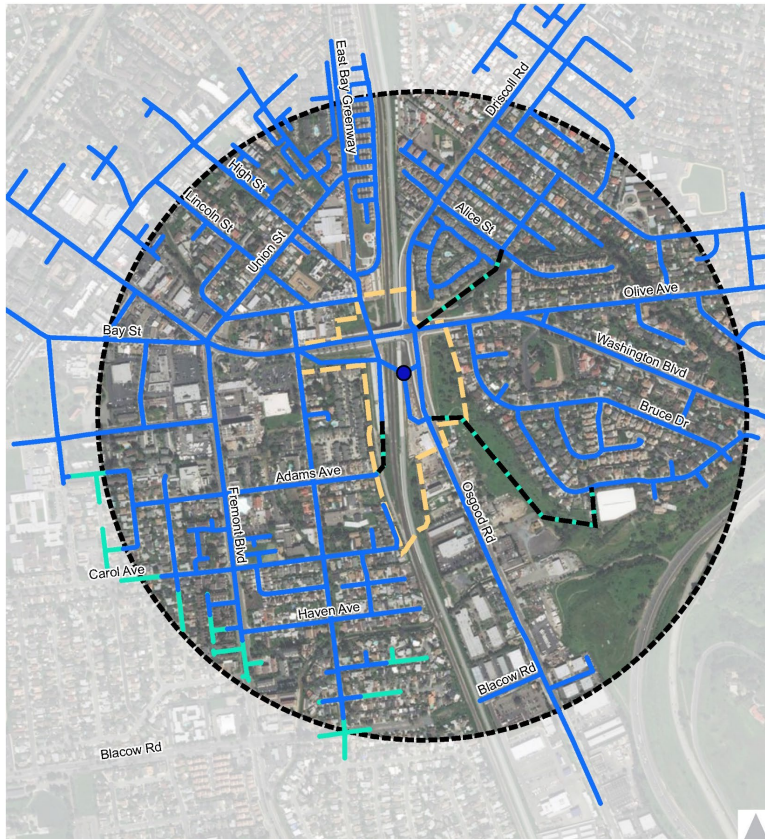
Travel demand management for individual projects are important, but not always the answer

- Limits to the substantial evidence
- Planning-level versus CEQA mitigation
- LTS versus SU finding

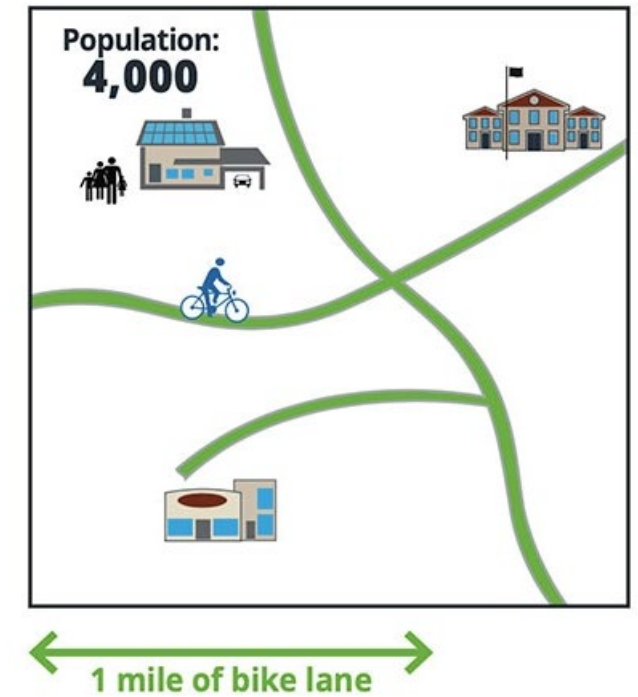


Mitigation Strategies: Think Bigger, Locally

SB 743 Goal: Improving public health through active transportation



Irvington BART Station Area

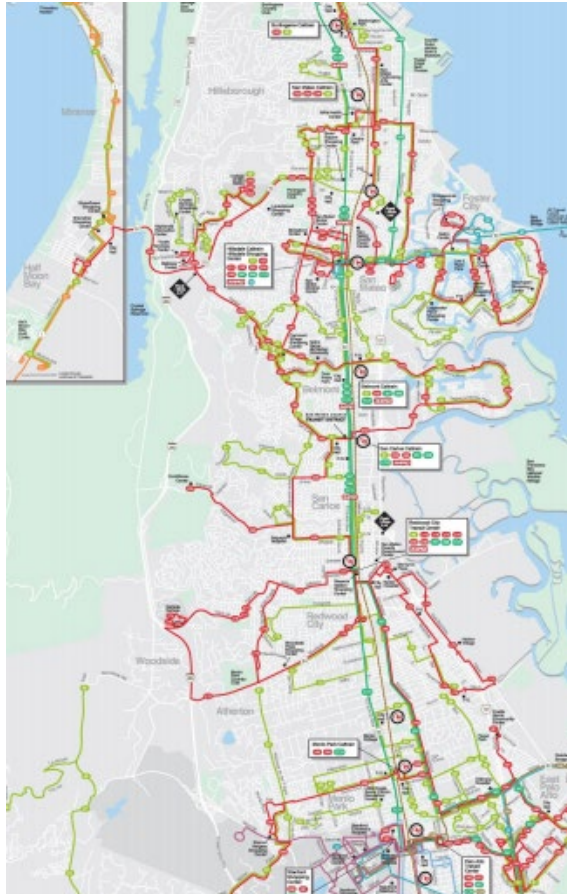


City of San Diego Complete Communities

Mitigation Strategies: Think Bigger, Regionally

Bring transit providers to the table

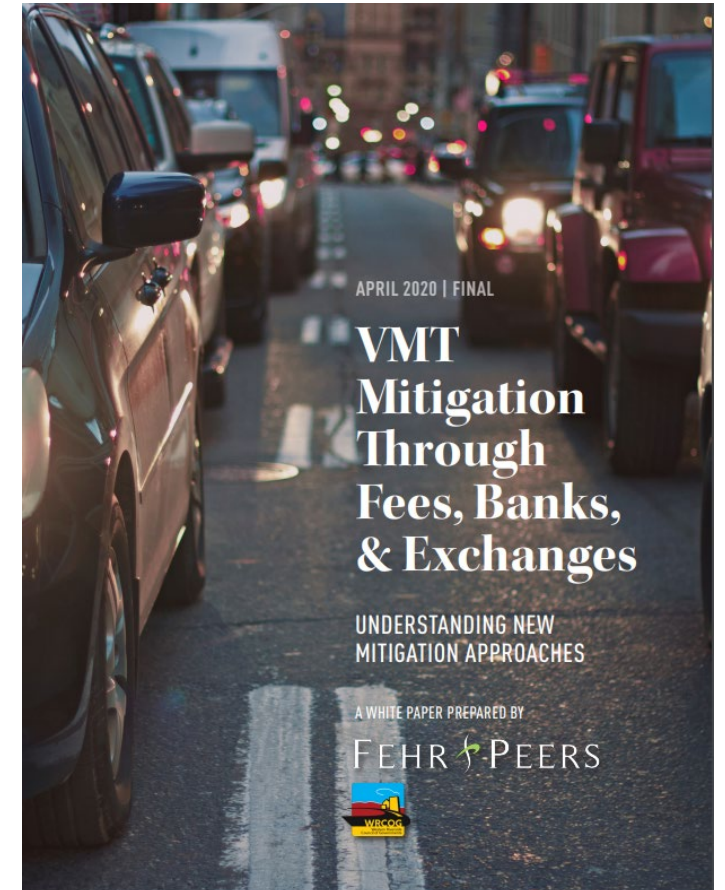
Service Improvements



Access Improvements



Pursue regional funding strategies





Darcy Kremin, AICP

Environmental Planning Practice Leader



RINCON CONSULTANTS, INC.

Environmental Scientists | Planners | Engineers

rinconconsultants.com

- CEQA/NEPA Project Manager
- 20+ Years of Experience
- Really experienced with virtual meetings now!

Do your jurisdiction a favor!

- Programmatic EIR
- Self-mitigating
- Mitigation Monitoring & Reporting Program



Streamlining and other Benies



You get to
Streamline!

You get to
Streamline!

Everybody gets
to Streamline!

Survey Says! (CEQA Guidelines)

- 15183 Projects Consistent with a Community Plan or Zoning
- 15183.3 Streamlining for Infill Projects
 - Appendix M and N
- 15162 Subsequent EIR
- 15164 Addendum to an EIR

Still Need an Exemption?

- Exemptions for Agricultural, Affordable and Residential Infill Projects (CEQA Guidelines Section 15192)
- [City] Infill Exemption (CEQA Guidelines Section 15332)
- [Unincorporated] Infill Exemption (PRC Section 21159.25)
- Affordable Housing Exemption (CCR Section 15194(b)-(d))
- Transit Priority Project Exemption (PRC Section 21155.1)
- Community Plan Exemption (PRC Section 21083.3)

How to Mitigate VMT?

- Transportation Demand Management Plan
- Bike/Ped Plan
- Safe Routes to School



Must be proportionate and show nexus!

CEQA Wrap Up

- Programmatic EIR
- Self-mitigating
- Streamlining
- Holistic approach



Questions and Answers



THE TAKEAWAYS

1

Implement VMT Policy ahead of your Housing Element - include cross departmental team and make sure they understand the implications of SB743 to their work

2

Plan for Transit and Active Transportation Ready Neighborhoods

3

Exempt all 100% affordable housing from CEQA

4

Include the VMT policy and related mitigations in your Housing Element's Programmatic EIR

Thank You

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For additional resources on making the shift to VMT visit:

<https://mtc.ca.gov/our-work/plans-projects/climate-change-programs/sb-743-shift-vmt>