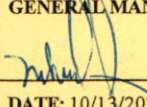
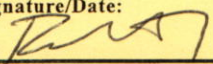
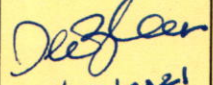
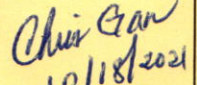





EXECUTIVE DECISION DOCUMENT

GENERAL MANAGER APPROVAL:  10/20/2021		GENERAL MANAGER ACTION REQ'D:		
DATE: 10/13/2021		BOARD INITIATED ITEM: Yes		
Originator/Prepared by: Rachel Factor Dept: Station Area Planning	General Counsel	Controller/Treasurer	District Secretary	BARC
Signature/Date:  10/18/21	 10/18/2021 []	 10/18/2021 []	[]	 10/18/2021 []
Status: Routed		Date Created: 10/13/2021		

Approval of the Goals and Objectives for El Cerrito Plaza Transit-Oriented Development, including the on-site BART commuter parking range

PURPOSE:

To seek the Board of Directors' approval of the Goals and Objectives for El Cerrito Plaza Transit-Oriented Development (TOD), including a goal that a minimum of 100 parking spaces, and a maximum of 250 spaces, be provided for BART commuters on-site.

DISCUSSION:

Background

BART owns approximately 8.3 acres at El Cerrito Plaza BART Station (El Cerrito Plaza or the Station) which are primarily occupied by the Station itself and commuter parking lots with a total of 740 spaces. On September 8, 2016, the Board authorized BART to enter into a Memorandum of Understanding (MOU) with the City of El Cerrito (City) to study the feasibility of Transit Oriented Development (TOD), including a potential new library, at the Station. The MOU was executed in 2018. In 2019, BART conducted outreach, including a rider survey and community meetings, to set the goals and objectives for TOD on the property, which are designed for consistency with BART's TOD Policy but refined based on local needs and community interest. In November, 2019, the El Cerrito City Council adopted goals and objectives for the El Cerrito Plaza TOD (Goals and Objectives). The Board reviewed the Goals and Objectives in January 2020. The Goals and Objectives provided the basis for the Request for Qualifications (RFQ) BART issued in July of 2020

and will provide a benchmark BART staff will use to set the direction of the project as it evolves. On November 19, 2020, the BART Board authorized entering into an Exclusive Negotiating Agreement (ENA) with Holliday Development and the Related Companies of California (the developers) for a period of 24 months with a 1-year option to extend. Consistent with the Board's authorization, the ENA was signed in August 2021.

The developers' preliminary development concept includes approximately 800 units. 37% of those units are anticipated to be affordable to households earning up to 80% of area median income (AMI) and an additional 12% of the units are anticipated to be affordable to middle income households. The developers are refining their preliminary development concept, but to proceed on the design they need to know the range of BART commuter parking that will need to be accommodated. The amount of BART parking will dictate the size of the parking structure which impacts the site layout, construction costs and the number of residential units that can be provided.

Station Access

The Station Access Policy, adopted by the BART Board in 2016, identifies station access typologies, based on specific characteristics of each station. El Cerrito Plaza is designated by staff as an aspirational "Urban with Parking" station access type, at which two-thirds of riders get to the station without needing to park. According to BART's TOD Policy, BART should strive for no to limited parking when building TOD at "Urban" or "Urban with Parking" stations.

BART has conducted extensive outreach since 2019 to discuss station access to El Cerrito Plaza with the multiple communities surrounding the Station, including in-person and virtual community meetings, open houses and office hours, boards and commissions, BART advisory task forces, and City Council meetings. In addition to TOD at El Cerrito Plaza BART station, BART's TOD program anticipates new, mostly residential development at North Berkeley and Ashby BART stations in the near future. With roughly 2,500 additional affordable and market rate homes anticipated at the three Urban with Parking stations along the Richmond line, BART has undertaken a corridor-wide approach to access planning.

To expedite the delivery of TOD and affordable housing, a step in the Berkeley-El Cerrito Corridor Access Plan (Corridor Access Plan) process identifies a commuter parking range that should be accommodated on-site at El Cerrito Plaza Station. The intent is to allow the developers to advance and refine their design. On June 24, 2021, BART staff presented to the Board the high-level steps in the process to determine the BART commuter parking range for the Station. BART staff has completed their analysis and is recommending that the maximum amount of on-site commuter parking on-site not exceed 250 spaces. Understanding that constructing structured parking is costly and impactful to the TOD site layout and project design, the analysis also included a minimum amount of parking (100 spaces).

Staff is requesting that the Board approve the Goals and Objectives for the El Cerrito Plaza TOD. The Goals and Objectives are identical to the Goals and Objectives that were previously adopted by the City Council and reviewed by the BART Board, with the addition of a new goal stating the range of on-site parking to be provided for BART riders, as follows:

E2.1 Provide between 100 and 250 parking spaces for BART riders in an on-site garage, including at least as many accessible parking spaces as are currently provided.

BART is closely coordinating with the City on this project, but as on-site commuter parking is a BART-specific asset, it is not anticipated that the City will formally approve this change to the Goals and Objectives.

Although the proposed Board action of approving the El Cerrito Plaza Goals and Objectives does not have a fiscal impact, the funding sources for the future parking structure will need to be identified or secured as part of the El Cerrito Plaza TOD project Board approval. The exact costs are not known at this time however recent garage construction costs have shown it costs at least \$80,000 a space to deliver structured parking spaces. This cost does not include operations and maintenance. The parking structure cost will ultimately depend on how many spaces are provided and construction costs at that time but the proposed range of 100 to 250 spaces is currently estimated to be between \$8M and \$20M. A funding plan for the future parking garage will be brought to the Board as the project advances.

Next Steps

Accommodating a lower level of on-site parking will require a range of strategies to enable riders to shift to other modes or use off-site parking. These strategies will be identified through the Corridor Access Plan, and enhancements immediately surrounding and at the BART station will be proposed through a developer-funded station access study, which is a typical requirement of BART's TOD developers. The recommendations from these studies will be available in mid-2022. These two plans do not require further Board Action.

The exact amount of BART parking to be included in the El Cerrito Plaza TOD will be refined, based on design, community benefits, and funding considerations, and BART staff will work with the developers to accommodate BART parking. Simultaneously, staff is identifying potential funding sources for BART station access improvements, as well as parking. The developers will further refine their preliminary development concept and, as they begin the entitlement process next year, will continue to engage with the community and the City. Once the project's entitlements are complete, the BART Board will be asked to approve the El Cerrito Plaza TOD project, including the amount of BART commuter parking and priority station access investments.

El Cerrito and BART staff are also evaluating how the City could use on-street parking

management to address parking spillover concerns from residents, and enable BART parkers to continue to park on adjacent City streets but for a cost. The City is interested in managing on-street parking, but start-up funding must be secured. The City is also working with the developers to identify the budget for the possible library that may be included in the TOD project, so that the City can seek the needed funds.

FISCAL IMPACT:

There is no fiscal impact from the proposed action. As the development advances there may be future fiscal impacts that the Board will consider in future actions. Possible future costs, currently unfunded, are described above

ALTERNATIVES:

1. Do not approve the proposed BART Goals and Objectives for the El Cerrito Plaza Transit-Oriented Development
2. Approve the BART Goals and Objectives for El Cerrito Plaza Transit-Oriented Development, including an on-site parking range different than the staff recommendation of 100-250 spaces.

RECOMMENDATION:

Adopt the following motion.

MOTION:

The BART Board of Directors approves the El Cerrito Plaza Transit-Oriented Development Goals and Objectives, with the addition of a new Section E2.1 that sets the range for on-site BART commuter parking at a minimum of 100 spaces and a maximum of 250 spaces.



El Cerrito Plaza Transit-Oriented Development BART Goals & Objectives

A. Complete Communities

1. **Regularly engage with the community** in the development of the project and associated access investments, and trade-offs between parking, housing and community amenities.
2. **Enhance the Ohlone Greenway's role** in increasing connectivity, sustainability and placemaking.
3. **Create visual and physical connection** between the BART station, adjacent neighborhoods, and shopping/services in El Cerrito Plaza, and along San Pablo Avenue and Fairmount Avenue.
4. **Create active ground floor on Fairmount Avenue**, with a mix of uses that complements and leverages the surrounding area and generates revenue to the City and BART. Consider integration of office as part of site development.
5. **City to manage area parking** – with BART's support - to ensure neighborhood and business needs can be met.
6. **Explore options for integrating public library** into the TOD in partnership with City.

B. Sustainable Communities Strategy

1. **Deliver community serving facilities and dense residential mid-rise uses at the station** to support envisioned growth in the "San Pablo Avenue Corridor" Priority Development Area and the San Pablo Avenue Specific Plan.
2. **Address the regional housing need** while simultaneously helping the City put in place transportation management tools to avoid potential congestion and traffic impacts of population growth.
3. **Incorporate green and sustainable design** to minimize vehicle- and building-related greenhouse gas emissions.

C. Ridership

1. **Increase BART ridership at times and locations when BART has capacity.**
2. **Attract BART patrons from the larger San Pablo Avenue Specific Plan area** and beyond through sustainable access alternatives.

D. Value Creation & Value Capture

1. **Deliver a feasible development** that generates long term revenue to support BART and City operations.
2. **Participate in future area-wide financing efforts** (such as a developer supported set up of a parking benefit district, enhanced infrastructure financing district or business district) to capture value changes resulting from TOD to support community amenities and other investments.
3. **Leverage innovative third-party funding and financing options** that deliver TOD-related BART infrastructure and programming.

E. Transportation Choice

1. Per BART's Access Policy, **increase the share of patrons who walk, bike, or take transit to BART** through access improvements that offer safe, viable non-auto alternatives to BART patrons, including accessible demand responsive services.
2. **Minimize the need for BART patron parking replacement** in an on-site garage by exploring and developing other parking and access options for patrons who do not live near the station, and by maximizing the use of existing available parking capacity in close proximity to the station.
- 2.1 **Provide between 100 and 250 parking spaces for BART riders** in an on-site garage, including at least as many accessible parking spaces as are currently provided.¹
3. Per BART's TOD Policy, develop an **Access Plan** to identify future access needs and strategies.
4. **Enable new residents of the development to reduce their reliance on cars** by providing transportation alternatives through GreenTRIP certification or equivalent.
5. **Expand the pedestrian and bicycle network** – particularly connecting to the Ohlone Greenway – to support the City and BART's active transportation goals.
6. **Embrace the rapid evolution of mobility trends and technologies** to adapt to future transportation needs.

A. Affordability

1. **Minimum of 20% of housing units will be affordable** to low and very-low income households or below, and support BART's 35% systemwide affordability goal by aiming for a higher percentage of affordable units.
2. **Support local economy through project labor agreements** for construction of project. Aim for Small Business Enterprise inclusion in design and construction of the TOD.

¹ Goal E2.1 was added on October 28, 2021. Goal E2.1 was not adopted by the El Cerrito City Council since on-site parking replacement at BART is a BART decision.