Metropolitan Transportation Commission and the Association of Bay Area Governments Regional Advisory Working Group

November 5, 2019 Agenda Item 4

Plan Bay Area 2050: Regional Growth Framework - Update and Next Steps

Subject: Presentation on local jurisdiction and County Transportation Agency submissions

for the Regional Growth Framework Update, including Priority Development Areas (PDAs), Priority Conservation Areas (PCAs), and Priority Production Areas (PPAs), as well as potential next steps as we advance into the Plan Bay

Area 2050 Blueprint process.

Background: Regional Advisory Working Group Agenda Item 4, Plan Bay Area 2050:

Regional Growth Framework – Update and Next Steps, is attached. Additionally, staff will seek input on the Plan Bay Area 2050: Regional Growth Framework – Update and Next Steps at the November 8, 2019, Joint MTC Planning Committee

with the ABAG Administrative Committee.

Staff will be at your November 5, 2019, meeting to discuss this item. The

Working Group's input is requested.

Attachments: Agenda Item 5b from the November 2019 Joint MTC Planning Committee with

the ABAG Administrative Committee

Metropolitan Transportation Commission and the Association of Bay Area Governments Joint MTC Planning Committee with the ABAG Administrative Committee

November 8, 2019 Agenda Item 5b

Plan Bay Area 2050: Regional Growth Framework - Update and Next Steps

Subject: Presentation on local jurisdiction and County Transportation Agency submissions

for the Regional Growth Framework Update, including Priority Development Areas (PDAs), Priority Conservation Areas (PCAs), and Priority Production Areas (PPAs), as well as potential next steps as we advance into the Plan Bay

Area 2050 Blueprint process.

Background: Following Commission and Executive Board adoption of an update to the

Regional Growth Framework in May 2019 – which included revised criteria for PDAs and the introduction of a PPA Pilot program – local jurisdictions submitted dozens of new PDAs, PCAs, and PPAs for consideration in Plan Bay Area 2050. Eligible submissions will be integrated as part of the growth pattern in the Plan Bay Area 2050 Blueprint, and supportive strategies will be developed to advance implementation. The attached staff memorandum and presentation discuss the potential for these areas, as well as possibly other priority growth areas, to advance the Plan Bay Area 2050 Guiding Principles, as well as the cross-cutting

themes of equity and resilience.

Issues: While newly proposed PDAs help advance the goals of Plan Bay Area 2050,

significant gaps may continue if only locally-nominated areas are advanced in the Blueprint phase. For example, just 20 percent of land in high-resource areas

(places with high-performing schools, strong access to jobs and services, etc.) that

meet PDA eligibility criteria have self-nominated as PDAs.

Recommendation: Staff will return in January and February to seek action on final PDAs, PCAs, and

PPAs, as well as any other potential priority areas which may be integrated to

better achieve climate and equity goals for Plan Bay Area 2050.

Attachments: Attachment A: Staff Memorandum

Attachment B: Presentation

Attachment C: Maps of Existing + Proposed PDAs and PPAs

Attachment D: Tables of Existing & Proposed PDAs, PPAs, and PCAs

Therese W. McMillan

METROPOLITAN TRANSPORTATION COMMISSION ASSOCIATION OF BAY AREA GOVERNMENTS

MEMORANDUM



Agenda Item 5b - Attachment A

November 8, 2019

DATE:

Joint MTC Planning Committee with the

ABAG Administrative Committee

FR: Mark Shorett

RE: Plan Bay Area 2050: Regional Growth Framework Update & Next Steps

Summary

TO:

This memorandum provides context and a set of proposed next steps for updating the Regional Growth Framework in advance of the Plan Bay Area 2050 Blueprint. Importantly, this next phase will take into account the set of newly proposed Priority Development Areas, Priority Conservation Areas, and Priority Production Areas submitted by local jurisdictions in September 2019, as well as obstacles to advancing the Plan Bay Area 2050 Guiding Principles through the Blueprint.

Background

In May 2019, the Commission and ABAG Executive Board adopted the first major policy update to the Bay Area's Regional Growth Framework ("Framework") since its inception in 2007. The original Framework, used for both Plan Bay Area and Plan Bay Area 2040, sought to focus development in locally-designated, transit-served Priority Development Areas (PDAs) while preserving Priority Conservation Areas (PCAs). The Framework also sought to align these land use priorities with major regional transportation investments. Both Plan Bay Area and Plan Bay Area 2040 focused nearly 80 percent of the region's long-range housing need within PDAs.

A review of progress toward implementing the Framework through the Horizon *Regional Growth Strategies* Perspective Paper in early 2019 found that development in the region is increasingly focused in PDAs and that the Bay Area has been largely successful in protecting PCAs and other open spaces. However, the pace of housing production, particularly for low- and middle-income households, lags far behind the need. Compounding these challenges, many PDAs did not meet the program's adopted transit service and planning criteria. In addition, the review found that the voluntary nature of the Regional Growth Framework - as local governments are able to "opt out" by not designating eligible places PDAs - resulted in a development pattern in the first two Plans that did not include many of the places where new homes and jobs would provide the greatest regional benefit in terms of lowering vehicle miles traveled and improving affordability and equity outcomes.

Plan Bay Area 2050 must achieve a more ambitious climate mandate from the state, as well as a more broadly aspirational set of objectives identified through the recently-adopted Vision, Guiding Principles, and Cross-Cutting Issues. These set the stage for the Regional Growth Framework Update adopted by MTC and ABAG in May 2019. In summary, the update:



- Established two PDA categories, Transit Rich and Connected Community, to reflect the varying levels of transit service across the region and to take into account complementary VMT-reduction policies in areas with basic transit
- Created a timeline for jurisdictions to adopt Plans for Priority Development Areas (PDAs) and for County Transportation Agencies (CTAs) to identify transit improvements that bring each PDA up to at least the Connected Communities standard
- Established a Priority Production Area Pilot program and eligibility criteria
- Opened an application period for local jurisdictions to submit Letters of Interest for PDAs, PCAs, and PPAs by September 16, 2019

Regional Growth Framework Update: Local Response

In September, local jurisdictions submitted Letters of Interest for 87 new Priority Areas - 34 PDAs, 16 PCAs, and 37 PPAs. Of these, staff review found that 33 PDAs, all 16 PCAs, and 35 PPAs meet eligibility criteria. In addition to these new priority areas, staff received Letters of Interest to modify the boundaries of 46 PDAs and 1 PCA - in most cases to better align these priority areas with local plans. At least one Priority Area was submitted by jurisdictions in each County. In addition, CTAs and local jurisdictions submitted PDA transit improvements for integration into the Transportation Element of the Plan Bay Area 2050 Blueprint, as well as Letters of Confirmation committing to complete PDA Plans by 2025. In combination, these actions represent the first significant change to the regional "footprint" of places prioritized for jobs, housing, and natural resource conservation since the late 2000s.

Together, the submitted priority areas, transit improvements, and planning commitments:

- Help to advance regional housing, climate, and equity Goals. Compared to current PDAs, new PDAs submitted in September 2019 are more likely to be located in High Resource Areas places in which households have the greatest chance at upward mobility and in places where existing households already meet the Plan Bay Area 2050 GHG reduction target. In addition to equity and environmental benefits, these places are typically located in strong housing markets making the development envisioned in PDA plans more financially feasible for developers (and thus making it easier to subsidize more affordable housing with inclusionary requirements).
- Bring nearly all existing PDAs into alignment with the adopted planning and transit standard. As a result of the transit improvements submitted by CTAs, 99 percent of existing PDAs now would meet at least the minimum transit standard adopted in May. In addition, 98 percent of PDAs meet planning criteria following commitments by cities to complete PDA plans by 2025.
- Build upon coordinated industrial economic development strategies. Jurisdictions within key regional industrial clusters submitted PPAs, including the Northern Waterfront in Contra Costa County, the I-880 Corridor in Alameda County, and several emerging North Bay clusters.



Despite these gains, the Regional Growth Framework's updated footprint for development and conservation may not be adequate to create a Plan Bay Area 2050 Blueprint that meets the region's acute housing, environmental, and equity challenges. Among the obstacles that remain:

- Most transit-rich areas have not been prioritized for new housing and jobs. The majority of urbanized land within a half mile (an approximately ten-minute walk) of a rail station, ferry terminal, or frequent bus stop has not been designated a PDA. The share of these transit-rich areas designated PDAs varies significantly by county, from less than 20 percent in Marin County where one of five SMART stations and none of three ferry terminals is designated a PDA to 80 percent in Alameda County where a PDA has now been nominated around 29 of its 30 regional rail stations.
- Despite a significant increase through the 2019 submissions, relatively few eligible High Resource Areas are designated PDAs. Just 20 percent of places in High Resource Areas served by transit that meets PDA eligibility criteria have been designated PDAs. This issue is particularly significant in Contra Costa and Santa Clara counties, where just over 10 percent of these areas have been designated, and in Marin County, where the figure is below 1 percent. Should the region wish to affirmatively further fair housing in the Plan Bay Area 2050 Blueprint, policymakers may wish to consider integrating at least some additional High Resource Areas into the Blueprint.
- Meeting regional housing needs will likely require supportive strategies. For the past several years, less than 25 percent of the units needed to meet the needs of very-low, low, and moderate income households have been permitted, based on the existing Regional Housing Needs Allocation (RHNA). Even with a dramatic increase in the pace of housing development in transit-rich and high-resource areas, the number of new housing units needed to meet the need of the region's working families is unlikely to be built without strategies such as inclusionary zoning or regionally-generated affordable housing funding. Both were identified as effective strategies in the Horizon Futures Round 2 analysis.

Next Steps: What's Next for the Regional Growth Framework?

Following adoption of local resolutions nominating new PDAs, PCAs, and PPAs, staff anticipates recommending a set of Priority Areas to ABAG and MTC for adoption in early 2020. These will be included in the Plan Bay Area 2050 Draft Blueprint and may be eligible for future funding, such as One Bay Area Grant Cycle 3 (OBAG3), in the coming years.

For committee discussion, staff recommends the following next steps to advance a successful Blueprint.

1) Continue to provide resources to existing and new PDAs while revisiting the geographies prioritized for growth in the Blueprint. This will involve exploring options in the Draft Blueprint for complementing PDA-focused job and housing growth with development in places that move the region closer to supporting the Blueprint Principles, such as transit-rich and high-resource areas. The presentation (Attachment B - Slide 17) highlights three potential approaches.



- 2) Develop a strategic approach to advancing PPAs through a Pilot Program. To successfully advance a PPA Pilot program, staff will identify an approach that combines including all eligible PPAs in the Blueprint with targeted support for specific PPAs based upon local commitment, and/or other factors.
- 3) Identify strategies and implementation actions for the different types of geographies prioritized for growth. Working closely with MTC and ABAG committees, local staff, and stakeholders, the Plan will connect the places prioritized in the Blueprint that define where the region should grow with tailored strategies and actions defining how the region should grow.

Upcoming steps for the Growth Framework Update via the Plan Bay Area 2050 Blueprint process include the following:

- December 2019: discuss key questions with stakeholders at RAWG Workshop on Housing & Economy Elements of Plan Bay Area 2050 Blueprint
- January 16, 2020: deadline for resolutions nominating new PDAs, PCAs, and PPAs; deadline for existing PDAs that need to submit VMT-Reduction forms
- February 2020: action on final PDAs, PCAs, and PPAs for Plan Bay Area 2050 + any additional growth areas for the Draft Blueprint
- Winter & Spring 2020: integration of geographies & strategies into Draft & Final Blueprint

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What is the Regional Growth Framework?

Locally-Identified Priority Areas



Priority Development Areas



Priority Conservation Areas



ABAG/MTC Action:

Winter

Priority Production Areas

Guidelines Adopted by ABAG/MTC: May 2019 Plan Bay Area 2050:

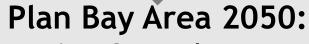
Geographies

Where should we grow as a region?





ABAG/MT(
Action:
Winter



Strategies & Implementation

Regional Growth Framework Update: Adopted May 2019

Priority Development Areas:

Revised Criteria







More Flexible Transit Standards:

- Transit Rich
- Connected Community





Timeline to Adopt PDA Plans



Priority Production Areas:
Pilot Program & Criteria



Priority Conservation Areas: No change to criteria

PDAs, PCAs and PPAs:

Call for Letters of Interest June to September 2019

Local Response: September Submissions

Local jurisdictions demonstrated significant interest in new priority areas.



PDAs:

33 Letters of Interest



PCAs:

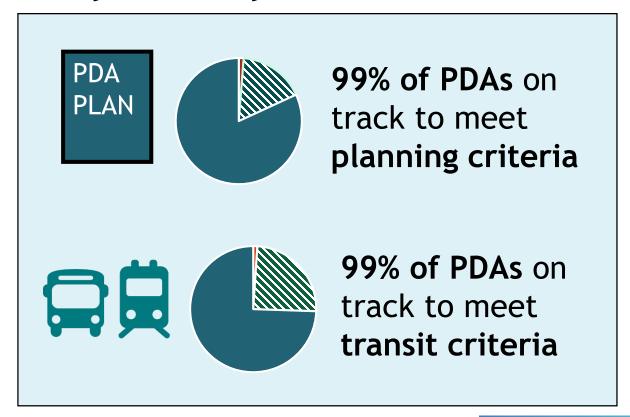
16 Letters of Interest



PPAs:

35 Letters of Interest

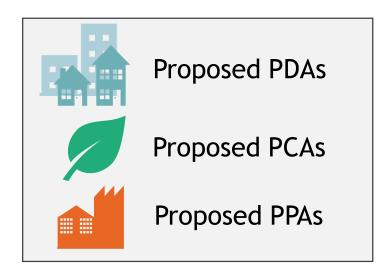
Inconsistencies with program guidelines were mostly resolved by cities and CTAs.



Totals do not include submissions which did not meet adopted criteria.

Local Response: September Submissions

- Jurisdictions in every county submitted at least one new proposed priority area.
- However, the response was uneven across the region, with jurisdictions in some counties volunteering at a much greater rate than others.





Totals do not include submissions which did not meet adopted criteria.







Where Are We Now?

Exploring How Local Nominations Can Help Address Challenges

Most newly-proposed PDAs are in jobs-rich locations in need of new housing, but with high average housing costs. This means supportive

affordable housing strategies will be needed.

Jobs-housing ratio (city-level)

Region

Existing PDAs

(average)

Sources: California Department of Finance 2016, US Census 2016, Redfin, 207-19, MTC/ABAG 2019

New* PDAs (average)

*Pending local resolution

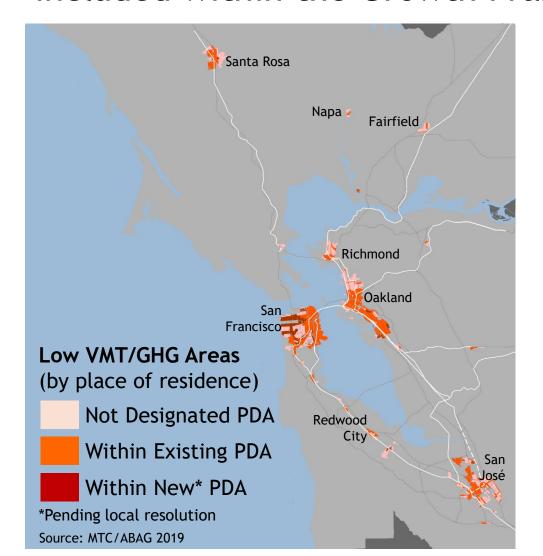
The typical home in a new* PDA is

more expensive than in an existing **PDA**

*Pending local resolution Based on 2017-2019 home sales reported by Redfin



Newly submitted PDAs boost the share of existing low-VMT locations included within the Growth Framework.



PDAs now make up 62%

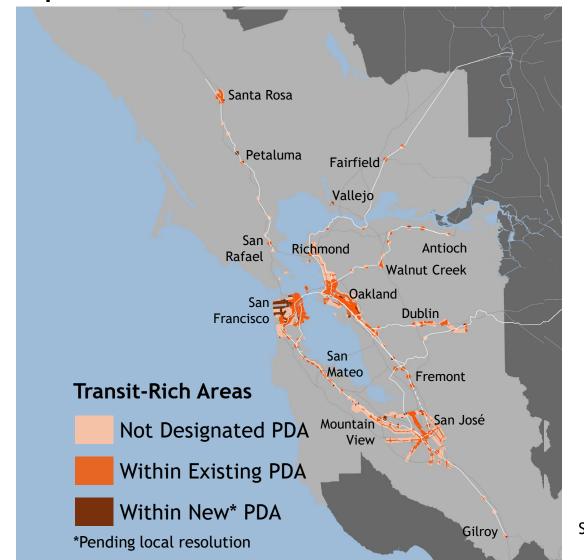
(formerly 57% as of early 2019)

of places* where residents' transportation-related GHG emissions are 20% below the regional average

*Defined as urbanized land area



However, many other transit-rich locations - which are primed for low-GHG performance in the future - remain outside of the PDA framework.



(now 53%; formerly 56% as of early 2019)

of transit-rich areas* still have not been designated as PDAs designated as PDAs

> *Defined as land area that meets Transit-rich PDA transit criteria adopted in May 2019 by ABAG and MTC

Source: MTC/ABAG, 2019



The newly-proposed PDAs include more High-Resource Areas and fewer places with high displacement risk...

Share of PDAs in High-Resource Areas*

Existing PDAs

New** PDAs

Areas* at Risk of Displacement **Existing PDAs** New** PDAs

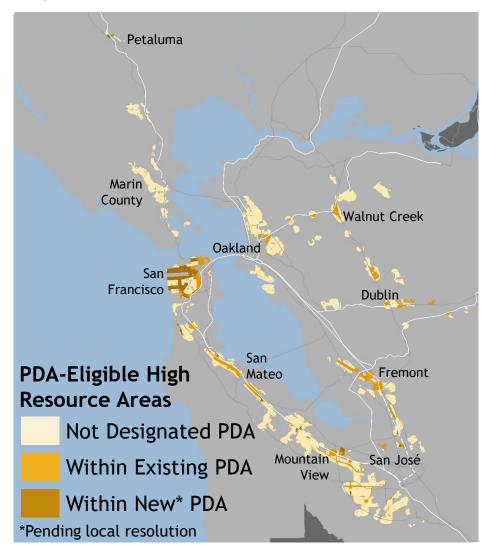
*Defined as urbanized land that meets PDA transit criteria and is defined as "high" or "highest resource" by the California Department of Housing & Community Development and Department of Finance.

*Defined as land area within PDA boundaries categorized as "At risk of gentrification or displacement" or "Ongoing Gentrification/Displacement of Low-income households" by the UC-Berkeley Urban Displacement Project.

^{**}Pending local resolution

^{**}Pending local resolution

... but the overall share of High Resource Areas that could be designated PDAs remains low.

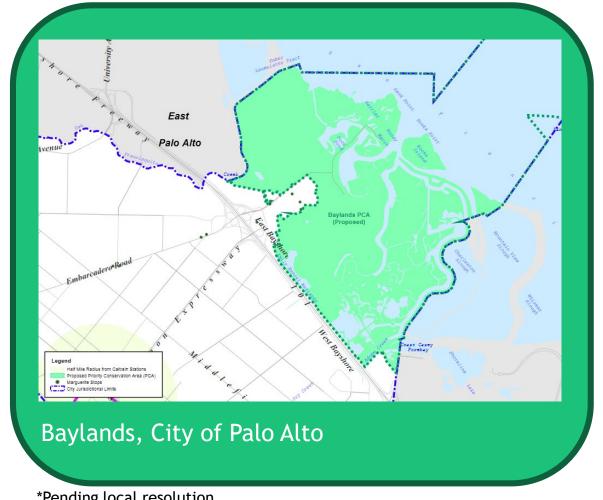


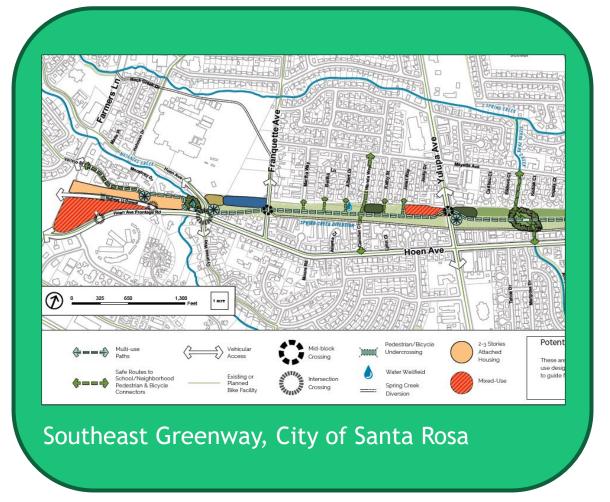
(formerly 15% as of early 2019)

of PDA-Eligible High Resource Areas have been designated PDAs

Sources: California HCD 2019, MTC/ABAG 2019

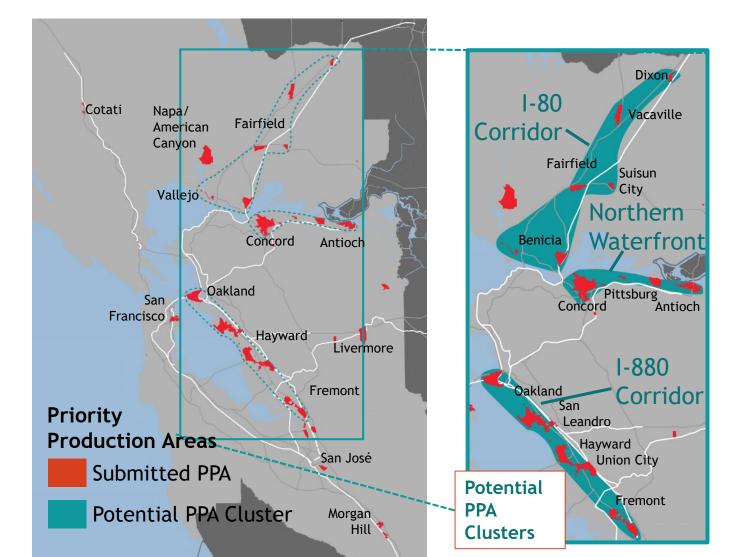
The addition of new* PCAs further strengthens the region's commitment to conservation and open space access.







Nominated PPAs include many of the region's most critical industrial lands, with key clusters in the Northern Waterfront and along I-80/I-880.



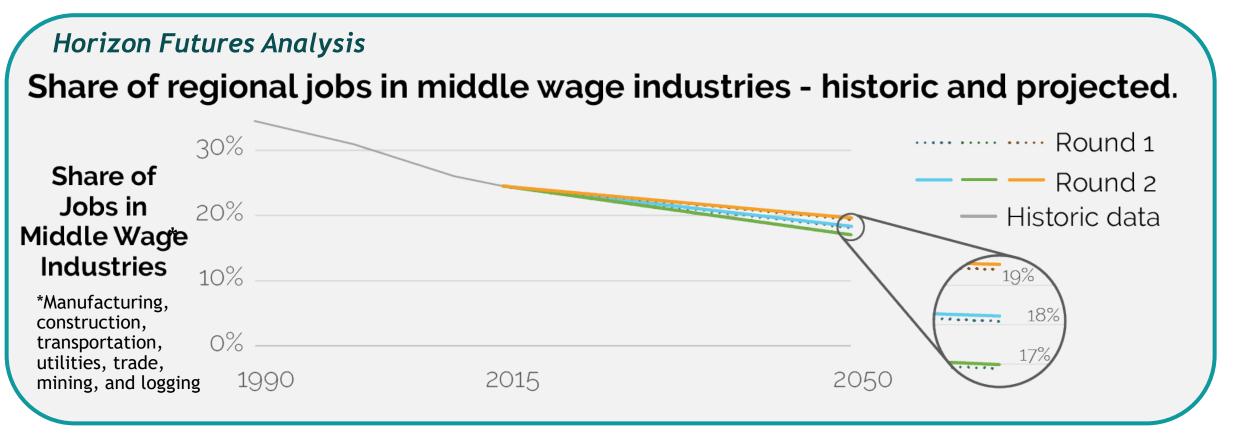


Mare Island, Vallejo



Port of Oakland

Given current and projected trends, **new strategies** are likely necessary to realize the type of job growth envisioned in PPAs.



Horizon Futures Strategies





PLAN BAY AREA 2050



Takeaways

Despite significant gains as a result of local submissions, the updated set of PDAs is likely insufficient to close gaps on GHG and equity.

While there was **robust interest in PPAs**, a comprehensive regional approach is likely needed to address the projected decline in the industries envisioned for these areas.

Supportive strategies will be critical to advance the Guiding Principles through the Plan Blueprint phase.

Key Question for Action This Winter:

Should the Plan Bay Area 2050 Blueprint focus some growth outside of locally-nominated places to improve potential GHG & equity outcomes?

Location of Housing Growth (charts are illustrative)

Urban Growth Boundaries

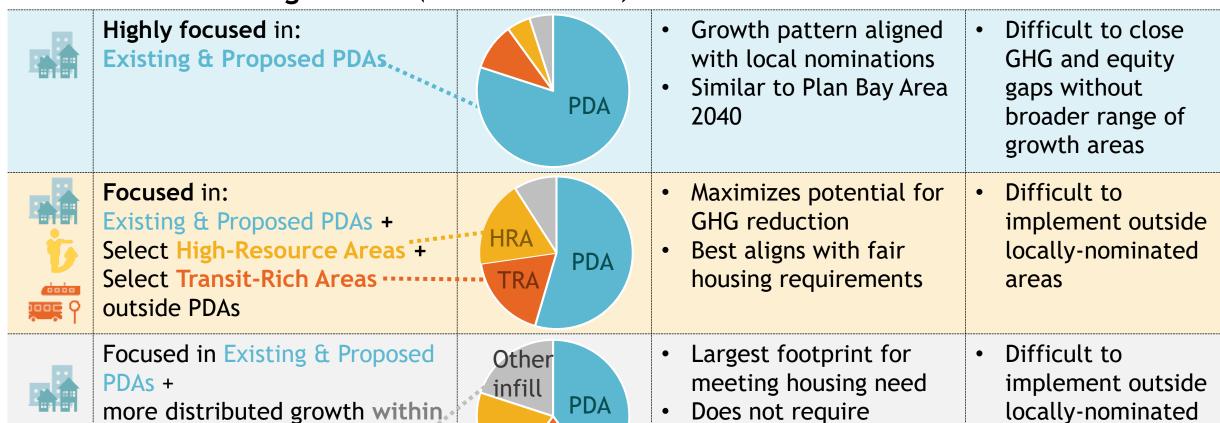
Pros

identifying additional

areas for growth

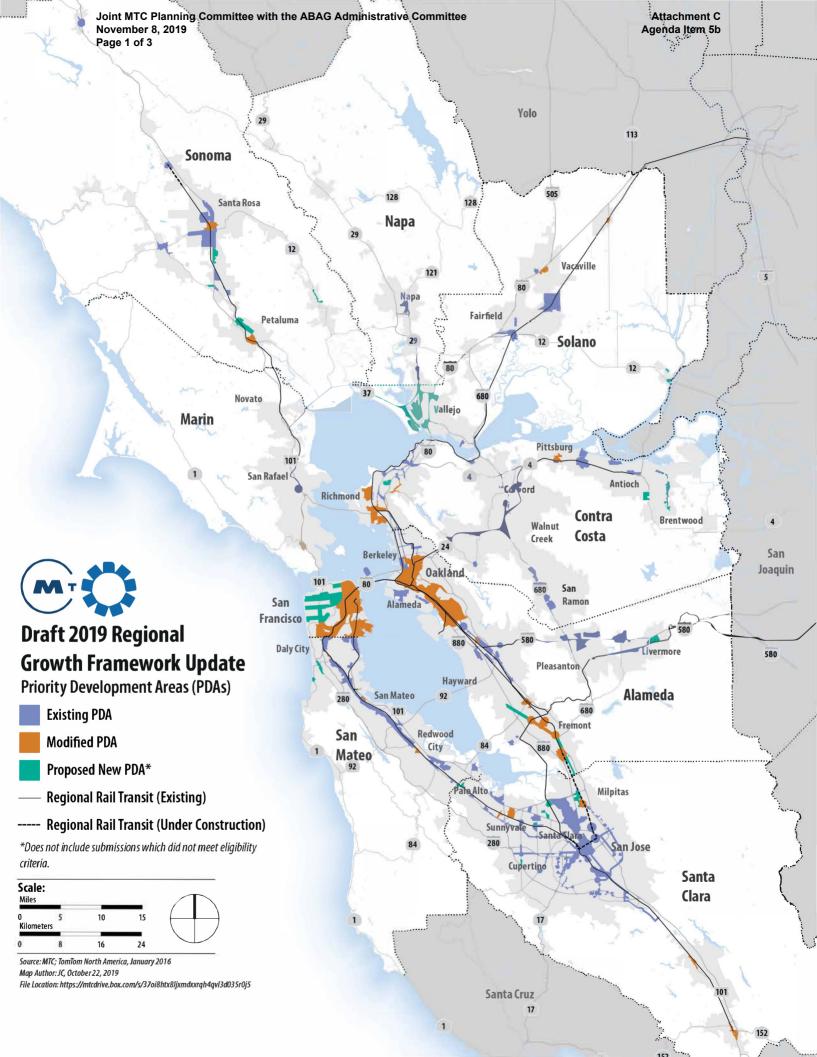
Cons

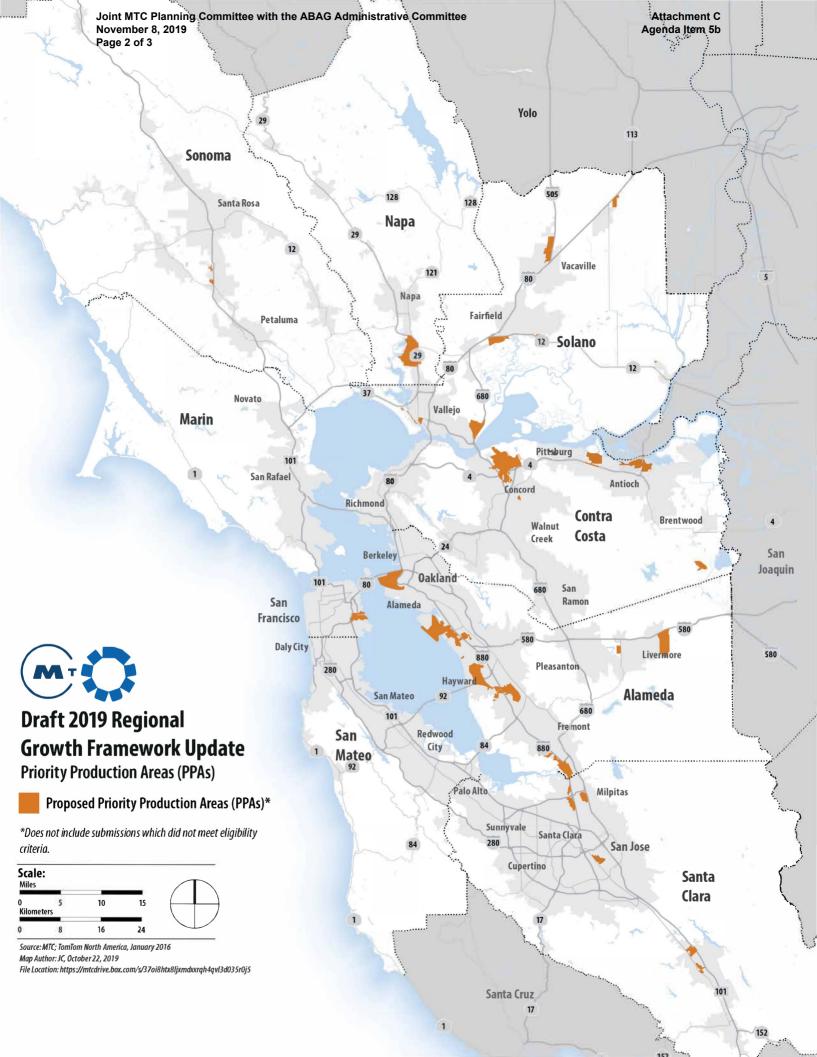
areas

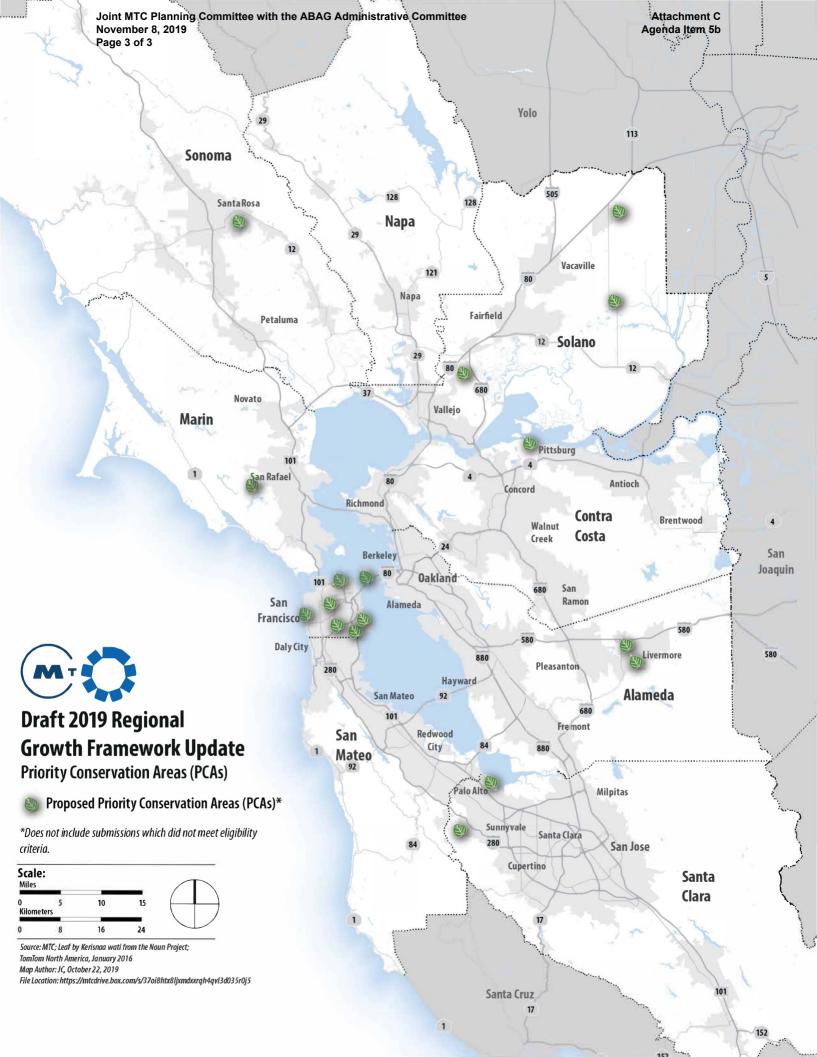


Regional Growth Framework: Next Steps

- December 2019: discuss key questions with stakeholders at RAWG Workshop on Housing & Economy Elements of Plan Bay Area 2050 Blueprint
- January 16, 2020: deadline for resolutions nominating new PDAs, PCAs, and PPAs; deadline for existing PDAs that need to submit VMT-Reduction forms
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2019 Priority Area Submissions: County

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		PDA - Boundary		PCA - Boundary		
County	PDA - New	Change	PCA - New	Change	PPA - New	Total
Alameda	5	14	2	0	9	30
Contra Costa	4	7	1	0	8	20
Marin	0	1	2	1	0	4
Napa	0	0	0	0	1	1
San Francisco	4	9	7	0	1	21
San Mateo	2	3	0	0	1	6
Santa Clara	9	6	0	0	6	21
Solano	6	4	3	0	9	22
Sonoma	5	2	1	0	2	10
Total	35	46	16	1	37	135

Note: 1) New Priority Areas require local government resolutions to complete nomination process. Figures may change.

2019 Proposed New PDAs by Designation

·		
Designation	Total	Percentage
Transit-Rich	15	43%
Connected Community		
(High Resource Area)	7	20%
Connected Community		
(Outside High Resource		
Area)	11	31%
Total: Eligible	33	94%
Total: Does not meet		
eligibility criteria*	2	6%
Total: All Submissions	35	100%

^{*}Rio Vista Airport/Church Roads, and Cotati Gravenstein Corridor.

Required Forms Submitted: PDA Planning and Transit Improvements

Form/Letter of		Submitted*	Submitted
Confirmation	Required	(total)	(%)
PDA Planning	30	28	93%
Transit Improvement	33	31	94%

As a result of submitted transit improvements and confirmation of PDA Planning, 99% of existing PDAs meet program planning and transit criteria *Not submitted:

¹⁾ PDA Planning: Los Gatos El Camino Real; Hercules San Pablo Avenue.

²⁾ Transit Improvements: Dixon Downtown; Gilroy First Street.

2019 Regional Growth Framework Update: Proposed New PDAs Submitted

John Wild Flamming John
November 8, 2019
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County	Jurisdiction	Proposed PDA Name	Designation
Alameda	Berkeley	North Berkeley	Transit-Rich
Alameda	Livermore	McGrath Southfront PDA	Transit-Rich
Alameda	Fremont	North Fremont Blvd	Connected Community (HRA)
Alameda	Fremont	Osgood Rd	Connected Community (HRA)
Alameda	Fremont	Warm Springs Blvd	Connected Community (HRA)
Contra Costa	Brentwood	Brentwood Blvd	Connected Community (Outside HRA)
Contra Costa	Brentwood	Downtown Brentwood	Connected Community (Outside HRA)
Contra Costa	Brentwood	Brentwood Transit Village	Connected Community (Outside HRA)
Contra Costa	Richmond	Hilltop	Connected Community (Outside HRA)
San Francisco	San Francisco	Sunset Corridors and Forest Hill	Transit-Rich
San Francisco	San Francisco	Richmond District	Transit-Rich
San Francisco	San Francisco	Lombard	Transit-Rich
San Francisco	San Francisco	Central City Neighborhoods	Transit-Rich
San Mateo	Pacifica	Sharp Park	Connected Community (HRA)
San Mateo	Pacifica	Skyline	Connected Community (HRA)
Santa Clara	Santa Clara	Freedom Circle	Transit Rich
Santa Clara	Santa Clara	Lawrence Station Phase II	Transit Rich
Santa Clara	Santa Clara	Patrick Henry Drive	Transit Rich
Santa Clara	Santa Clara	Related Santa Clara/City Place	Transit Rich
Santa Clara	Santa Clara	Tasman East	Transit Rich
Santa Clara	San Jose	South DeAnza	Connected Community (HRA)
Santa Clara	Sunnyvale	Moffett Park Specific Plan	Transit Rich
Santa Clara	Palo Alto	Downtown/University	Transit Rich
Santa Clara	Milpitas	Midtown Specific Plan	Transit Rich
Solano	Rio Vista	Airport/Church Roads PDA	N/A (Does not meet transit criteria)
Solano	Vallejo	Carquinez Heights	Connected Community (Outside HRA)
Solano	Vallejo	Mare Island	Connected Community (Outside HRA)
Solano	Vallejo	Solano 360/I-80/SR-37 Gateway	Connected Community (Outside HRA)
Solano	Vallejo	Central Corridor West	Connected Community (Outside HRA)
Solano	Vallejo	Central Corridor East	Connected Community (Outside HRA)
Sonoma	Sonoma County	Springs	Connected Community (Outside HRA)
Sonoma	Sonoma County	Santa Rosa Avenue Connected Community (Outside	
Sonoma	Sonoma County	Sonoma County Airport Area	Connected Community (Outside HRA)
Sonoma	Petaluma	Petaluma SMART North (Corona Road Station Area)	Connected Community (HRA)
Sonoma	Cotati	Gravenstein Corridor	N/A (Does not meet transit criteria)

2019 Regional Growth Framework Update: Submitted Proposed PCAs

County	Jursidiction	Proposed PCA Name	PCADesignation
Alameda	Livermore	Arroyo Las Positas Trail	UG, RR
Alameda	Livermore	First Street	UG, RR
Contra Costa	Pittsburg	Northwest Waterfront	RR
Marin	Tiburon	Tiburon Open Space	NL, RR
Marin	Ross	Bald Hill	NL
Santa Clara	Palo Alto	Palo Alto Baylands	NL, RR
San Francisco	San Francisco	Excelsior/OMI Park Connections	UG, RR
San Francisco	San Francisco	Crosstown Trail	UG, RR
San Francisco	San Francisco	India Basin	NL, UG, RR
San Francisco	San Francisco	Lake Merced/Ocean Beach	NL, UG, RR
San Francisco	San Francisco	Central Waterfront	UG, RR
San Francisco	San Francisco	Northern Waterfront	RR
San Francisco	San Francisco	Treasure Island/Yerba Buena Island	NL, UG, RR
Solano	unincorporated Solano	Dixon Agricultural Service Area	AL
Solano	unincorporated Solano	Cache Slough	NL, AL, UG, RR
Sonoma	Santa Rosa	Southeast Greenway	NL, UG, RR

Designation

Guide: UG: Urban Greening; RR: Regional Recreation; NL: Natural Landscapes; AG: Agricultural Land

Carrete	Jurisdiction	Due to a call DDA North
County		Proposed PPA Name
Alameda	Fremont	Bayside Industrial Priority Production Area
Alameda	Fremont	Pacific Commons Priority Production Area
Alameda	Hayward	Hayward PPA
Alameda	Livermore	Eastside PPA
Alameda	Livermore	Westside PPA
Alameda	Oakland	Port PPA
Alameda	Oakland	Airport PPA
Alameda	San Leandro	San Leandro PPA
Alameda	Union City	Union City PPA
Contra Costa	Antioch	Northern Waterfront Industrial Corridor
Contra Costa	Concord	Northern Concord PPA
Contra Costa	Concord	Western Concord PPA
Contra Costa	Oakley	Employment Area
Contra Costa	Pittsburg	Northern Waterfront
Contra Costa	Unincorporated Contra Costa	Pacheco Manufacturing Zone
Contra Costa	Unincorporated Contra Costa	Byron Airport
Contra Costa	Unincorporated Contra Costa	Baypoint Industrial Sector
Napa	American Canyon and Napa	American Canyon and Napa PPA
San Francisco	San Francisco	Bayshore/Central Waterfront/Islais Creek
San Mateo	Pacifica	Northern Palmetto PPA
Santa Clara	Milpitas	Central Manufacturing Area
Santa Clara	Milpitas	McCarthy Ranch Industrial Area
Santa Clara	Milpitas	Southwestern Employment Area
Santa Clara	Morgan Hill	Morgan Hill PPA
Santa Clara	San Jose	Monterey Business Corridor
Solano	Benicia	Benicia Industrial PPA
Solano	Dixon	Northeast Quadrant
Solano	Fairfield	Train Station Employment Center
Solano	Fairfield	Fairfield PPA
Solano	Rio Vista	Rio Vista PPA
		•

County	Jurisdiction	Proposed PPA Name
Solano	Suisun City	Suisun City Gentry (westside)
Solano	Suisun City	Suisun City East Side PPA
Solano	Vacaville	Vacaville Industrial Priority Production Area
Solano	Vallejo	Vallejo PPA Mare Island
Solano	Vallejo	Vallejo PPA South Vallejo
Sonoma	Cotati	Cotati PPA
Sonoma	Rohnert Park	Northwest Business Park