

ABAG
May/June 2002



Service Matters

Regionopoly—Challenges of Growth 2002 Linking Social Equity, Housing, and Economic Development

Translating the challenges of growth into an improved regional quality of life was the theme of the Association of Bay Area Governments' Spring General Assembly on Thursday, April 25, 2002, at the Palace Hotel in San Francisco. Entitled **Regionopoly—Challenges of Growth 2002**, the conference convened close to 200 Bay Area county supervisors, mayors, and city councilmembers from throughout the region's nine counties and 101 cities, as well as business and civic leaders to discuss the issues and potential solutions to problems and challenges of regional growth. Speakers and participants addressed the economy, housing, and the widening economic and social gap among communities, and the ways local governments can and are meeting these challenges.

In a special appearance by San Francisco Mayor Willie Brown, Jr. to welcome delegates to the City and County of San Francisco, Mayor Brown urged delegates to vote against SB 1243 (Torlakson-ABAG MTC Merger Bill). "It's someone's individual attempt at a power grab," Mayor Brown stated. During the Business Meeting held later in the day, delegates voted overwhelmingly to oppose the bill (See article on SB 1243, page 7) and to approve the Agency's Annual Budget and Work Program.

General Assembly Highlights

ABAG President Gwen Regalia, Walnut Creek Mayor Pro Tem, set the stage for the day-long conference with her opening comments. She stated, "As a region, we need to collaborate to examine difficulties and solutions. The issues we are addressing require thinking between and beyond city, town, and county boundaries." Nationally syndicated columnist Neal Peirce underscored this regional collaboration in an intelligent and evocative description of Bay Area growth and housing issues and its comparison to other regions' efforts. During his luncheon keynote address, entitled "**21st Century Regionalism: Excel or Fail**," Peirce explored the political and economic dynamics of metropolitan regions. Paraphrasing from a recent column he had written, he commented, "How can towns and suburbs attract affordable housing—new starter homes for the modestly paid teachers, and

clerks, nurses and construction workers that every community needs? In a society of NIMBY protectionism, rapidly diverging income groups and markets focused on the upper crust, it's no easy task." Adding another twist to the term affordable housing, Mayor Willie Brown said that it should be called "Workforce Housing" to reflect more accurately those affected by the shortage and high cost of housing.

The discussion of affordable housing continued during the panel, **Housing Our Growing Population**, moderated by East Palo Alto Mayor Duane Bay, where effective affordable housing solutions were examined. Petaluma Housing Administrator Bonne Gaebler talked about Petaluma's successful housing policy and well balanced development. She added that, "The formula for providing affordable housing is political will, money, and sophisticated nonprofit corporations. It is important to build housing because it is right. In the hierarchy of needs, housing is essential." Redwood City Housing Coordinator Debbi Jones-Thomas described Redwood City's successful redevelopment plan, including its first time home buyer programs, resale programs and housing rehabilitation. A result was 103% increase of homeownership.

East Bay Asian Local Development Corporation Executive Director Lynette Lee highlighted a variety of housing development strategies in Oakland, East Bay, and Silicon Valley serving diverse community needs and incomes. She showcased examples of a welfare-to-work program and a program to help families manage money to save for a house down payment.

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Top to bottom, left to right: Regionopoly Banner, James Head, General Assembly Conference Attendees, Mayor Willie Brown and ABAG President Gwen Regalia, Sunne McPeak, Councilmember Millie Greenberg, Carl Guardino, Eugene Leong and Neal Peirce.

Spring GA cont. from front page

San Francisco Supervisor Mark Leno discussed why mandating inclusionary zoning in San Francisco was a necessary ingredient in solving the housing crisis. He commented that “the housing crisis is in direct relation to our homeless crisis,” and a required policy was a tool for meeting the housing challenge, adding that community collaboration was essential to making it an effective policy.

In the panel entitled “*Linking Social Equity, Housing and Economic Development*” and moderated by Contra Costa County Board of Supervisors Chairman John Gioia, National Economic Development and Law Center President James Head stated that to improve the lives of Bay Area residents, there must be a link between economic

equity and social equity. He described different regional initiatives like the Community Capital Initiative that provides financing strategies for impoverished neighborhoods, small business, and neighborhood environmental clean-up.

Bay Area Council President and CEO Sunne McPeak addressed housing and social equity from a business perspective, proclaiming that we need to move beyond

“dumb growth” and “change our land-use patterns to create a prosperous economy and social equity investment. The lynchpin is housing.” San Jose Councilmember David Cortese talked about the paradigm shift from property tax to sales tax revenue that affects housing production. He emphasized that an equitable housing policy in our urban core was critical with transportation alternatives aligned around housing and land-use decisions tied to community based needs. Silicon Valley Manufacturing Group President and CEO Carl Guardino summarized smart urban development with the slogan, “Fill in the spaces with places and faces. Grow up, not out.”

Moderated by Danville Councilmember Millie Greenberg, the final panel of the day focused on the current condition of local and state government financing and fiscal reform. Panelists included League of California Cities Executive Director Chris McKenzie, California State Association of Counties Executive Director Steven Szalay, Yolo County Supervisor Tom Stallard, and Oakland City Attorney John Russo.

They indicated that statewide efforts are underway to pursue constitutional protection for cities and counties and spoke of the coalition called “Leave Our Community Assets Local” (LOCAL Coalition) which has united around the growing imperative to protect local services by protecting local government revenues. The LOCAL Coalition, comprised of community leaders from jurisdictions, agencies, other coalitions, community groups and others, intends to be actively involved in the current state budget process to ensure that funding for essential local services is not compromised.

Gwen Regalia
ABAG President,
Mayor Pro Tem, City of Walnut Creek

Scott Haggerty
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Alameda County Supervisor

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New Regional Housing Program Proposed

ABAG'S Regional Planning Committee (RPC) is in the process of developing a new ABAG program focused on housing. The proposal is to create a comprehensive housing resource for the public, planning and housing staff members, elected officials, and private sector housing professionals. It would also encourage an on-going regional dialogue on housing for the region. The RPC is an ABAG standing committee that studies planning issues relating to the environment, housing, and economic development and forwards its findings/recommendations to the ABAG Executive Board.

The purpose of the proposed program would be to support housing development planning issues in the period between the state-mandated Regional Housing Needs Determination (RHND) cycles. Local jurisdictions currently are in the process of updating their housing elements as a result of the recent RHND process that ended in March 2001.

Innovative Options

The ABAG Housing Program would be organized around the themes of education, legislation, and development. The RPC is considering a variety of innovative options for the program, including:

- **Developing a database of affordable housing resources** for developers and potential homeowners/renters organized by city, county, sub-region and Bay Area. The database could serve as a centralized information resource for grant and other funding sources available to affordable housing developers, provide information on local housing programs including who qualifies for the types of housing offered, and provide a listing of financial resources available to persons looking to move into affordable housing units with descriptions of who qualifies for the various programs.
- **Sponsoring a regional housing forum** where elected officials, the development community, and housing advocates can discuss methods and policies that address existing barriers to the development of affordable housing.
- **Offering technical assistance on managing affordable housing programs** to local jurisdictions setting up new housing programs or evaluating existing programs.
- **Increasing ABAG's role in monitoring and sponsoring housing legislation.**
- **Providing examples of "best practice" developments and plans.** The public often has concerns with various types of housing developments, especially affordable housing projects. Best practice projects provide real-world examples of developments that demonstrate how new housing can complement existing neighborhood development patterns. Best practice policies also serve as an information resource for jurisdictions by providing a "show and tell" of other housing options, especially affordable housing in the region.



This new program is in the development stage and the RPC is seeking the opinions of elected officials, planning staff, for-profit and non-profit developers, housing advocates, and the general public for their insight into what would be a valuable component for the housing program. If you have comments or suggestions about what should be included in the program, contact Alex Amoroso at either 510/464-7955 or AlexA@abag.ca.gov.

The Crossings, Mountain View

Photo: Tom Jones

Jobs/Housing Opportunity Zones • The Inter-Regional Partnership in Action

Serving as the state's inter-regional laboratory, the Inter-Regional Partnership (IRP) pilot program seeks to change development patterns. The goal is to improve the quality of life in the Bay Area and Central Valley by changing the jobs/housing balance by situating jobs within housing centers and developing housing near job centers. The most recent milestone involves identifying jobs/housing opportunity zones, which puts the IRP pilot program on target for meeting its program deadline of 2004 as designated by state legislation. Seven Jobs/Housing Opportunity Zones in five different counties were selected in January 2002 from the thirteen proposals submitted.

The designated Zones are located in **Contra Costa**, **San Joaquin**, **Santa Clara**, and **Stanislaus** Counties. Affecting 2,254 acres, each opportunity zone proposal requested different incentives packages, based on the assistance that

each proposal needs to complete the project. A short list of incentives was developed from the submitted incentives and include:

- Tax increment financing
- Enterprise zone status
- Priority status for Zones in various state programs, including California Debt Limit Allocation Committee (CDLAC), Tax Credit Allocation Committee (TCAC), Multi-Family Housing Program, and California Industrial Development Program
- Cash grants.

This list will be used to help define a workable set of incentives that could be used throughout the state. To ensure full participation by all involved counties, the IRP elected to extend the application process for **Alameda** and **Santa Clara Counties**. Three proposals are currently being evaluated, including two in **Alameda County** and one in **Santa Clara County**.

A Look at the Opportunity Zones

Contra Costa County

Antioch-Brentwood Jobs Opportunity Zone brings business parks, various retail centers, and a county judicial center to these communities with a jobs-housing balance of 0.6 jobs for each resident. The goal is 1.5 jobs-housing ratio, increasing the number of jobs and reducing the number of residents that commute out of the area for work.

Antioch-Oakley Jobs Opportunity Zone looks to bring light industrial, office, specialty commercial uses and medium density residential uses to 500 acres. Currently, nearly three out five employed local residents travel outside the area to their place of employment. The carrying capacity of region's commute corridors will not change over the next five years and with projected population gains congestion and air pollution will increase.

The incentives are targeted at existing regional employers searching for affordable spaces, companies looking for a specific labor pool, and new companies seeking office and industrial space with expansion opportunities.

San Joaquin County

Tracy Gateway Business Park – Jobs Opportunity Zone is a 500-acre site

proposed as a six million square feet of office R&D facilities, and 60 acres of commercial urban/office/service uses. Even though the City of Tracy has a jobs-housing ratio of 1.0 jobs per employed residents, the city maintains that higher wage jobs are outside the area draw residents to commute out. The Gateway project is estimated to create 25,000 jobs over the next ten years.

Airport East Jobs Opportunity Zone is currently an unincorporated 448-acre parcel leased for grazing. It is planned for higher density development, working towards increasing the number of jobs in San Joaquin County. The county has a jobs-to-employed residents' ratio of 0.85, which indicates that there is a surplus of housing. Potential projects may include air cargo facilities, retail/commercial, corporate campus, R&D, industrial, and office buildings. It is estimated that 2,500 people could be employed after five years of the opportunity zone.

Santa Clara County

The City of Milpitas has a jobs-per-household ratio of 3 jobs for each household, which impacts the region via extended periods of congestion on local roads and highways, reduced air quality,

and hyper-inflated housing costs. The proposed *Milpitas Housing Opportunity Zone* would work to counter by utilizing 306 acres of land to build up to 4,860 new housing units with 15,000 square feet of retail, 720,000 square feet of office space, and 48 acres of park and open space. Approximately 20% of the new housing would be affordable housing.

Stanislaus County

Patterson Jobs Opportunity Zone is a 477 acre project adjacent to an I-5 interchange. The project proposes to provide 64 acres of highway service oriented commercial/light industrial area, 361 acres of business park/light industrial and 52 acres of other planned development. The project would provide 10,000 jobs at technical and skill levels complementing the resident workforce, which commutes out of the area.

Kansas Avenue Jobs Opportunity Zone is an infill development in the City of Modesto. The 92 acre property could provide mixed use, business, office, and light industrial uses. The project could provide 1,500 medium to high paying jobs at technical and skill levels complementing the currently commuting out of the area resident workforce.

Earthquake Report on 1999 Turkey Disaster Reveals Local Governments Are the Frontline for Disaster Relief

What do Bay Area local governments need to do to prepare for the next big one? An examination of the 1999 Turkey earthquakes half a world away illustrates that local governments are on the frontline for disaster relief and planning. This does not change from country to country or disaster to disaster. According to the report entitled, *1999 Kocaeli and Düzce, Turkey Earthquakes, Lessons for Local Governments on Hazard Mitigation Strategies and Human Needs Response Planning*, local agency staff are the first to



Rescue effort in Avcilar following the 1999 Kocaeli, Turkey Earthquake
source: T. Holzer, U.S. Geological Survey

respond to disasters. They also serve as building code inspectors, develop retrofit programs, and collect the data needed to prepare for the next earthquake. Released in March 2002, by the Association of Bay Area Governments (ABAG), the report's conclusions are based on more than 20 interviews conducted with Turkish emergency response providers, government officials, business interests, and university faculty.

Lessons Learned

Most of the deaths and injuries in the Kocaeli earthquake were due to severe ground shaking that caused residential housing units to collapse. The Turkish building code is similar to the California code and local governments are in charge of implementing building codes, just as in California — so what happened?

Turkey faced several situations that we in California do not face. Turkish building codes address new construction, not existing buildings —inadequate attention was paid to mitigation and retrofit programs for buildings constructed prior to passage of codes. Continuing education and training opportunities for Turkish building inspectors were also not widely available.

In addition to code enforcement, local governments faced the difficult and often unsuccessful task of trying to restrict development in areas identified as fault locations and coastal slide areas. Although mitigation guidelines were developed centrally, there was a disconnect because the implementation of building codes and land use planning were the responsibility of local governments.

Analysis of the Turkey earthquake and other recent earthquakes also confirmed the daunting challenge of disaster response: that basic human needs such as providing medical attention, shelter, food, and other supplies still have to be met even with the damage and destruction of resources. The Turkey disaster reinforced that local governments are often the first responders at disasters trying to meet these needs.

What is the Impact for Bay Area Local Government

As a frontline disaster service provider, Bay Area local governments need to continue training building inspectors and disaster responders, to develop mitigation and retrofit programs, and to collect and distribute data to prepare for the next big one. Local governments can use this report and the collected data available to re-evaluate and re-affirm the significance of training and planning for potential needs. The report is available online at <http://quake.abag.ca.gov/turkey/>.

The ABAG Earthquake Preparedness Program has been publishing geology and hazard maps since the 1960s and models shaking intensity, housing damage, liquefaction, and shelter needs for various earthquake scenarios. ABAG is committed to improving earthquake preparedness by making hazard and risk



Report authors Harrald, Renda-Tanali, and Perkins with Sefa Sirmen (Mayor of Izmit), and Sarp Yeletaysi (Industrial Engineer and interpreter for meeting)

information more accessible to all Bay Area residents. The Turkey earthquake report is the latest effort in a long series of reports, training programs, videos, and outreach efforts developed by the ABAG Earthquake Preparedness Program. For more information, contact Jeanne Perkins at 510/464-7934 or JeanneP@abag.ca.gov.

Protecting the Bay's Native Habitat • Ecosystem Restoration



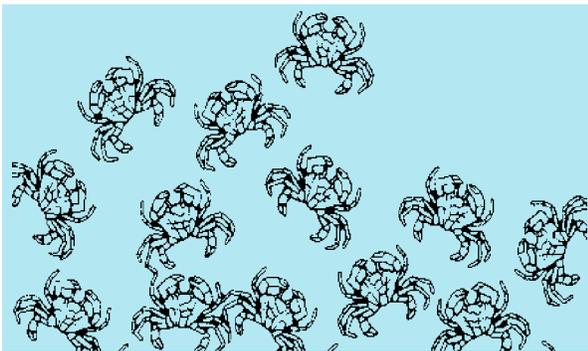
Crawling with over 230 non-native species, the San Francisco Bay-Delta Estuary is now the most invaded aquatic ecosystem in North America. As part of our observance of Water Conservation Awareness Month, let's examine what some of the local and federal agencies are doing to protect the Bay-Delta Estuary, one of the most vital water resources in California, from non-native species.

The San Francisco Estuary Project, an ABAG program, has teamed up with CALFED, the U.S. Fish and Wildlife Service, and other partners to protect the Bay from non-native invasive species. The reason for concern is that non-native species significantly contribute to the decline of native species in the Bay-Delta region. In fact, nationwide about half of the endangered species listed are due to the effects of non-native invasive species.

Non-native species affect their new environment and native species because they compete for food and habitat, prey on native species, and alter the soil fertility and nutrients of the Bay. Non-native species also increase erosion, introduce pathogens, and mate with native species creating hybrids. The Spartina Project, the West Coast Ballast Outreach Project, and the Reducing the Introduction and Damage of Aquatic Non-indigenous Species (RIDNIS) Project are three projects that have been developed under the CALFED Bay-Delta Ecosystem Restoration Program to address these concerns.

Spartina Project

The Coastal Conservancy is undertaking the *Spartina Project* in an expansive effort to control the invasive *Spartina alterniflora* and prevent its invasion of the San Pablo and Suisun Bays. This project will contribute to the overall scientific understanding of how non-native species can potentially lead to extinction of native species, and



Chinese Mitten crab (*Eriocheir sinensis*) have clogged power plant pipes and disrupted fish salvage operations at Delta pumping facilities.

will build a Bay-wide infrastructure for detecting and preventing future invasive species' establishment in the Bay-Delta.

Spartina alterniflora is a species of cordgrass that has spread to an estimated 1,000 acres in the intertidal zone of the San Francisco Bay since the mid-1970s. *Spartina alterniflora* is able to cross-breed and create a hybrid cordgrass, an invasive plant that has the potential to convert much of the open tidal flat habitats of the Bay into cordgrass meadows. These cordgrass meadows threaten the feeding and resting areas of native fish and birds.

Outreach on Ballast Water and Sale of Non-native Species

The *West Coast Ballast Outreach Project* is focused on reducing the introduction of non-native species by the maritime industry through ballast water. Funded by CALFED and Sea Grant, this project provides instruction for the West

Coast maritime industry on best practices for releasing ballast water into the Bay. The project promotes information exchange between researchers and

regulators and provides education about ballast water through a series of publications and outreach workshops to West Coast maritime industry, regulators, and other interested groups. Another CALFED project is the *Reducing the Introduction and Damage of Non-Native Species Project* (RIDNIS). The RIDNIS Project has been established to educate industries involved in the sale and distribution of non-native species. The project hopes to discourage industries and individuals from intentionally introducing non-native species into the Bay-Delta Estuary. Non-native species have been introduced in the Bay through maritime commerce, sport fishing, recreational boating, aquaculture industry, bait business, aquarium trade, horticulture practices, and ballast water, as well as in home and school aquariums. For more information on efforts to protect the Bay's Ecosystem, contact the San Francisco Bay Estuary Project at 510/622-2465.



Every hour, an average of more than 2 million gallons of ballast water containing potential invaders is released into U.S. waters.

Consolidation of ABAG and MTC: “How” is the Question

ABAG General Assembly delegates voted overwhelmingly to oppose the current draft of SB 1243 (Torlakson) at ABAG’s Spring General Assembly on April 25th (61 ayes and 4 abstentions). An earlier version of the bill that called for a study of the merger of ABAG and the Metropolitan Transportation Commission (MTC) was supported by the ABAG Executive Board upon recommendation of the Legislation and Governmental Organization Committee (L&GO) in January. The latest version (April 22) proposes to rename MTC to Bay Area Land Use and Transportation Commission and transfer ABAG’s land use responsibilities. Under the new name, MTC would remain intact and ABAG’s General Assembly which represents the nine member counties and 100 member cities would serve as an advisory body.

Even as ABAG members voted to oppose SB 1243 as it is currently worded, there was full support voiced for the merger concept, as well as the need to proceed with meetings with MTC and Senator Torlakson to determine a better process and mechanism for merging the two agencies. The goal—the creation of a comprehensive, integrated regional planning agency with land use, transportation, and air quality issues truly linked—remains the same. How to do it frames the current discussion.

Why the Opposition

To understand the complexities of this new oppose position, it is helpful to examine the development of the bill and the regional needs driving its proposal. Senator Tom Torlakson introduced the merger bill on January 7, 2002. The bill initially required the Metropolitan Transportation Commission to conduct a study in consultation with the Association of Bay Area Governments on how to merge the two entities and to make recommendations to the Legislature by 2004. The basic purpose was to merge land use and transportation planning in the Bay Area, in recognition that **comprehensive, integrated regional planning** is essential to solving our regional issues.

ABAG upon the recommendation of the L&GO Committee to the Executive Board took a support position on this bill at the Executive Board meeting on January 17, 2002. This position was a natural step for ABAG because it had for decades taken the position that the intractable problems facing Bay Area communities and local governments were regional in scope and needed an integrated, comprehensive regional plan. The belief was that the time had long come to link the regional growth framework and vision with transportation funding. ABAG’s General Assembly had adopted a *Platform on*

Growth Management in 1992 that specifically stated that “land use, transportation, and air quality planning issues are inseparably inter-related. A plan shall be developed for the purpose merging and streamlining the functions of the Association of Bay Area Governments and the Metropolitan Transportation Commission.” After almost ten years, this is still adopted ABAG policy.

The bill was amended March 21st to go another step and actually merge the operations and personnel of ABAG and MTC by 2004 (a functional staff merger) and require a

Comprehensive, integrated regional planning is essential to solving regional issues.

report on how to merge the governance of ABAG and MTC by 2005, the statutory changes needed to implement the merger, the fiscal changes and economies of scale expected, governance changes, and

specific recommendations to the Legislature. This initial functional merger of the two staffs with time to develop a detailed plan regarding subsequent governance structures and fiscal issues seemed appropriate and balanced and did not change ABAG’s support of SB 1243 since there was existing policy to support the proposal.

However, new amendments on April 15 and April 22 changed the course of the bill and the support position. As ABAG President Gwen Regalia, Mayor Pro Tem of Walnut Creek, testified before the Senate Local Government Committee on April 24th “It is with mixed feelings that I speak today in opposition to SB 1243. As Senator Torlakson knows, ABAG has long been a supporter of the merger of land use and transportation planning in the Bay Area. However, SB 1243 as currently drafted removes core land use planning and housing functions from ABAG, the comprehensive regional planning agency for the nine counties and 101 cities in the Bay Area, and transfers them to MTC a single-purpose transportation agency. This proposed transfer will not bring about the efficiencies, the economies that are goals of the bill nor will comprehensive planning result from such a shift.”

Next Steps

The bill is currently in the Senate Appropriations Committee before it passes to the Senate floor for consideration. During this process, ABAG policymakers will be meeting with Senator Torlakson and MTC to pursue a more balanced bill that will truly address the need for solving the regional problems related to land use, transportation, housing, economic and social equity, environmental protection, and resource conservation under the umbrella of an effective comprehensive, integrated regional planning agency as seen in so many other metropolitan areas across the nation, including the vast majority of California regions.

MARK YOUR CALENDAR!

May 2002

- 15 12 Noon
ABAG POWER Executive Committee
MetroCenter, ABAG 106B
- 16 3:30 p.m.
Legislation & Governmental Organization Committee
MetroCenter, ABAG 106B
- 16 5:00 p.m.
Finance & Personnel Committee
MetroCenter, ABAG 102A
- 16 7:30 p.m.
Executive Board
MetroCenter

June 2002

- 1 9:00 – 12:00 noon
Earthquake Retrofit Workshop for homeowners
Fremont Multipurpose Center
40086 Paseo Padre Parkway
Fremont
- 5 1:00 – 3:00 p.m.
Regional Planning Committee Meeting Housing Program
Metro Center Auditorium
101 8th Street
- 8 9:00 – 12:00 noon
Earthquake Retrofit Workshop for homeowners
El Cerrito Senior Center
6500 Stockton Ave
El Cerrito

Notable Numbers: Waste Facts

6
Major ferry companies serve the Bay

180,567
Boats were registered in the Bay Area in 2001: 178,294 were pleasure boats, 600 were livery, and 704 were commercial.

241,429
Container ships went into and out of the Port of Oakland in January and February.

162,950
Gallons of water are used by a California family of four in one year.

325,861 gallons
Or one acre-foot of water, is enough liquid to cover an acre of land to a depth of one foot, and furnish a California family of five with water for one year.

750
Species of fish, animals, and birds live in or depend upon the Bay-Delta estuary system.

Water facts from the Regional Water Quality Control Board and the State of California

Smart Growth Workshops are Coming to an Area Near You



Visit our Website for more Workshop information!



Round 2 Workshops

| | | |
|--------|---------------------|---|
| May 11 | Contra Costa County | Shaping Our Future Program |
| May 11 | San Mateo County | San Mateo County Expo Center, San Mateo |
| May 11 | Solano County | Jelly Belly Candy Company, Fairfield |
| May 18 | Alameda County | San Leandro Public Library (Main Branch), San Leandro |
| May 18 | Napa County | Las Flores Community Center, Napa |

www.abag.ca.gov/planning/smartgrowth
Visit to register for a workshop!



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