

DECEMBER 3, 2014

**ABAG**  
Regional Planning Committee

AGENDA, MINUTES AND ATTACHMENTS

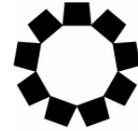
**ASSOCIATION OF BAY AREA GOVERNMENTS**

REPRESENTING CITY AND COUNTY GOVERNMENTS OF THE SAN FRANCISCO BAY AREA



# ASSOCIATION OF BAY AREA GOVERNMENTS

Representing City and County Governments of the San Francisco Bay Area



ABAG

## AGENDA

### REGIONAL PLANNING COMMITTEE

Wednesday, December 3, 2014, 12:00 PM-3:00 PM

Location:

Lawrence D. Dahms Auditorium

Joseph P. Bort MetroCenter

101 8<sup>th</sup> Street

Oakland, California

*The ABAG Regional Committee may act on any item on this agenda.*

*Agenda and attachments available at [abag.ca.gov](http://abag.ca.gov)*

*For information, contact Wally Charles, ABAG Planning and Research, at (510) 464 7993.*

#### 1. CALL TO ORDER / CONFIRM QUORUM

#### 2. PUBLIC COMMENT

Information

#### 3. APPROVAL OF SUMMARY MINUTES OF AUGUST 6, 2014

ACTION

*Attachment: Summary Minutes August 6, 2014*

#### 4. ANNOUNCEMENTS

Information

##### A. Committee Members

##### B. Staff Members

#### 5. SESSION OVERVIEW

Information

Miriam Chion, ABAG Planning and Research Director

*Staff memo: Overview Session December 03, 2014*

## 6. REGIONAL PLACEMAKING INITIATIVE WORKSHOP

### Action

Miriam Chion will introduce ABAG's regional Placemaking initiative, followed by a panel discussion with Bay Area planners, developers and elected officials and a break-out session engaging RPC members.

*Staff memo: Regional Placemaking Initiative*

### *Attachments:*

*Attachment 1. Biographies of Working Group Members*

*Attachment 2. Placemaking examples in the Bay Area: San Francisco State University students project*

*Attachment 3. Reference documents:*

*3.a. Approaches to Placemaking in Priority Development Area by Greg Tung, December 2013*

*3.b. Happy City, Chapter 1 by Charles Montgomery, 2013*

## 7. REGIONAL FORECAST OVERVIEW

### Information

Cynthia Kroll will describe ABAG's approach to developing an updated regional forecast for Plan Bay Area 2017.

*Staff memo: Regional Forecast Overview*

## 8. ADJOURNMENT

Next meeting: Wednesday, February 4, 2015

Submitted:

A handwritten signature in black ink that reads "Miriam Chion". The signature is written in a cursive style with a long horizontal line extending from the end of the name.

Miriam Chion  
Planning and Research Director

Date: November 17, 2014

# SUMMARY MINUTES (DRAFT)

ABAG Regional Planning Committee Meeting  
Wednesday, October 1, 2014  
Joseph P. Bort MetroCenter  
101 8<sup>th</sup> Street, Oakland, California

## 1. CALL TO ORDER

Vice Chair Anu Natarajan, acting Chair of the Regional Planning Committee and Vice Mayor of City of Fremont, called the meeting to order at 12:20 PM.

A quorum of the committee was present.

### Committee Members Present

Susan L. Adams, Supervisor  
Desley Brooks, Councilmember  
Paul Campos, Director  
Tilly Chang, Executive Director  
Pat Eklund, Councilmember  
Martin Engelmann, Deputy Ex. Director of Planning  
Pradeep Gupta, Councilmember  
Scott Haggerty, Supervisor  
Erin Hannigan, Supervisor  
John Holtzclaw  
Nancy Ianni  
Michael Lane, Policy Director

Mark Luce, Supervisor  
Jeremy Madsen, Executive Director  
Nate Miley, Supervisor  
Karen Mitchoff, Supervisor  
Anu Natarajan, Vice Mayor (RPC Vice Chair)  
Julie Pierce, Councilmember (ABAG President)  
Laurel Prevetti, Assistant Town Manager (BAPDA)  
Carlos Romero, Director  
Mark Ross, Councilmember  
Pixie Hayward Schickele  
Warren Slocum, Supervisor  
Egon Terplan, Planning Director  
Dyan Whyte, Assist. Exc. Officer

### Members Absent

Shiloh Ballard  
Andy Barnes, Policy Chair  
Ronit Bryant, Councilmember  
Julie Combs, Councilmember  
Dave Cortese, Supervisor (RPC Chair)

### Jurisdiction

County of Marin  
City of Oakland  
Building Industry of America--Bay Area  
SFCTA (City of San Francisco)  
City of Novato  
Contra Costa Transportation Agency  
City of South San Francisco  
County of Alameda  
County of Solano  
Sierra Club  
League of Women Voters--Bay Area  
Non-Profit Housing Association of Northern California  
County of Napa  
Greenbelt Alliance  
County of Alameda  
County of Contra Costa  
City of Fremont  
City of Clayton  
Town of Los Gatos  
Urban Ecology  
City of Martinez  
California Teachers Association  
County of San Mateo  
SPUR  
San Francisco Regional Waterboard

### Jurisdiction

Silicon Valley Leadership Group  
Urban Land Institute  
City of Mountain View  
City of Santa Rosa  
County of Santa Clara

Diane Dillon, Supervisor  
Kristina Lawson, Councilmember  
Eric Mar, Supervisor  
Harry Price, Mayor  
David Rabbitt, Supervisor (ABAG Vice President)  
Carol Severin, Associate Director  
James P. Spering, Supervisor  
Jill Techel, Mayor

County of Napa  
City of Walnut Creek  
City and County of San Francisco  
City of Fairfield  
County of Sonoma  
East Bay Regional Park District  
County of Solano  
City of Napa

## 2. PUBLIC COMMENT

There were no public comments.

## 3. APPROVAL OF REGIONAL PLANNING COMMITTEE MEETING MINUTES OF AUGUST 6, 2014.

Acting Chair Anu Natarajan, Vice Mayor of City of Fremont, recognized a motion by Mark Luce, Supervisor at County of Napa, and seconded by Susan Adams, Supervisor at County of Marin, to approve the committee minutes of August 6, 2014 with corrections by Member Terplan. The motion passed unanimously.

## 4. ORAL REPORTS/COMMENTS

### Information

**A. Committee Member** no comments

**B. Staff** no comments

## 5. SESSION OVERVIEW

### Information

Miriam Chion, Planning and Research Director at ABAG, explained that ABAG staff will be reviewing the PDA criteria; this is an item which Regional Planning Committee (RPC) Members and Executive Board had requested. There also will be a substantial discussion on resilience.

There will be one more RPC meeting this year, which will focus on placemaking and some of our research efforts at ABAG. Next year there will be a series of substantial meetings related to the release of a series of reports: State of the Region Report, Placemaking Report, Housing Vulnerability Report, and Regional Prosperity Report. A calendar will be sent out for those dates. As discussed in the past we would like to have one meeting in the evening where we can discuss the specifics of the forecast.

Ms. Chion introduced Staff for Item 6.

## 6. REVIEW OF PRIORITY DEVELOPMENT AREA CRITERIA

### Action

Mark Shorett and Christy Leffall, Regional Planners at ABAG Planning and Research Department, provided an overview of the Priority Development Area (PDA) criteria.

### *Attachments:*

1. *Priority Development Area (PDA) List*
2. *Regional Priority Development Area Map*
3. *Summary PDA Criteria/Guidelines Table*
4. *PDA Size Graphs*

**Member Campos** talked about the placetype density range and suggested the Executive Board consider adjusting the minimum density in smaller jurisdictions to 15 units per acre rather than 20 units per acre. He said that after adoption of Plan Bay Area there was a massive backlash in the North Bay and other jurisdictions against PDAs, 20 units per acre is too much for some jurisdictions; it pushes some jurisdictions out of the process of sharing housing obligations. Governor Jerry Brown just signed a bill reducing the default density necessary to satisfy the RHNA in Marin. The same argument applies in some jurisdictions to reducing density for PDAs.

**Member Lane** highlighted a previous discussion about a Transit Priority Project (TPP) verses a PDA. In getting letters of consistency from ABAG and MTC, staff worked with him to support affordable housing projects. He is interested in hearing staff's position on this.

**Ms. Chion** responded that his question is beyond PDA criteria. For the PDA criteria there are three basic components and that seems to be working. The proposed change in the size criterion relates specifically to the PDAs and how we can better incorporate the efforts at the local level. Whether there are some projects outside of PDAs that could be considered to be consistent with the SCS is a different topic that needs additional discussion.

**Ezra Rapport, Executive Director at ABAG**, clarified that if a project is inside a PDA ABAG considers it to be consistent with the Sustainable Communities Strategy. However, we do not retain exclusive right to say which projects are consistent with the Sustainable Communities Strategy, since local governments have the right to write a letter about whether a project is consistent with a Transit Priority Area (TPA) or the SCS and we will not oppose that. ABAG has not yet figured out what the standards will be for when grant funds require ABAG support.

**Member Eklund** asked whether we have addressed the question raised last year about the difference between planned and potential PDAs.

**Ms. Chion** responded that a planned PDA is when they have locally adopted plans, and potential PDAs are designated by the local jurisdiction but are in the beginning of the planning efforts.

**Member Eklund** shared that lowering the density may not be the right solution; they have a lot of controversy in Marin about PDAs unrelated to density.

**Member Madsen** cautioned against lowering the density below 20 units per acre, he felt that 20 units per acre is a good number.

**Mr. Shorett** wanted to clarify that the guideline for placetype is 20 units per acre and that is what was in the bill for Marin as well.

**Member Adams** shared that people are more concerned about how the State categorizes suburban areas and the fairness of it. There still is a lot of education needed to the public about what Plan Bay Area is, what a housing element is, and how specific plans go through the local process. She felt it is not the density number but that the public understands what all this means for their community.

**Member Terplan** questioned if the idea of PDAs is working. How many places are currently PDAs but do not meet the criteria of a PDA? How much overall development has been approved? How many areas have the right criteria but never became a PDA? All that information would be very helpful. Is the PDA really the right tool to use for the upcoming Plan Bay Area update? Are the PDAs just for housing or are they for high quality transportation purposes, and is their focus on employment as well?

**Ms. Chion** answered three questions. All the PDAs meet the housing criteria, the transit piece is the one that requires more research, and about 90% meet the transit criteria. There are a few places that meet all the criteria but are not designated by local government as PDAs. If that is something that is desired we can talk about that, however that decision is up to local governments. About the focus on employment there are guidelines that are suggested which address employment, we are also working on new criteria about industrial areas.

**Mr. Rapport** added that the local designation of PDAs is a local control issue which ABAG wants to maintain. There is a bigger issue which is the political will to develop an area, which is a huge obstacle throughout the Bay Area to get projects done. PDAs are developed as vehicles for investment, whether it is from the region or the State or other mechanisms, and we provide technical assistance to support these PDAs. But we need to have political will from the local jurisdiction. We are planning to use the PDA framework for the next Plan Bay Area update.

**Member Terplan** asked whether a PDA designation could be removed if the political will is not at hand so that transportation investments could be better used in other areas.

**Mr. Rapport** responded that, due to the shortage of housing, they do not want to remove a PDA designation. However, OBAG will prioritize funds for areas that are making efforts to move forward.

**Member Romero** clarified PDA size criteria and added that, with regard to the density question, low-income housing projects need to be a minimum of 30 units per acre, this is the minimum threshold for development. To find properties, for a low-income housing developer, it is easier if the density stays at 20 units per acre.

**Member Chang** supported staff's recommendation and also agreed with Member Terplan's comment about the importance of focusing on employment. Housing is a very important component in our region; however employment and transit are equally in need of attention.

**Member Lane** highlighted that Non-Profit Housing Association (NPH) does not support lowering the density per acre because there are too many projects that depend on the higher numbers.

**Member Holtzclaw** supported the comments of Member Chang and indicated that a lot of attention should be given to have more mixed use projects so people do not have to drive and can use more public transportation.

**Member Prevetti** made a motion to adopt the staff recommendation for PDA Criteria.

**Member Luce** added that transit is very important and our Plan should emphasize being able to use transit; they should also recognize the importance of living close to work.

**Chair Natarajan** mentioned that in some PDAs in Fremont they see three story buildings with 3-4 bedroom units around 2,500 square feet each all attached and it is a challenge to make them look good and fit into the urban scene. She added that we will talk more about this in our next session about placemaking. Also they should use PDAs as a tool to attract the Cap and Trade Funds.

**Chair Natarajan** recognized a motion by **Laurel Prevetti, Assistant Town Manager of Los Gatos**, and seconded by **Pat Eklund, Councilmember of City of Novato**, to adopt staff's recommendation for Item 6. The motion passed unanimously.

## 7. ADVANCING BAY AREA RESILIENCE: ABAG'S INTEGRATED APPROACH

### Action

Ms. Chion introduced ABAG staff. Danielle Mieler, Dana Brechwald, Michael Germeraad, and ABAG Policy Advisor Arrietta Chakos presented key findings from ABAG's current resilience work in housing and infrastructure, the future direction of resilience planning at ABAG, and proposed regional resilience policies.

### *Attachments:*

- 1: Bay Area Housing and Community Multiple Hazards Risk Assessment*
- 2: Infrastructure Resilience Overview*
- 3: Draft State and Regional Legislative Policy Agenda*

**Member Adams** mentioned that the presentation and documentation seem to focus on short-term resilience, and she would like to indicate that sea-level rise and climate change are equally important and need to be stressed to our community.

**Member Haggerty** asked why Livermore was not included in the research map for the presentation. He proposed to include additional scenarios that include the impacts on Livermore.

**Ms. Brechwald** appreciated Member Haggerty's suggestion to include it in their next study.

**Ms. Chakos** continued with the presentation about the State and Regional Legislative Policy Agenda.

**Member Campos** asked staff if they had identified High Hazard Areas. He wanted clarification about the statement in the presentation that rebuilding in High Hazard areas will be prohibited.

**Ms. Brechwald** explained that State guidelines prohibit building in certain high hazard areas. However, the project helps to identify other high hazard areas where jurisdictions may choose not to rebuild after damage from a natural disaster. ABAG has no authority to tell people where to build or rebuild.

**Member Campos** requested that be clarified in the document and also asked for direction about when and how to comment on these strategies.

**Ms. Brechwald** replied that comments can be sent to staff until the end of October 2014.

**Ms. Chion** explained that the Technical Advisory Committee is giving the first round of comments and then RPC will have a chance to give comments once the draft report is ready.

**Member Gupta** agreed with the importance of including resilience in future planning. He said this is a complex issue. How would they manage their resources in addressing resilience? There are three stages: (1) Before the disaster, they need to prepare for the disaster. They need to revise the criteria to prioritize areas and to deal with the uncertainty of earthquakes. (2) Immediately after the disaster, they need management of the damage and a process for investment decisions. (3) In the long term recovery, they need appropriate management of resources to bring back and strengthen places after the disaster.

**Mr. Rapport** indicated that ABAG is working on the three points Member Gupta raised. (1) ABAG has been successful in seeking grants and delivering quality reports. He said that there is a private market that needs to upgrade its facilities so their investments are protected. There is a possibility of mandating improvements to certain buildings. Oakland is one of their pilot programs. (2) The regional networks that serve the Bay Area have their own revenue raising capacity, they may be politically constrained but they are not legally constrained to upgrade their networks. Twenty five billion dollars have been invested in seismic work since the Loma Prieta Earthquake. (3) Managing recovery needs to be planned before disaster hits; we need a disaster recovery program in Plan Bay Area.

**Member Pierce** agreed with Member Haggerty that it is important to map the areas that are very vulnerable outside the Hayward and San Andreas Fault. When they share reports with the public it needs to be emphasized that the Hayward and San Andreas Faults are by far not the only faults in the Bay Area. It is their job to give out good information, since there is a lot that individuals can do to retrofit their homes.

**Member Prevetti** thanked staff for the great work they put together. They are moving to resiliency and adaptation and the five policy statements are great. They are short of a lot of resources to do all the improvements needed for buildings so they need to look at how the limited resources are distributed. They need to look at priorities for limited resources.

**Mr. Rapport** talked mentioned Oakland is considering a Community Development Block Grant (CDBG) fund that would offer a reduction of business license taxes for residential rental properties as an incentive. The State will be providing some resources and they are looking for advice from a regional agency. We need to work to be able to provide this advice.

**Member Whyte** asked if the hazard analysis looked at earthquake-induced landslides.

**Ms. Brechwald** responded that they did identify hillside homes; however the number is very small compared to other fragile housing types.

**Member Romero** talked about equity and the impact of disaster on low-income areas of color, which will be heavily affected in a disaster. If disaster hits it often results in wholesale depopulation. They need to think about what could be done for these areas.

**Member Ross** discussed the appropriate threshold of damage for considering rebuilding, addressing the possibilities of retaining existing populations and affordability, and assessing the appropriate insurance coverage. Currently the building code indicates that 50 percent is the threshold for rebuilding and insurance companies work with this threshold, which might not be

appropriate. Then, he indicated the urgency of installing gas shut off valves to reduce the fire risk.

**Mr. Rapport** agreed and would also like to have PG&E install gas shut off valves on the street so it does not go to the buildings.

**Ms. Mieler** added that the housing risk project's first intent was to look at the vulnerable cities and communities with high-risk housing issues. They have more projects coming up and will take the RPC's suggestions into consideration as well as the mapping recommendation that has been made. She wanted to assure the committee that this is only the beginning and they have a new project which will include a toolkit with recommendations that come out of this housing project.

**Member Haggerty** mentioned that the response to disaster will heavily involve community-based organizations helping people find shelter especially in vulnerable areas. He only saw education pieces in the report and questioned staff as to whether they considered references from Community and Neighborhood Emergency Responds Teams. He also emphasized how important the gas shut off valves are.

**Ms. Brechwald** explained that they are talking to Collaborating Agencies Responding to Disaster (CARD) and will have stronger language in the final report. They had to keep the scope of this report on long term recovery. There are many strategies we could have included which demonstrate how residents move effectively in response to a disaster; they were focusing on keeping the people safe in their homes.

**Member Luce** talked about the importance of gas shut off valves, indicated that regular fire insurance does not cover damage during an earthquake and earthquake insurance is expensive with large deductibles. Earthquakes are always huge amounts of loss and very little coverage from insurance and other funds.

**Member Eklund** asked if a residence or commercial building has been severely damaged by an earthquake, and the property is a non-conforming use, what happens to the residents that lived there. Will non-conforming use properties be addressed in the toolkit in the upcoming report?

**Ms. Chion** answered that they will take that into consideration as they have not yet decided the scope of the toolkit report.

**Member Prevetti** mentioned a lot of communities address non-conforming use properties in their ordinances; she did not know the specific facts.

**Chair Natarajan** recognized a motion by **Laurel Prevetti, Assistant Town Manager of Los Gatos**, to support the new resilience program and to recommend that the ABAG Executive Board adopts the Loma Prieta 25<sup>th</sup> Anniversary policies, seconded by **Pat Eklund, Councilmember of City of Novato**. The motion passed unanimously.

**ADJOURNMENT**

**Acting Chair Natarajan** adjourned the Regional Planning Committee at 2:30 PM.

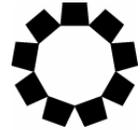
The next meeting of the Regional Planning Committee will be on December 3, 2014 at 12:00 PM.

Submitted:

Wally Charles

Date: November 17, 2014

*For information or to review audio recordings of ABAG Regional Planning Committee meetings, contact Wally Charles at (510) 464-7993 or [info@abag.ca.gov](mailto:info@abag.ca.gov).*



Date: November 20, 2014  
To: Regional Planning Committee  
From: Miriam Chion, ABAG Planning & Research Director  
Subject: Overview Session December 3, 2014

At our last meeting, the Regional Planning Committee took three actions. It recommended approval of the existing Priority Development Areas (PDA) Criteria, approval of the new Regional Resilience framework, and approval of the Loma Prieta Conference policies. The PDA Criteria will be submitted to the ABAG Executive Board for adoption December 4, 2014 and the Loma Prieta policies will be brought to the Board in January 2015.

The December Regional Planning Committee meeting will focus on the Regional Placemaking Initiative. This is an effort that is coming back to the committee after a year. Based on input from the last meeting a working group of advisors was formed to formulate key questions and identify an approach to facilitate a discussion on the challenges and opportunities for strengthening the urban vitality of our Priority Development Areas. We will review some interesting examples of place-making and discuss potential strategies.

We will also review the development of econometric and demographic models to inform the regional forecast. This is in response to requests from the Committee and local jurisdictions to address economic trends in more detail and gain further insights into the demographic changes in the region. These models will be developed over the next nine months to inform key assumptions for the regional forecast.

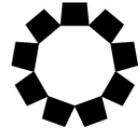
For 2015, we will have three major milestones towards Plan Bay Area 2017

- The State of the Region Report, February 2015
- People, Places, Prosperity: Complete Communities in the Bay Area, Summer 2015
- Regional Forecast Key Assumptions, Fall 2015

In addition, we will continue with several implementation strategies, including PDA Planning Grants, East Bay Corridor and Grand Boulevard Initiative, coordination on economic development, Regional Prosperity Consortium projects, entitlement streamlining, Soft-Story Reinforcement Pilot project, Bay Trail and Water Trail.

The deadline for the revision or submittal of new PDAs and PCAs is May 2015.





Date: 12/3/2014  
To: Regional Planning Committee  
From: Mark Shorett and Vinita Goyal, Regional Planners  
Subject: **Regional Placemaking Initiative**

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This memo provides an overview of the new regional placemaking initiative, a description of the workshop that will take place at the December 3rd RPC meeting, and a proposal to include placemaking as an element of the Plan Bay Area 2017.

This is coming a year after we had a placemaking session at the Regional Planning Committee. In attachment 3, we are including two reference documents: (a) Last year's presentation by Greg Tung, *Approaches to Placemaking in Priority Development Areas*, as a reminder of what we discussed last time; and (b) Chapter 1 of the book *Happy City* by Charles Montgomery (2013) as a simple short story of urban design and policy.

## **Regional Placemaking Initiative**

The growth pattern adopted in Plan Bay Area reflects a growing trend toward reinvestment in existing downtowns and neighborhoods, demand for housing and workplaces with access to amenities and a variety of transportation options, and local planning to stimulate infill and transit-oriented development. Nearly 80% of new housing in the Plan is projected to take place in Priority Development Areas (PDAs)—locally nominated districts envisioned for additional homes and jobs. To date, regional collaboration around PDAs has focused on two key issues: job and housing growth. The update to Plan Bay Area provides an opportunity to add a third dimension to the discussion: Placemaking. We have heard repeatedly from RPC and Executive Board members that *how* our communities grow is of equal importance to *how much* our communities grow. The details of our streets, parks, buildings, and plazas influence our health, economy, and ability to maintain and create cultural practices and traditions.

Placemaking is the process of shaping streets, public spaces, and buildings. It involves policy-making, planning, design, and construction. It also involves everyone that lives and works in a place. Once a place is constructed, it is continuously shaped by its users. A community park can be a field for pick-up sports games one day, the setting for a farmer's market the next, and a

stage for a music festival the next. A school campus can act as a learning center during the day and a community center during evening and weekend hours. And industrial and commercial buildings can respond to economic changes through retrofits to accommodate different kinds of tenants.

How well these places adapt, and how they impact health and levels of opportunity are connected to decisions made by a wide range of players, particularly elected officials and local staff. Different solutions work in different communities, reflecting the region's diversity. Through a regional discussion, we will identify some common elements of successful placemaking and find concrete ways to integrate successful practices into our regional framework for growth—adding a third dimension to complement regional planning for housing and job growth. The Regional Planning Committee is playing a key role in guiding this discussion and proposing and providing feedback on strategies.

The Regional Placemaking Initiative has been shaped by a **working group** made up of experts in urban design, community planning, and real estate development. This group is led by RPC vice-chair Anu Natarajan and ABAG Executive Board vice-president David Rabbitt. The working group had four sessions in 2014 to frame core challenges, identify key tasks and designed the RPC workshop. The working group will meet in the Spring 2015 to guide the production of the Regional Placemaking Report by summer 2015.

The working group has identified several areas of work:

- Economic development
- Community ownership and inclusion
- Effective public involvement
- Elements of a complete community

Based on input from the working group, staff has identified the following tasks:

- The **workshop** during the December 3 RPC meeting. Working group members will make presentations on a key placemaking issue, followed by moderated small group discussions identifying challenges, opportunities and strategies for creating successful communities.
- A Placemaking **Report** released in Spring/Early Summer of 2015 responding to input from the RPC workshop, the insights of working group members, and additional research. This will identify opportunities to integrate placemaking into the 2017 update to Plan Bay Area and into regional planning initiatives.
- Proposal to **integrate** placemaking into Plan Bay Area 2017
- Ongoing **research and community engagement**. ABAG can leverage the region's wealth of design and academic resources to provide technical assistance to jurisdictions undertaking complex placemaking efforts, and to help identify replicable practices to share with local planners, the RPC and the Executive Board. These do not require expenditure of additional resources, and include the following:

- Videos compiled by San Francisco State planning studio that capture the diversity of the region’s public spaces and potentially replicable approaches. These “place stories” will be highlighted on the ABAG website and presented at the beginning of the December 3 RPC meeting. Additional place stories can be added to highlight communities throughout the Bay Area
- An urban design studio with the UC-Davis school of Landscape Architecture in key sites in Priority Development Areas along the San Pablo Corridor between North Oakland and Pinole.
- Participation in the UC-Berkeley’s Center for Cities and Schools’ Y-PLAN program through a client project with students from Oakland Unified School District (OUSD) focused on 1-2 East Bay PDAs.
- A studio with the UC-Berkeley Department of City and Regional Planning in a location to be determined.

### **Placemaking Workshop December 3**

The purpose of the workshop is to discuss the concerns about placemaking and the ongoing strategies across the region from various perspectives. The working group will provide key ideas to invite insightful discussions in small groups. The insights of this workshop will be part of the Regional Placemaking Report. The workshop will include the following:

- ***Context for the Regional Placemaking Initiative*** – Miriam Chion, ABAG Planning and Research Director (5 minutes)
- ***Placemaking examples in the Bay Area*** - Video by San Francisco State University students (10 minutes)
- ***What can Placemaking do for you?*** Five members of the placemaking working group will address this question from various perspectives (25 minutes):
  - a. *PlaceMaking through economic development lenses* - Anu Natrajan, RPC Vice Chair
  - b. *Places as eco –systems* - Steve Dostart,
  - c. *Intentionality* - Greg Tung,
  - d. *Ownership of places* - Fernando Marti
  - e. *Participation in the construction of places* - Michael Rios, UC Davis
- ***Engagement, challenges and strategies in the development of good places*** - Group discussions (35 minutes)

- *What can you do for PlaceMaking?* - David Rabbitt, Supervisor Sonoma County (5 minutes)
- *Placemaking in Plan Bay Area 2017* – RPC discussion (15 minutes)

### **Requested Action**

The Regional Planning Committee recommends to the ABAG Executive Board the inclusion of placemaking as an element of Plan Bay Area 2017.

### **Attachments**

Attachment 1. Biographies of Working Group Members

Attachment 2. Placemaking examples in the Bay Area: San Francisco State University students project

Attachment 3. Reference documents:

3.a. Approaches to Placemaking in Priority Development Areas by Greg Tung, December 2013

3.b. Happy City, Chapter 1 by Charles Montgomery, 2013

## Biographies of Working Group Members

**John David Beutler** is an urban designer and planner with a decade of experience at Calthorpe Associates. He manages the development of large scale master plans, both within the United States and internationally, and has overseen projects in Jordan, Pakistan, Senegal and Saudi Arabia, among other locations. His work has ranged from detailed site design to large-scale city planning to public participation. Mr. Beutler maintains a special interest in the definition of districts and spaces, and the integration of the automobile into walkable environments. He has also participated in an international research effort and coauthored a paper with Dr. Robert Cervero on the adaptation of transit to a variety of modern land use environments, titled "Adaptive Transit: Enhancing Suburban Transit Services."

**Steve Dostart** is the President and Founder of the Dostart Development Company, LLC (DDC). Prior to founding DDC, he was a Partner at the Mozart Development Company. Steve is a leader in Transit-Oriented Design and in utilizing the Leadership in Energy and Environmental Design (LEED) standards for efficient and sustainable design. He has overseen the development of significant campus and single-building projects totaling over two million square feet in Palo Alto, Mountain View and Sunnyvale working collaboratively with notable international firms such as Hewlett Packard, Goldman Sachs & Co., TDK USA, KPMG, AOL Netscape, Morgan Stanley, Norwest Bank, Synopsys and Network Appliance. Earlier in his career, Steve worked in the Investment Banking Division of Goldman Sachs in New York, for the Trammell Crow family at the Trammell Crow Company in Dallas and for the Centre City Development Corporation in San Diego

**Gil Kelley** is Director of Citywide Planning, where he manages the development of long-range plans, urban design and planning policies for the City and County of San Francisco. Mr. Kelley has 35 years of extensive experience with both the public and private sector in city and regional planning, economic development, urban design and public administration. He comes to San Francisco from Portland-based Gil Kelley & Associates, where as Principal and Owner he advised both public and private clients on strategies for sustainable urban development, addressing climate change, partnership formation and organizational development. Mr. Kelley also served as Director of Planning for the City of Portland, where he oversaw planning efforts for the Pearl District, West End and South Waterfront/Marquam Hill, as well as neighborhoods throughout the City, and created the City's River Renaissance Initiative, a multi-agency project to revitalize the city's waterfront and watershed system. Mr Kelley's concept of the 20-minute neighborhood continues to shape much of Portland's planning and development.

**Fernando Marti** is Co-Director at Council of Community Housing Organizations (CCHO) which has been leading the affordable housing movement in San Francisco since 1978. They fight for funding and policies that shape urban development and empower low-income and working-class communities. Fernando Marti is also a printmaker, installation artist, community architect, writer, and activist. He was born in Guayaquil, Ecuador, and has made his home in San Francisco since 1992. Fernando's art explores the clash of the Third World in the heart of Empire, and the tension between inhabiting place vs. the urge to build something transformative. His current public projects and altar ofrendas deal with the creation and claiming of place and identity within local histories of resistance. Fernando has been deeply connected with neighborhood struggles in San Francisco's Mission District since the mid-90s, creating art

for and with many local organizations. He is a member of the SF Print Collective and Just Seeds Artists Cooperative, and practices community architecture with the nonprofit Asian Neighborhood Design.

**Elizabeth Macdonald** is an urban designer. Her research focuses on street design and the history of urban form. Particular interests include: the impacts of engineering street standards on the pedestrian realm; context sensitive street design; North American waterfront promenades and their impacts on physical activity; the interface between buildings and the public realm; post occupancy evaluation of urban design plans and projects; the sustainability dimensions of urban design; urban design graphic communication; and methods for urban design knowledge-building. Professor Macdonald is a partner in the urban design firm Cityworks. Recent professional design projects include the design for Octavia Boulevard in San Francisco (to replace the earthquake damaged Central Freeway), and redesigns for Pacific Boulevard in Vancouver, British Columbia, International Boulevard in Oakland's Fruitvale District, and C.G. Road in Ahmedabad, India. Professional planning projects include consulting on streetscape design for Plan Abu Dhabi 2030, San Francisco's Better Streets Plan, and San Francisco's Market/Octavia Neighborhood Plan

**Anu Natarajan**, Councilmember of City of Fremont has lived in Fremont for 14 years. Her professional experience includes working as an architect, public agency planner, and as an urban planning consultant. Through a community-based planning process, she believes in creating well-designed, sustainable, and livable communities, which is essential to fostering economic growth. Councilmember Natarajan served on the Fremont Planning Commission from January 2003 to December 2004. She volunteers with community organizations, and also enjoys exploring new cities and their architecture, meeting people, and reading.

**David Rabbitt** was elected in November 2010 to represent Sonoma County's 2nd District on the Sonoma County Board of Supervisors. David began his four year term in January after previously serving as the Vice Mayor and member to the Petaluma City Council. His regional assignments include the Golden Gate Bridge District, Association of Bay Area Governments, the North Bay Water Reuse Authority and the Community Advisory Board of the San Francisco Bay Water Transit Authority. Supervisor Rabbitt's countywide assignments embrace Health Action, Local Agency Formation Commission (LAFCO), Solid Waste Advisory Group, and Sonoma County Employee Retirement Association (SCERA). He also co-found Support Healthy Active Kids in Education (SHAKE) to create strong physical education and nutrition programs in the elementary schools, he is also a trained architect

**Michael Rios** is an Associate Professor in the Department of Environmental Design and Chair of the Community Development Graduate Group. He also directs CRCs Sacramento Diasporas Project that provides policy-relevant and community-based research related to the region's (im)migrant and refugee populations. His research interests focus on the intersection between marginality, urbanism, and public space.

**Gregory Tung**, Co-founding Principal of Freedman, Tung and Sasaki. Gregory Tung draws on his extremely wide range of architectural and urban design expertise to formulate urban design strategies and plans that enhance city identity and draw investment to our project areas. The lion's share of special features that distinguish the firm's portfolio of built work were designed by Mr. Tung. He is a leader in creating innovative designs for streets & boulevards, landmarks and custom-designed street furniture, as well as in the development of state-of-the art architectural design standards. His district and corridor revitalization plans combine sensitive infill development master planning with catalytic capital improvement designs. Mr. Tung is also well known for his innovative community participation processes, and insightful workshop seminars that add an education component to the public participation process. As a designer, planner, and writer, Gregory Tung is a frequent speaker at urban design, architecture, and city planning conferences, particularly on thorny topics involving the retrofitting of the suburban city.



## **San Francisco State University Student Project:**

### **Placemaking Examples in the Bay Area**

---

**Project/ Problem Description/ Significance of the Project:** Public places—plazas, parks, streets—are equally significant for people seeking connectedness and a sense of community, and for persons looking for quiet. Both groups of people seek a sense of belonging, long-term or ephemeral, within the cities they live or visit. And public places anchor that sense of belonging.

While elected officials, designers and planners facilitate the process of making those places happen, ultimately they must echo the values of the users. Places must embody the diversity of populations using them, and also of their cultures or simply, their ways of being. In that vein, places must accommodate a range of people’s needs—proximity to nature, expression for art and performances, allowance for walking and mingling—and myriad other forms that people reach for in these public gathering places.

Through its multitude of places, the Bay Area is fortunate to offer several of these dynamic and diverse opportunities to the region’s peoples. There are stories embedded within the making of each of these places though that we must hear and learn from before we can stitch and sprinkle such places throughout the region’s cities, urban and suburban, big and small. Essentially, they are stories of transformation and there have been several pioneers. There is a story of a parking lot in a neighborhood that transformed into a park for kids and another that transformed into a community garden for seniors. Sidewalks and plazas transformed, for a few days, with dance performances, and also parks with mime artists. Temporary transformations on streets, such as farmers markets and parklets, all evoke users’ identity, and their connectedness and individuality. They also hold a potential to extend their power as residents and visitors in the process of shaping the places.

Through a Regional PlaceMaking Initiative, cities and communities can embark on a collective process in creating vital places in their neighborhoods.

#### **Student Consulting Team Role/Task:**

- A) Field Visit/ documentation of the physical attributes of the place through Photographs/Videos
- B) Historical Research of the Place including political, economic and social context
- C) Interviews with Elected Officials/Planners/Designers/Community who were involved in the PlaceMaking process.
- D) Interviews/surveys with a few users with diverse backgrounds.
- E) PlaceMaking Story in coordination with the Ambassadors (Elected Officials/Planners/Designers/Community)

#### **Specific deliverables expected:**

Compilation of 6-8 PlaceMaking Case Studies in coordination with ambassadors. Work will result in a report and website with graphic and video documents.



# Approaches to Placemaking in Priority Development Areas

Gregory Tung, Principal  
Freedman Tung + Sasaki  
ABAG Regional Planning Committee  
December 4, 2013

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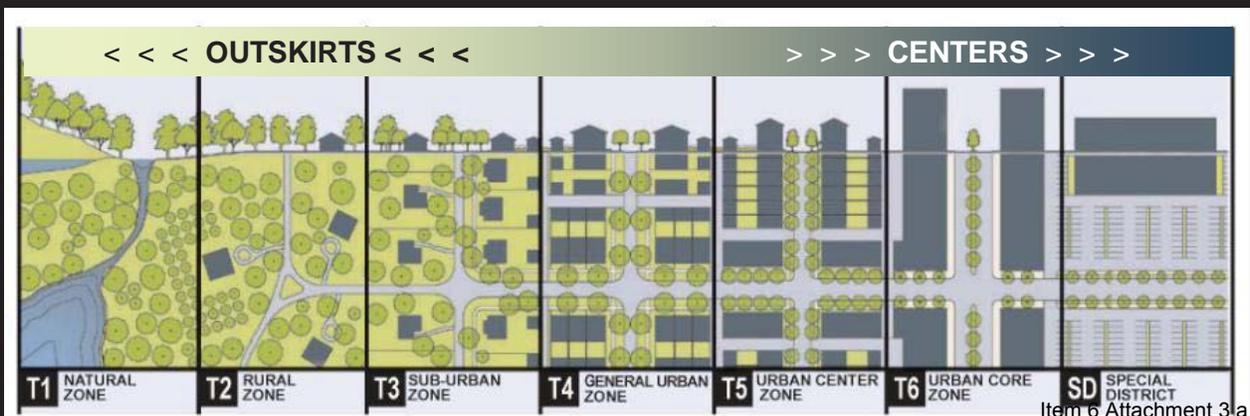


**“Placemaking”  
What is it?**

# City Pattern

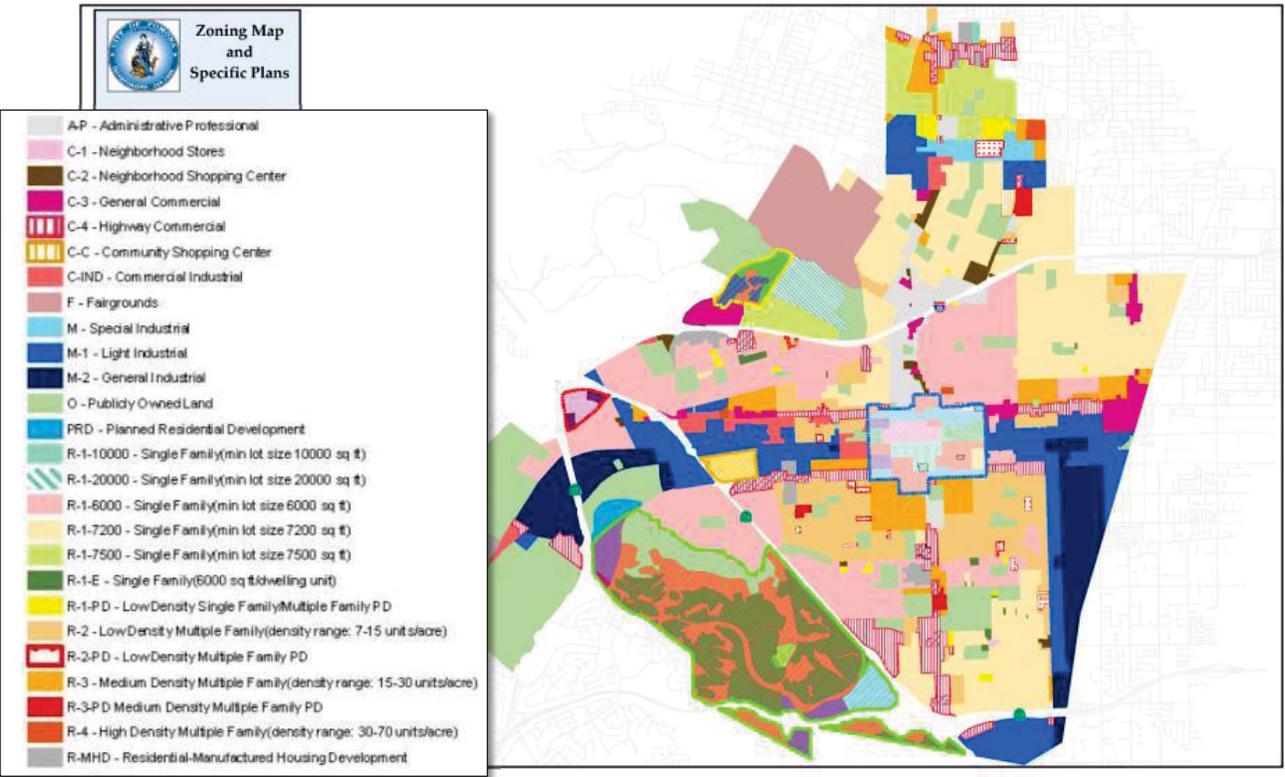
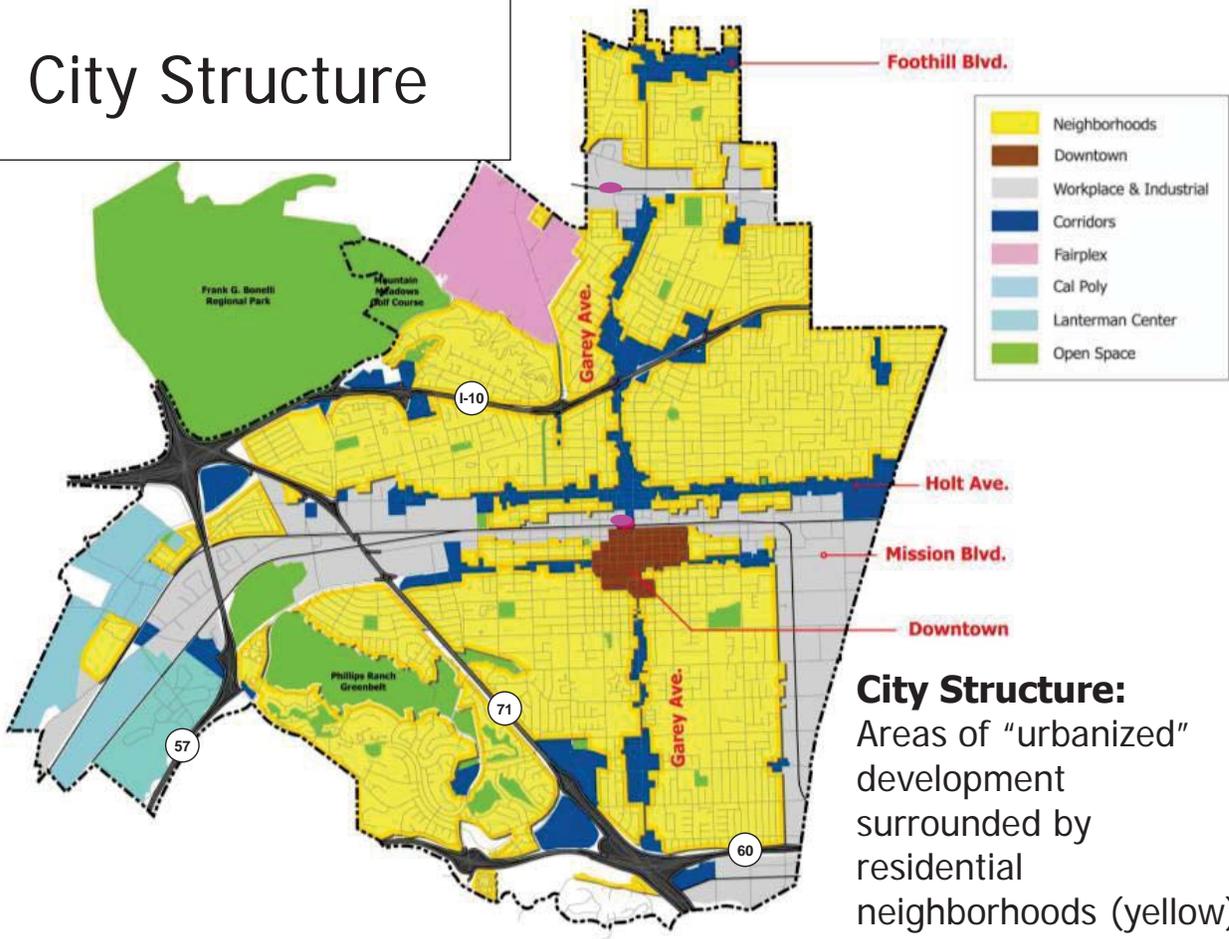
## District Structure, Sense of Place, & Transect

- “Pieces of city” (neighborhoods, districts) have a **hierarchy** – at **centers** of activity and intensity, blocks are smaller, denser and more walkable, and architecture shapes public spaces. Quieter **outskirts** have more greenery and developments are further apart.
- Developments in each piece have consistent physical and activity qualities that tell you where you are; they also make investing more secure – we say they show a clear **“sense of place”**.



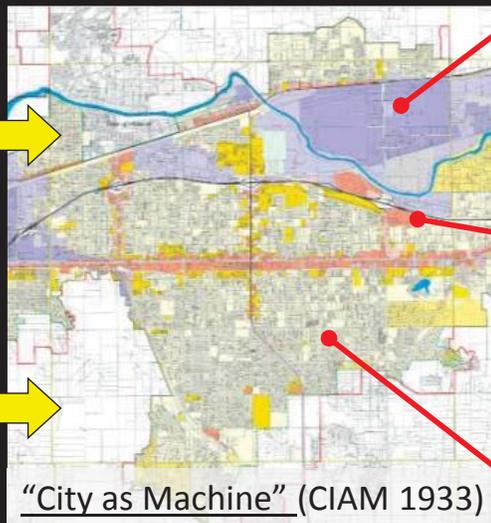
The “Urban Transect” (from The Smart Code, v.7)

# City Structure



# City Change

## Industrialization v.2: City Pattern re-organized using Industrial Principles



"City as Machine" (CIAM 1933)



Business park



Shopping Center



Housing Subdivision

- Economy Focused on Making & Moving Goods
- Synchronized routines
- Segregated land uses linked by vehicle "conveyor belts"
- Mass consumption

# The Experiment FIT with the new industrial economy of the Era.

## New Technologies:

- Cars
- Interstate Highways
- Electrification
- Air Conditioning

## Taylorism (Fordism):

- Central Control
- Mass Production
- Mass Consumption

## Demographics:

- Uniform H/H Structure

## Cheap energy

## Abundant accessible land

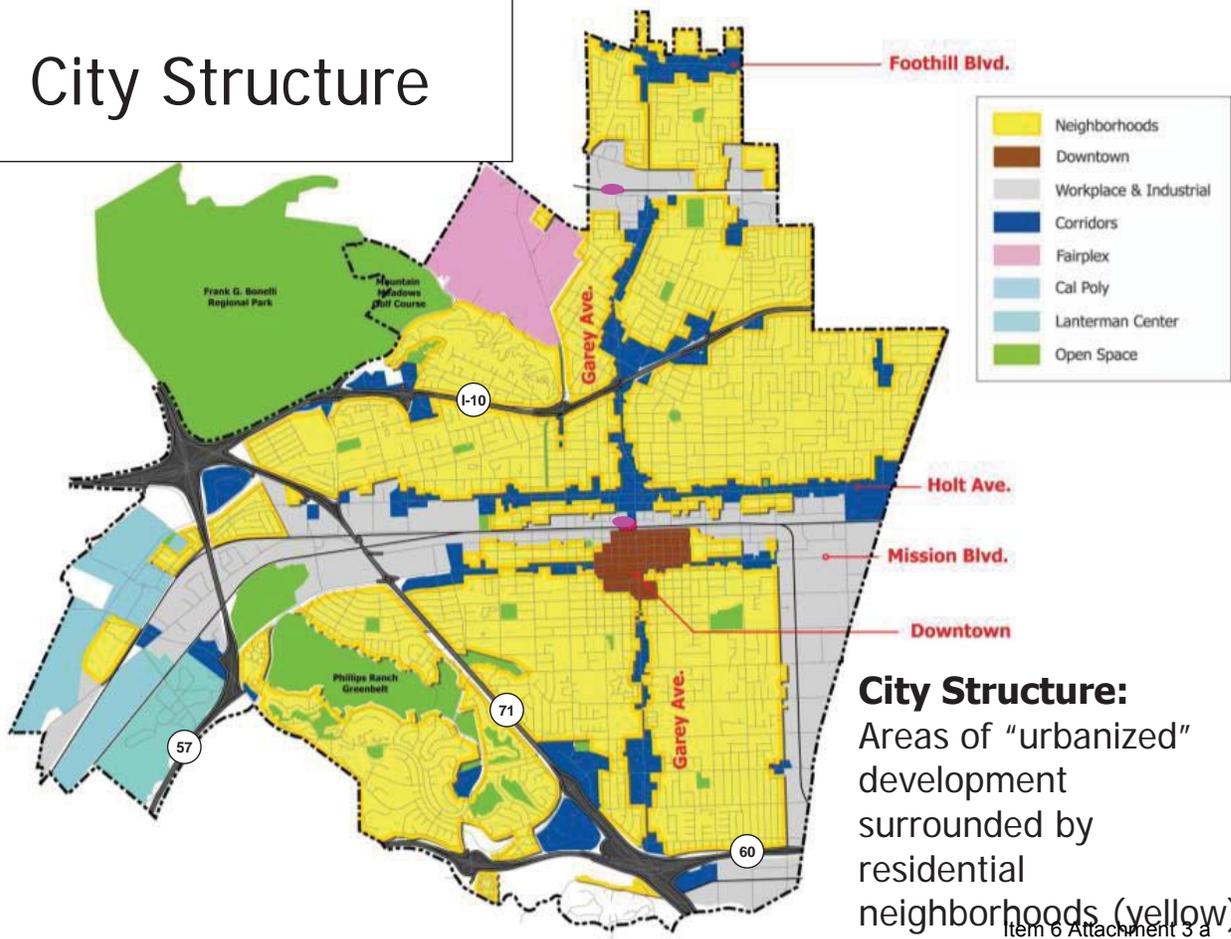
## Massive subsidies



It became our culture's development "consensus" on how to build.

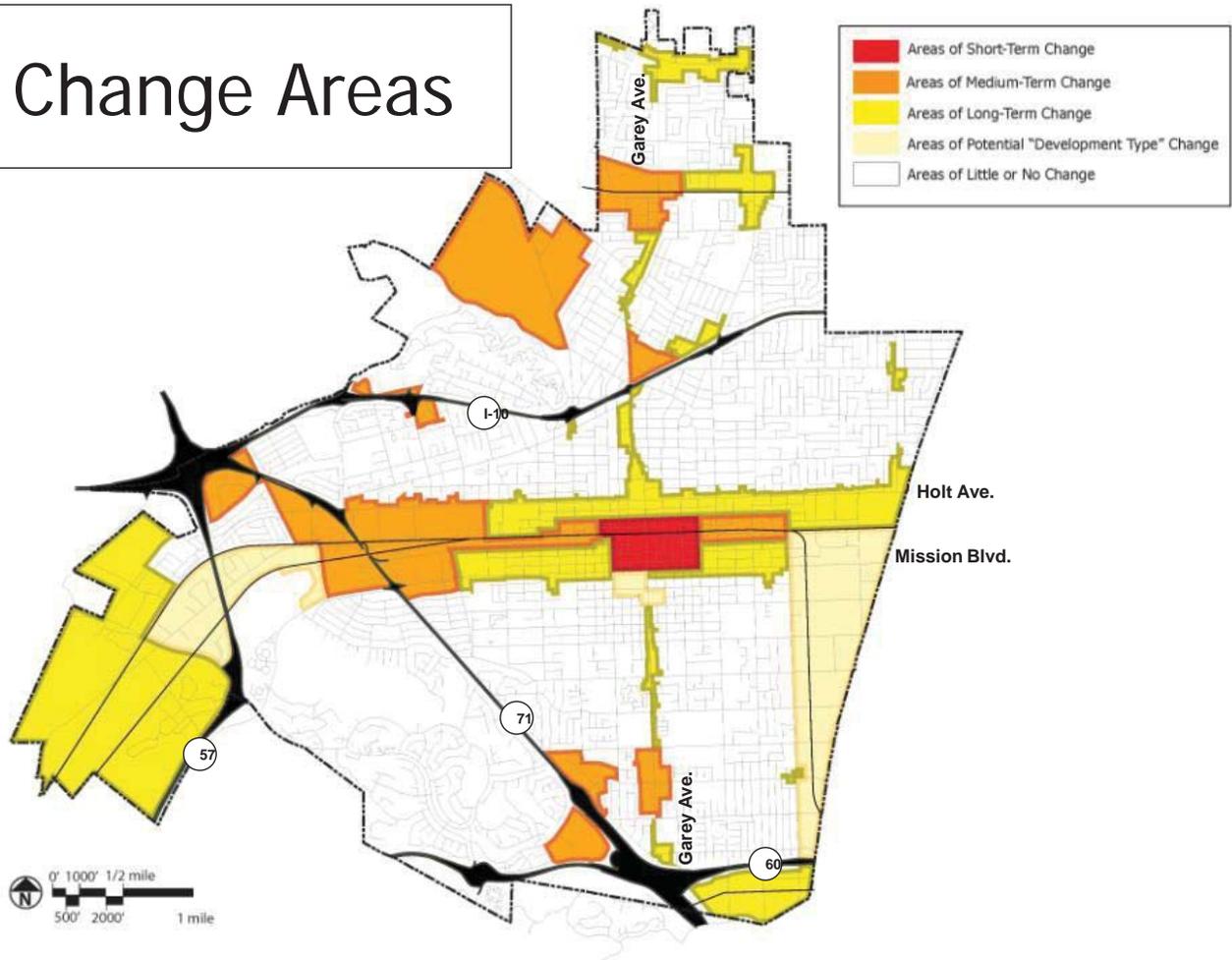
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# City Structure



Item 6 Attachment 3 a

# Change Areas



**Placemaking at the  
small scale:  
individual places**



The Franklin & Webster Street corridors – arterial traffic set in Chinatown



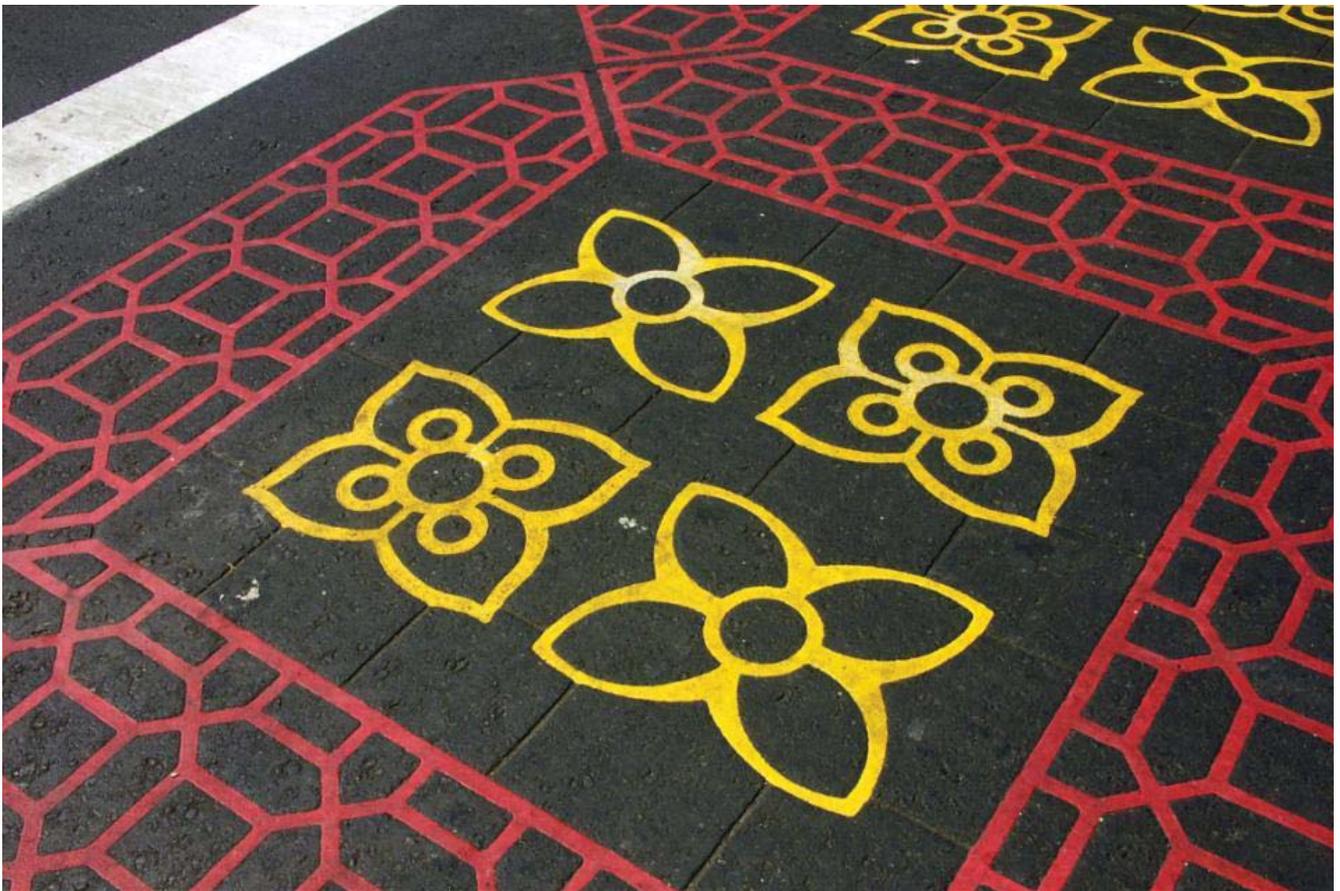
Chinatown had the highest pedestrian densities of any East Bay district



Trial version of "scramble" diagonal crosswalks – added striping only



Enlarged corner bulbs + emphatic diagonal striping + "Streetprint" patterns

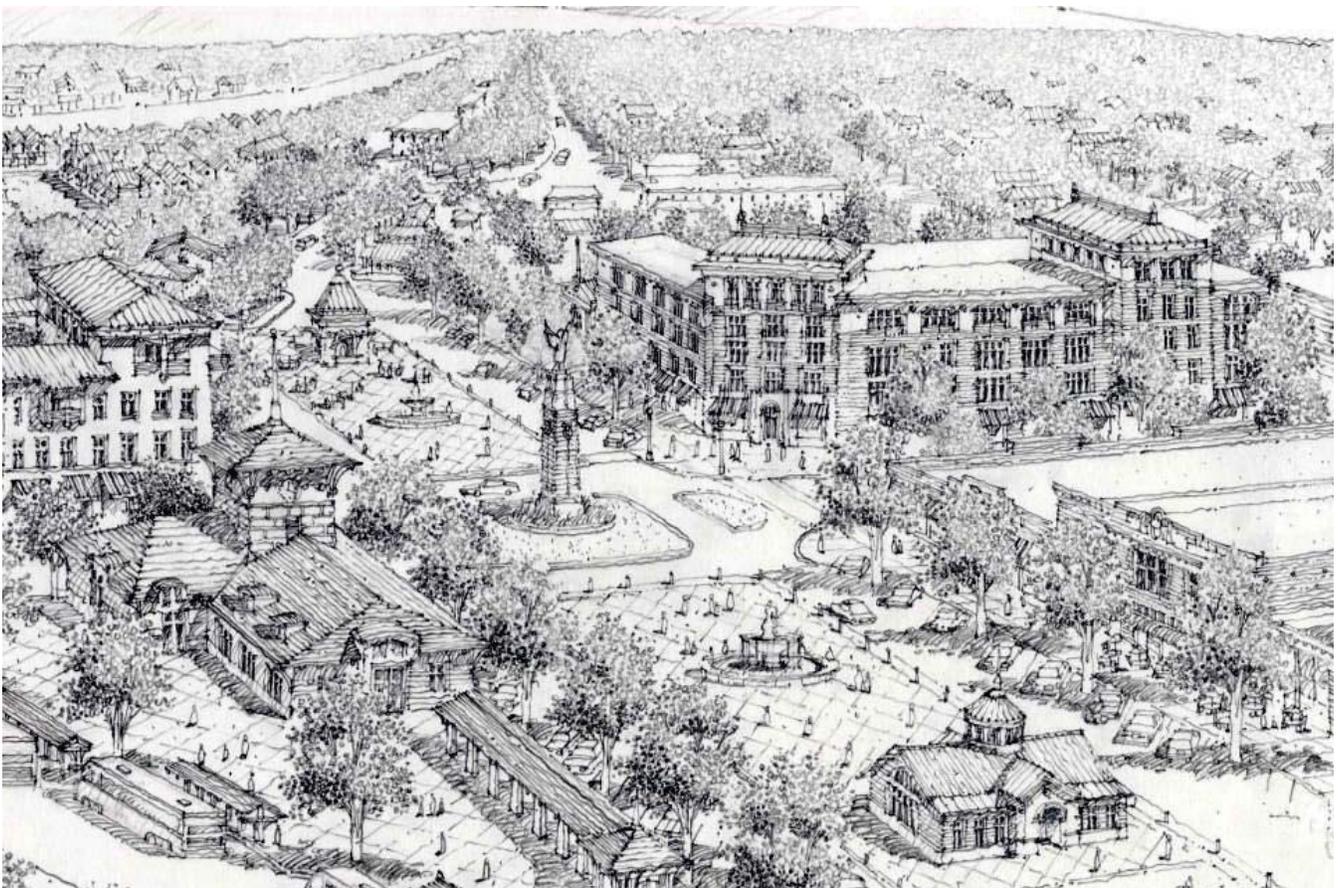


Decorative pattern from a Qing Dynasty manual of architecture and design

**Takeaway:**  
**A functional “facility” +  
decorative/cultural  
treatment = Placemaking**



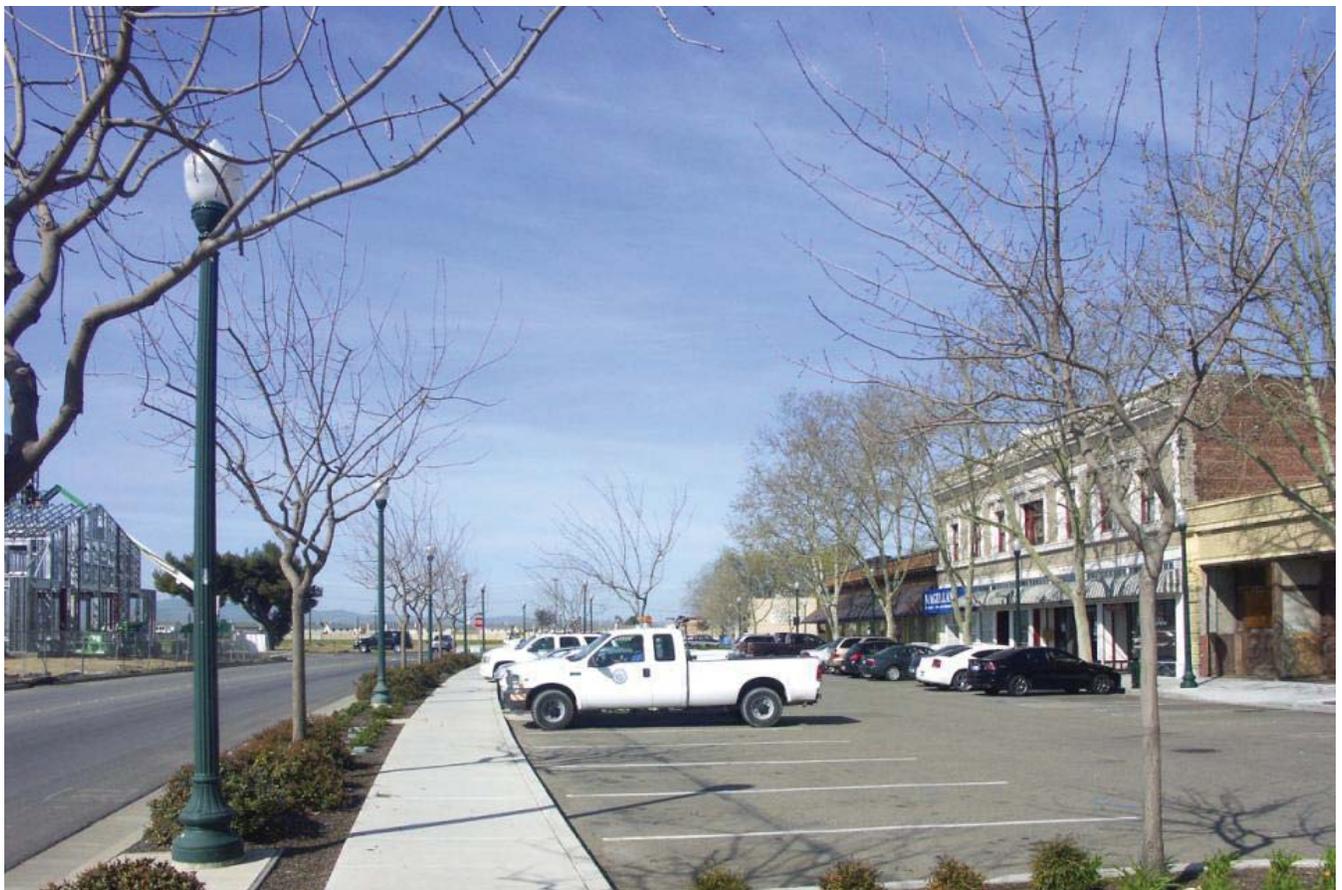
A parking lot at the south edge of downtown (former historic train station site)



Downtown Specific Plan vision illustration



Infill Plaza and roundabout across from new transit station building



Before: parking lot along 6<sup>th</sup> Street



After: plaza and restored street edge to shops, across from new station



Before: Downtown Redwood City's Courthouse Annex



After: Courthouse Square

**Takeaway:**  
**Repurposing the right**  
**focal space or site for**  
**community Gathering =**  
**Placemaking**

**Takeaway:  
Successful Gathering =  
great space + active  
“frame.”**

**A space without active  
frame = dead.**

**Placemaking at the  
medium scale:  
block & corridor**

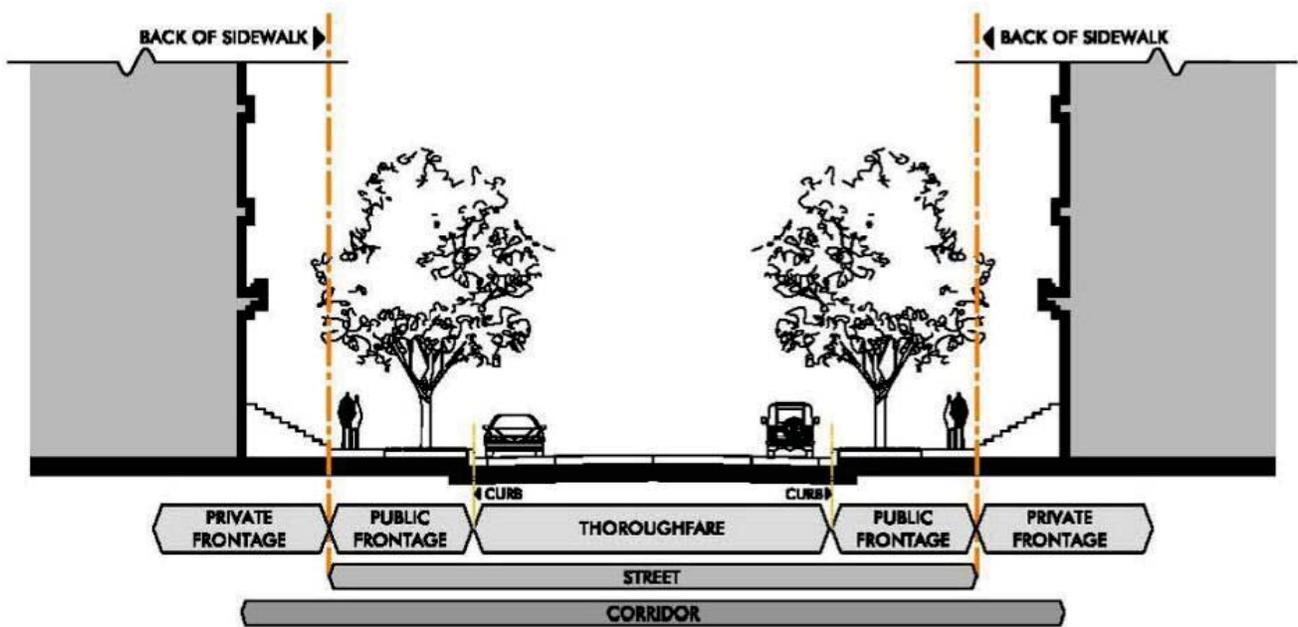


FIG. 18.28.013.2) CORRIDOR DEFINITION OF TERMS

A corridor consists of a public right-of-way AND the enfronting development

Urban Center



Neighborhood



Public and Private frontage:

**Treated differently for "more" and "less" urban places**



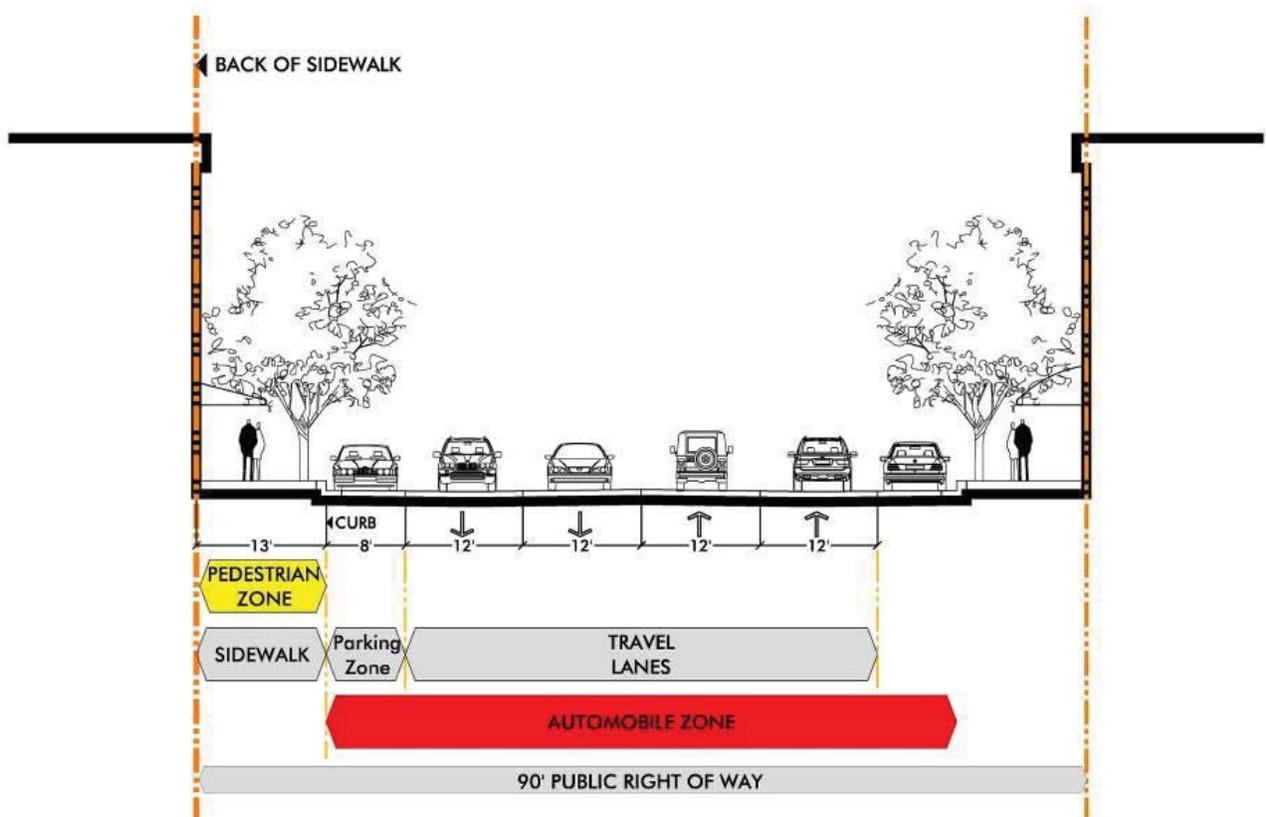
A Street Corridor is all one Place: Successful ones treat both the "walls" and "floor" of the "room"...



...no matter whose "property" it is; they must work together for success

# “Street Type must *serve* Development Type”

## The “turfs” of the street section – pedestrians vs. automobiles



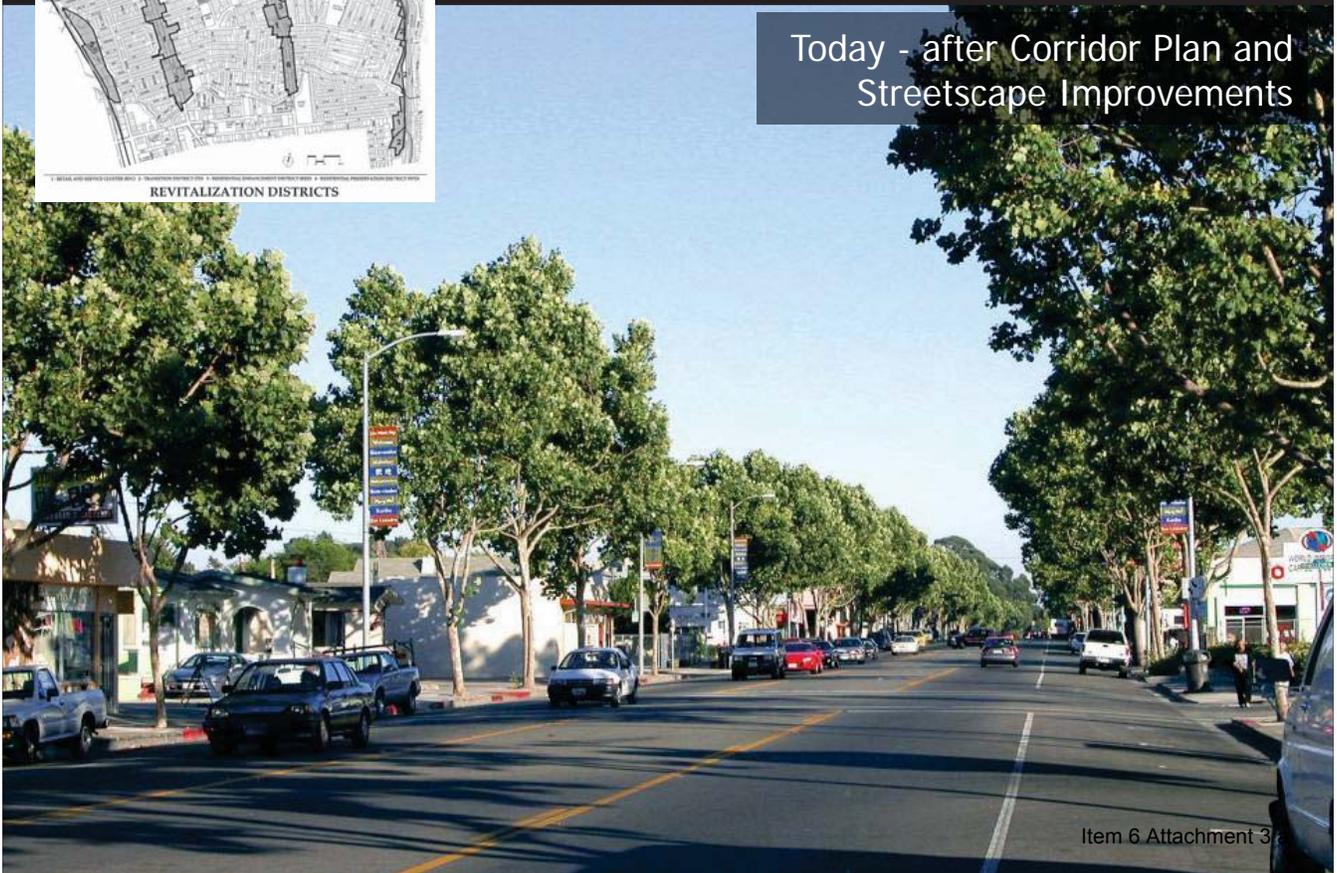
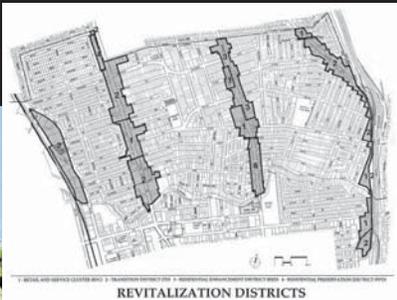
# Corridor Transformation: East 14<sup>th</sup> Street in the North Area

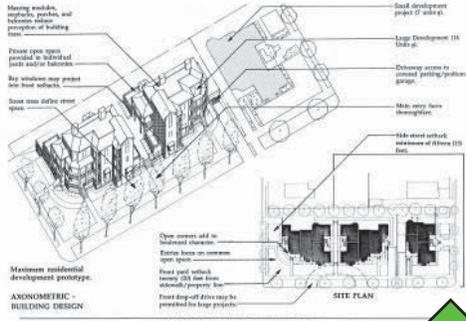
1988 - before Corridor Plan and  
Streetscape Improvements



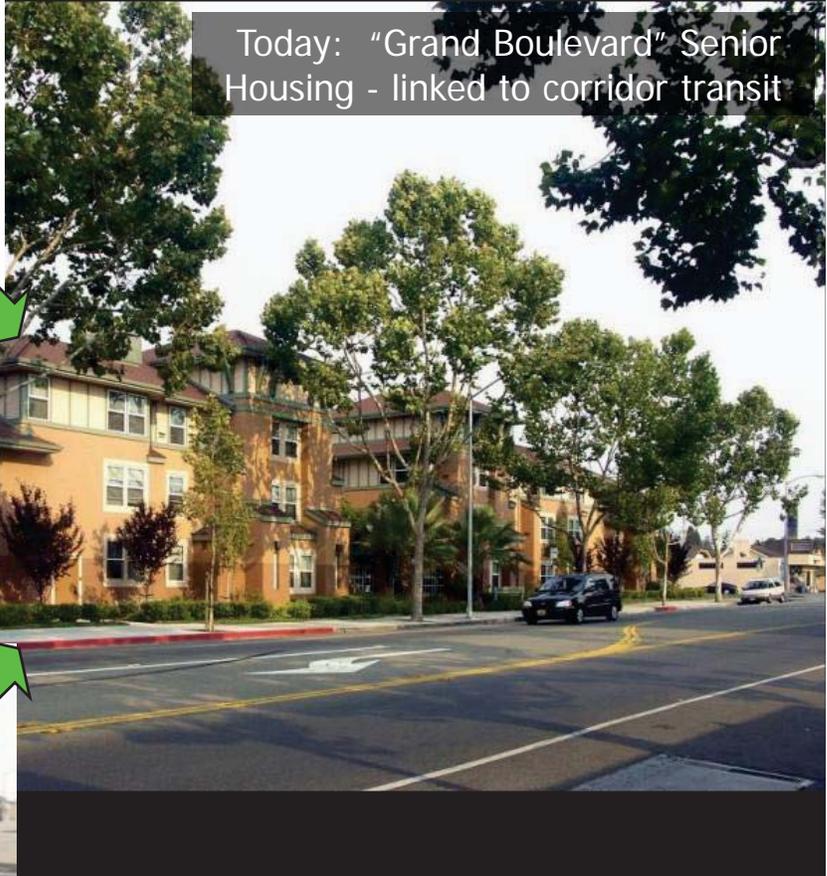
# Corridor Transformation: East 14<sup>th</sup> Street in the North Area

Today - after Corridor Plan and  
Streetscape Improvements





Today: "Grand Boulevard" Senior Housing - linked to corridor transit



## Existing Mission Boulevard (example location)

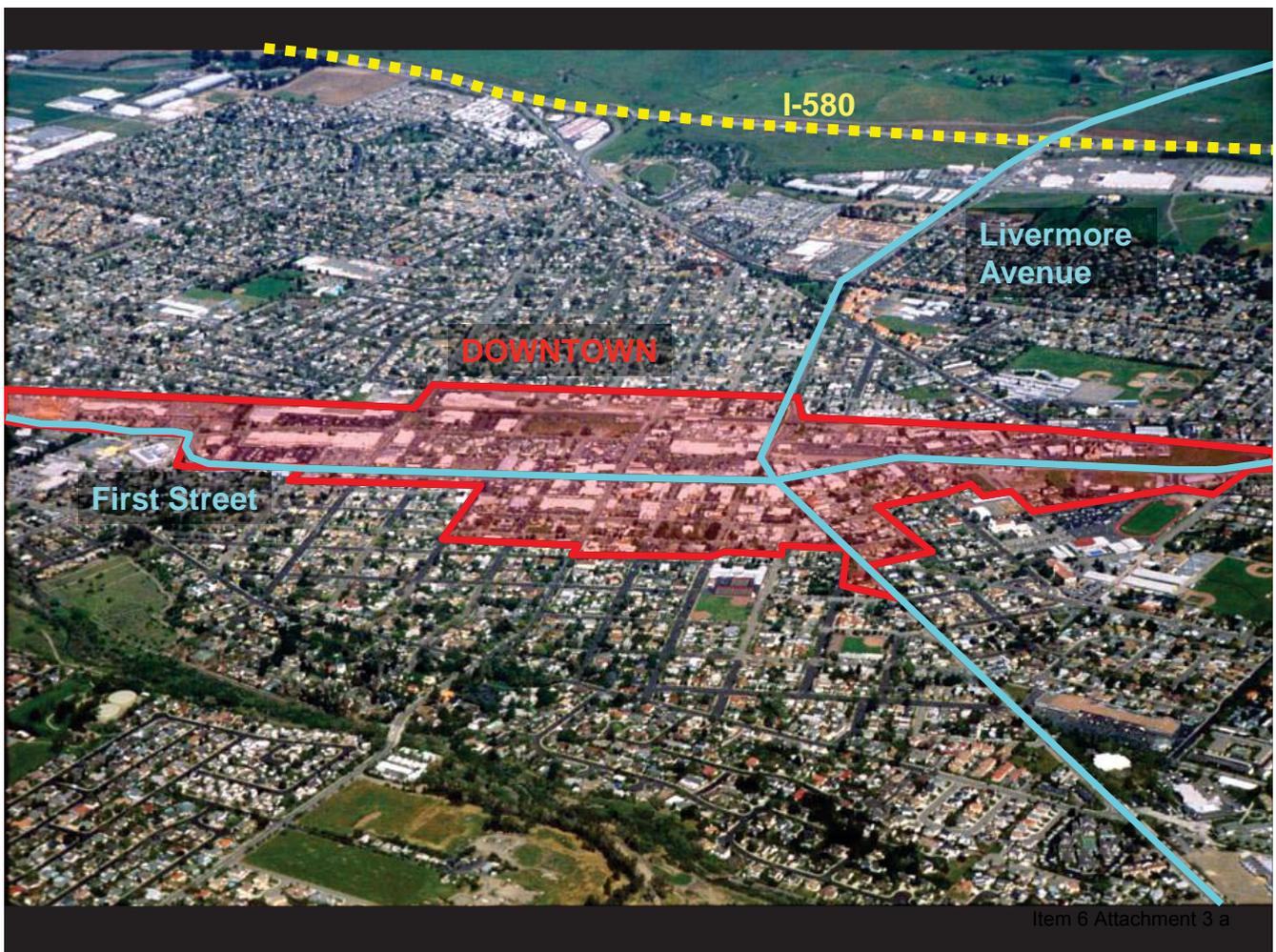


## Mission "Midtown Boulevard" Streetscape Concept

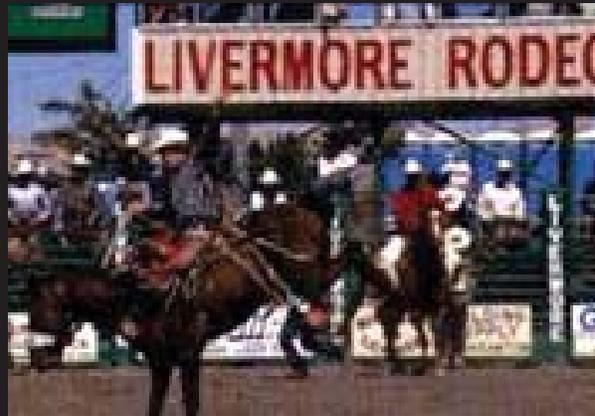
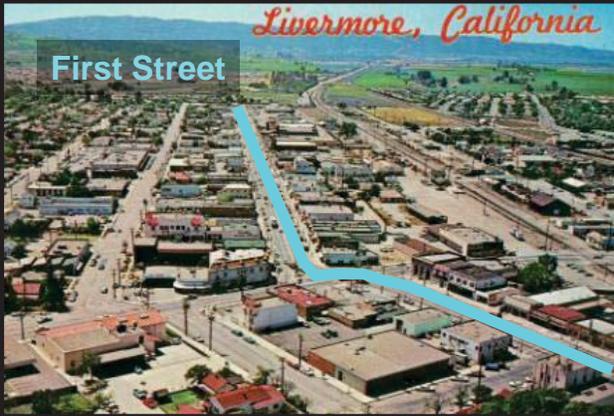


**The takeaway:  
Matching the *R.O.W.*  
*format* and the *fronting*  
*development format*  
creates place and value**

# Placemaking at the broader scale: district

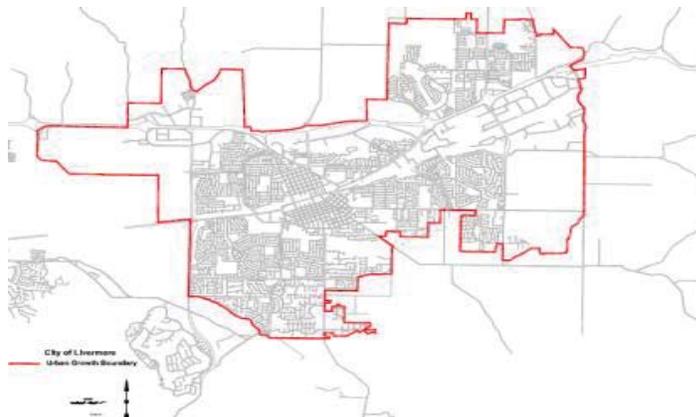


# Livermore Heritage: Ranching, Wineries, and Livermore Labs



## Community Development Context

- 1960s-1990s: The community had significant concerns about sprawl - numerous community efforts to preserve habitat and agriculture areas.
- 1999: South Livermore Valley Specific Plan and Urban Growth Boundary adopted.
- 2002: North Livermore Urban Growth Boundary adopted.



# Edge and Center

- By 2002, the Livermore community had decided it didn't want to grow at its *edges*
- Instead (or by default), it agreed that it should grow in its *center*...
- ...But there wasn't yet a vision about what growing in the center *meant*, or *looked like*.



Downtown Livermore in 2002: underperforming business and community image, low activity, not well connected to surrounding wine country

First Street was State Route 84 at the time – 4-5 lane truck route



Downtown's Authentic Historic Architecture...



...Outnumbered by utilitarian, ordinary and vacant buildings



City of Livermore

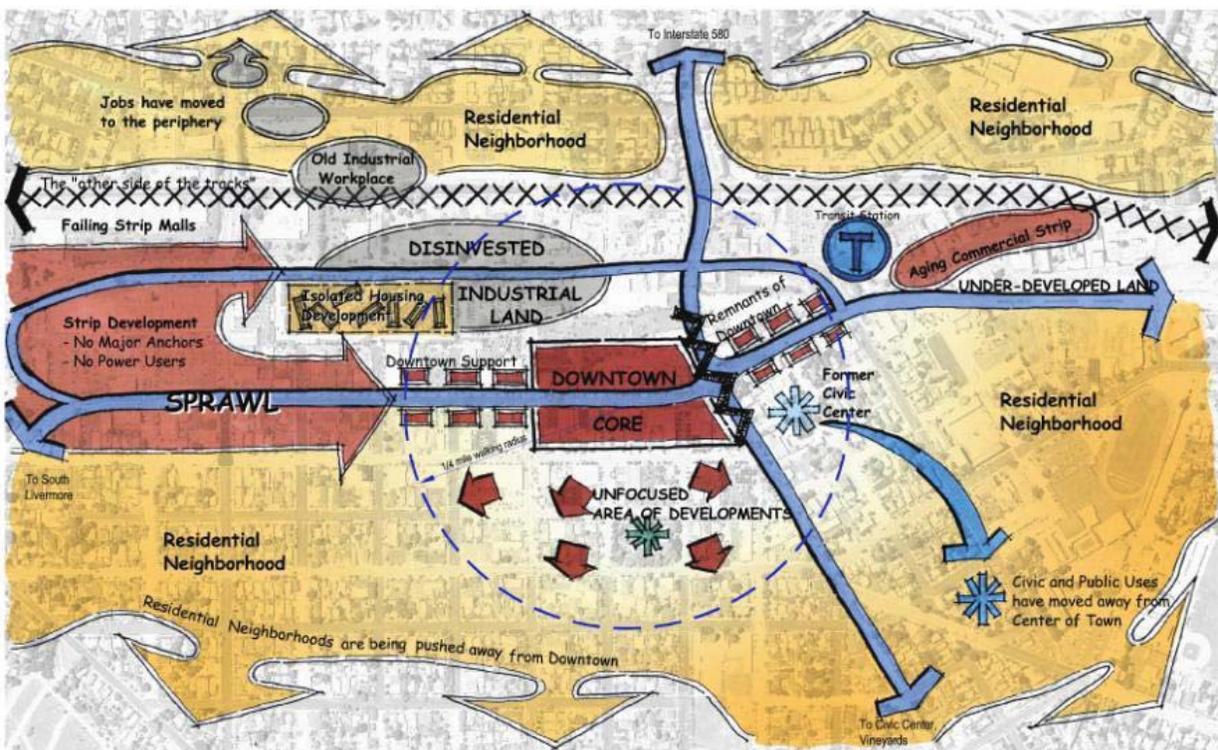
## Downtown Specific Plan



# Downtown's Challenges: Community Comments

## Workshop #1, July 27, 2002

- Nobody lives there
- Few work there
- Low intensity development
- Outdated building fabric (small)
- No retail or recreational destinations
- Minimal public realm
- Far from freeway
- Poor linkages to downtown
- Weak visual character
- High-speed traffic through the heart of downtown (1<sup>st</sup> St, Livermore Avenue)





- Vacant
- Vulnerable
- Somewhat Vulnerable



VACANT AND VULNERABLE SITES

City of Livermore

## Livermore Downtown Specific Plan

### Preliminary Directions: Community Comments Workshop #2, August 14, 2002

- Add housing downtown
- Arts emphasis
- Wine expression
- Change First Street
  - Make it narrower, slower
  - Convenient parking
- Clustered retail
- Pedestrian-oriented places
- Lots of shade

## A sticking point:

### The height issue

- Livermore residents were used to suburban heights and intensities
- They also prized their historic downtown's character
- Many in the community balked at new buildings higher than 3 stories (ground floor with 2 stories of housing above), and said so in workshops
- Many were also skeptical: "who will want to live downtown, anyway?"

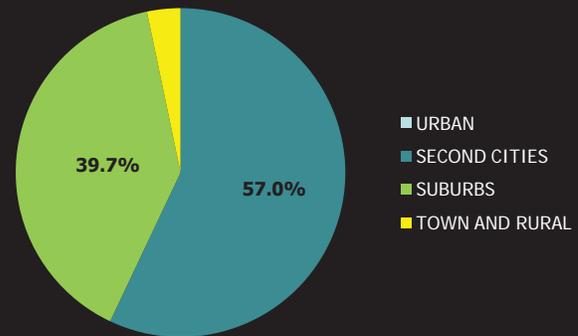
## The Regional Real Estate Market and Livermore within

- Market analysis indicated that retail, office and residential development demand was there – it was a matter of *capture*.
- This was a matter of the right retail, office, and residential *product types* configured for the type of place – and where, how much, and how fast.
- The biggest mistake would be over-reach – 8 blocks of retail instead of 5.

# Latent Demand for “Urban” Lifestyles

- Livermore is home to a high number of households with urban *lifestyles* – despite being dominated by suburban single family product types
- With the right delivery of retail, cultural amenities, events and activity, downtown residential would be desirable and successful

PRIZM Distribution



## The Economics of Reality

- Financial analyses indicated that a minimum of 4 stories of mixed-use development would be necessary to “pencil.”
- With assurances that urban design could assure quality and fit of taller development, the question then became, **do you really want investment and revitalization to happen?**





- Project Study Area
- |  |  |  |   |   |
|--|--|--|---|---|
| <p><b>REVITALIZATION ZONE</b></p> <ul style="list-style-type: none"> <li>- Highest Priority for Incentive Programs</li> <li>- Focus Capital Improvements Here to Stimulate Investment and Re-use</li> <li>- Preferred Location for Targeted Recruitment and Relocation.</li> </ul> | <p><b>CATALYST ZONE</b></p> <ul style="list-style-type: none"> <li>- Public/Private Ventures</li> <li>- Highest Priority for Promotion of Short-Term Investment</li> <li>- Candidate Area for Subsidized Facilities e.g. Arts</li> </ul> | <p><b>LARGE-SCALE REDEVELOPMENT ZONE</b></p> <ul style="list-style-type: none"> <li>- Acquire, Assemble and Otherwise Facilitate Redevelopment as Resources Allow</li> </ul> | <p><b>MEDIUM-SCALE INFILL ZONE</b></p> <ul style="list-style-type: none"> <li>- Focus Capital Improvements at Frontage to Stimulate New Investment</li> <li>- Retain/Enhance Medium-Scale Commercial That Complements Downtown Core Retail</li> <li>- "Sensitive Infill": Housing, Office, Lodging</li> </ul> | <p><b>NEIGHBORHOOD ENHANCEMENT ZONE</b></p> <ul style="list-style-type: none"> <li>- Promote Sensitive Infill, Rehabilitation and Re-use</li> <li>- Parameters for Compatible Intermixing of Residential Office, and/or Lodging Uses</li> </ul> |
|--|--|--|---|---|

FIGURE 10-1: STRATEGIC ACTION ZONES

# Livermore Downtown Specific Plan

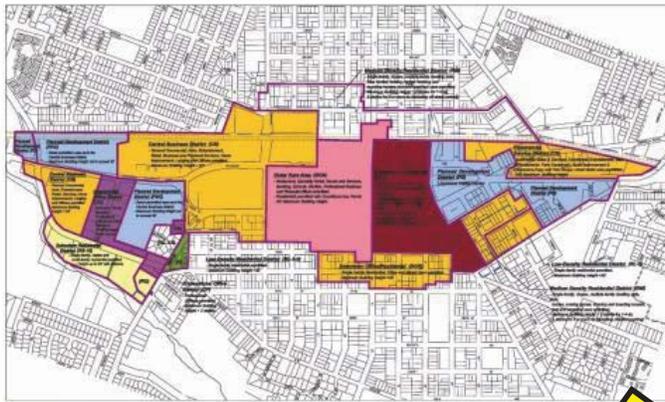


FIGURE 2-5: PRE-SPECIFIC PLAN ZONING (EXISTING 2003)

# Livermore Downtown Specific Plan

Refocused Land Use & Development Policies...

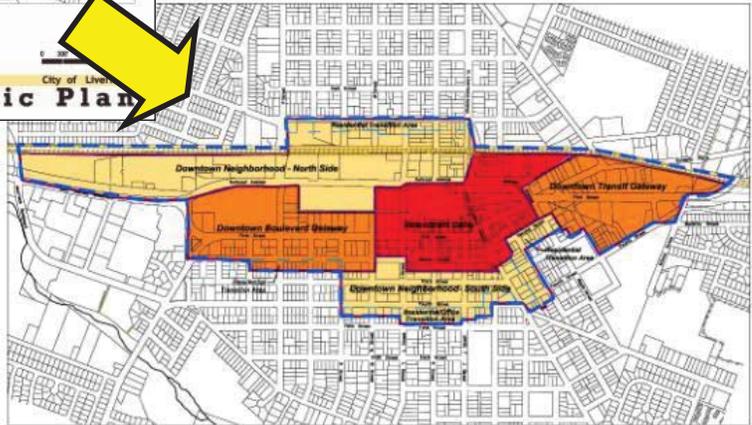


FIGURE 4-2: LAND USE PLAN AREAS

# Livermore Downtown Specific Plan

Planning process defined locations and types of desired new investment



EXISTING DEVELOPMENT  
**Livermore Downtown Specific Plan**



FIGURE 4-4: URBAN DESIGN ILLUSTRATIVE-ENVISIONED CHANGE  
**Livermore Downtown Specific Plan**



**ROUTE 84 REALIGNMENT**

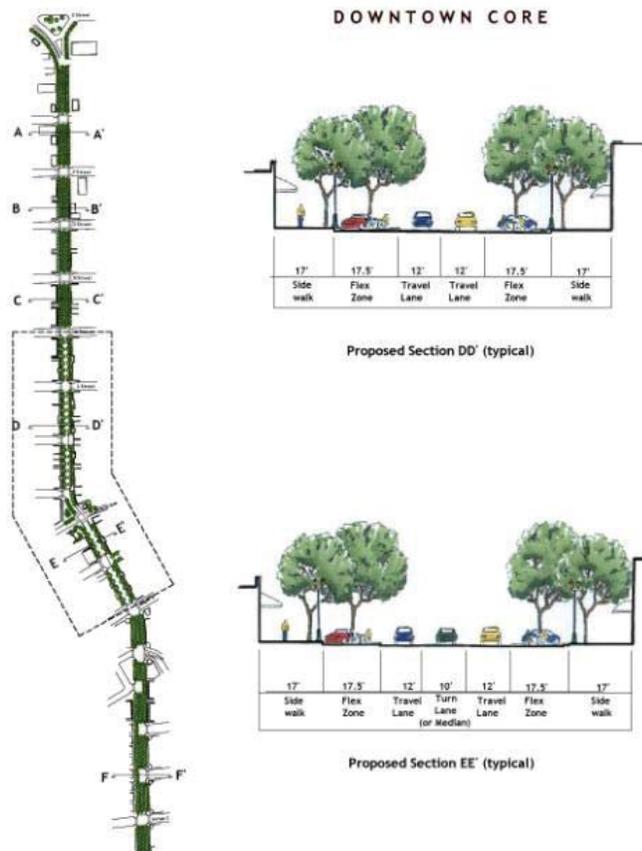
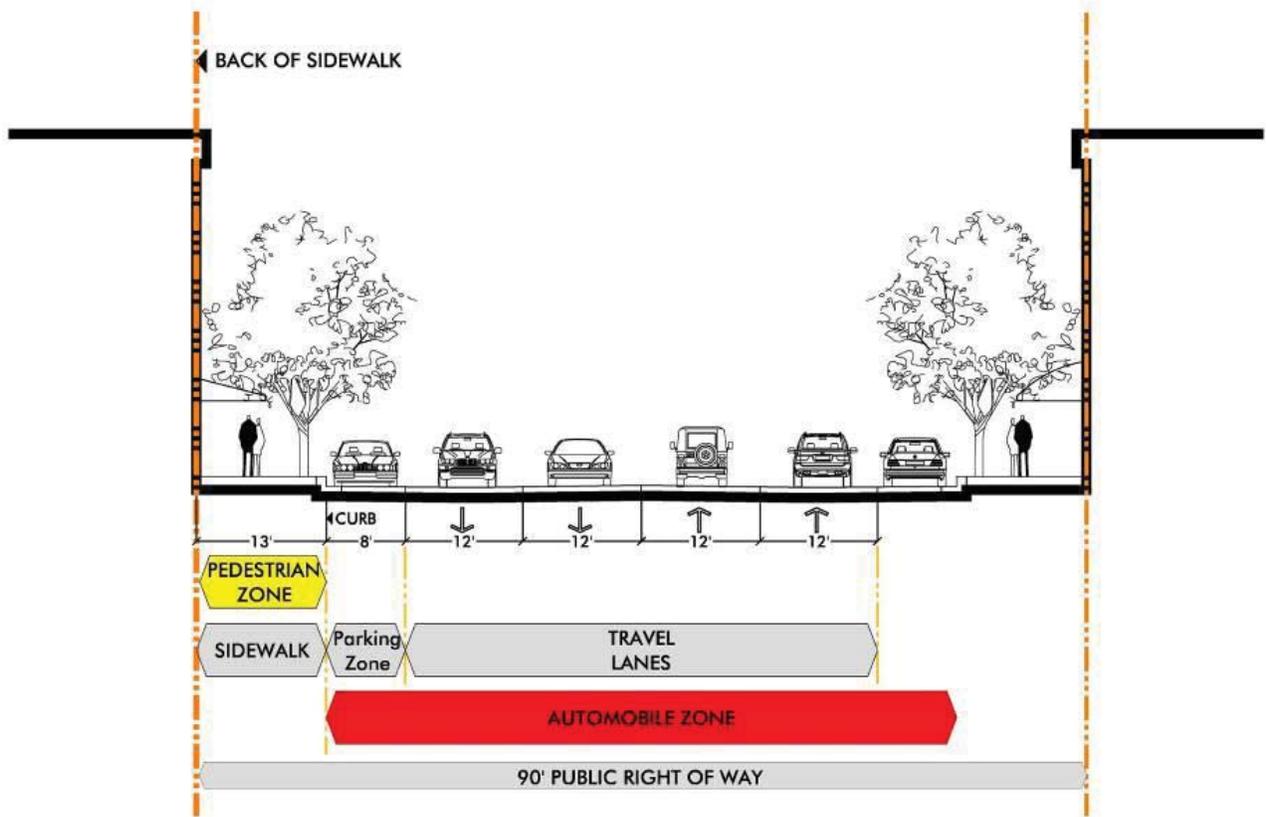


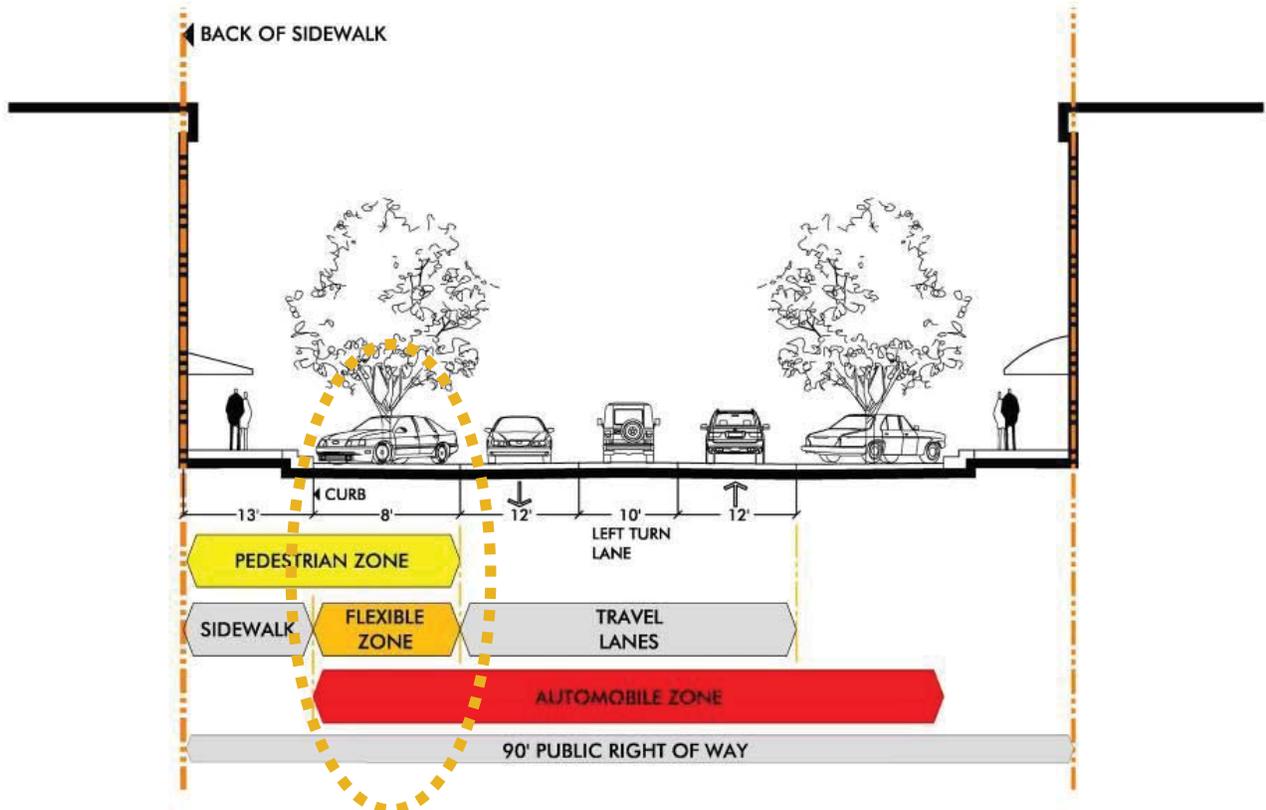
FIGURE 7-6: FIRST STREET - DESIGN CONCEPT

# The usual "share" of street use zones



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# The "Flexible Zone" Main Street: A Use Overlap

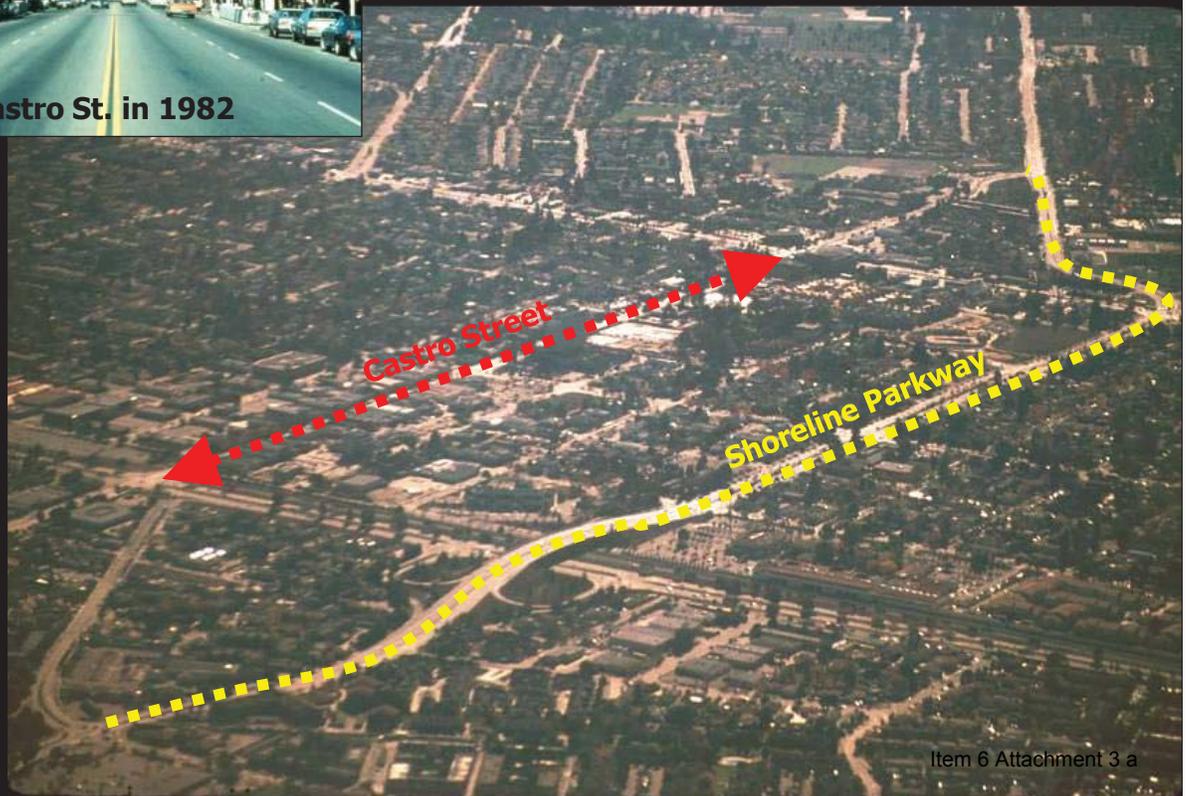


Item 6 Attachment 3 a  
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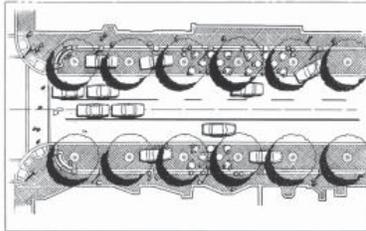
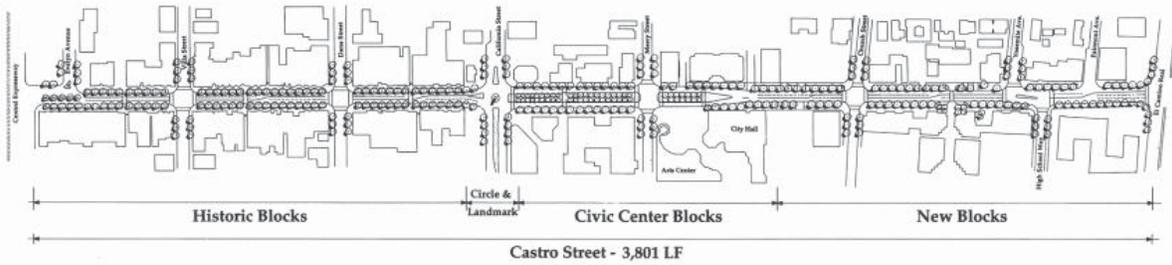
# The First Flexible Zone Main Street: Castro Street (1989)



Castro St. in 1982

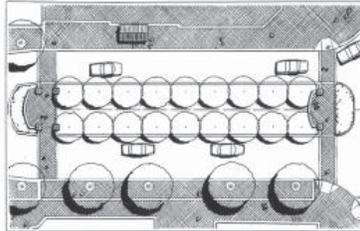


## Project Extent & Sub-Areas



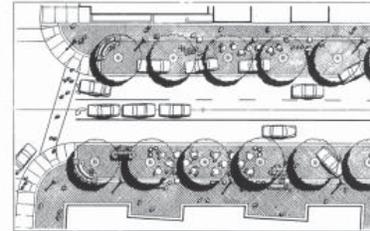
### Historic Blocks

- 80' Right-of-Way
- 3-Lane Cross-Section w/Continuous Left Turn Lane
- Parallel Parking in "Flexible Zone" w/ Shade Trees between Stalls
- "Stair Curb," Seatwall Planters, and Furnishings
- "Main Street" Building Standards and Guidelines for Active, Pedestrian-Oriented Frontage.



### Civic Center Blocks

- 90' Right-of-Way
- Landscaped Center Median w/ Cherry Tree Alley
- Limited Curbside Parking
- Plaza Frontages for City Hall, Arts Center, Kaiser Offices
- Master-Planned Civic Facilities w/ Architectural Guidelines and Frontage Amenities



### New Blocks

- 90' Right-of-Way
- 3-Lane Cross Section w/ Continuous Left Turn Lane
- Angle Parking in "Flexible Zone" w/ Shade Trees between Stalls
- "Stair Curb," Seatwall Planters, and Furnishings
- Master-Planned Larger Developments w/ Architectural Guidelines and Frontage Amenities

## CITY OF MOUNTAIN VIEW CASTRO STREET DESIGN CONCEPT

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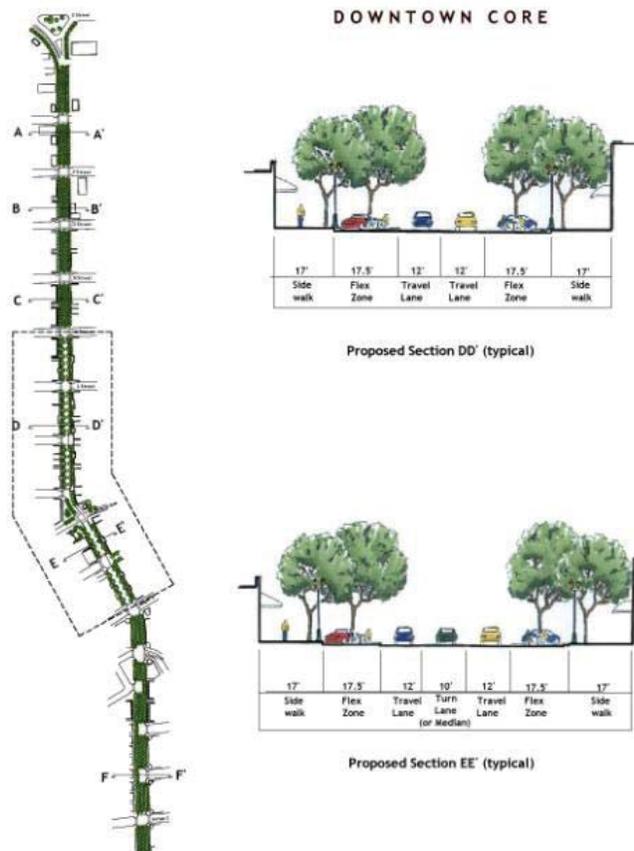
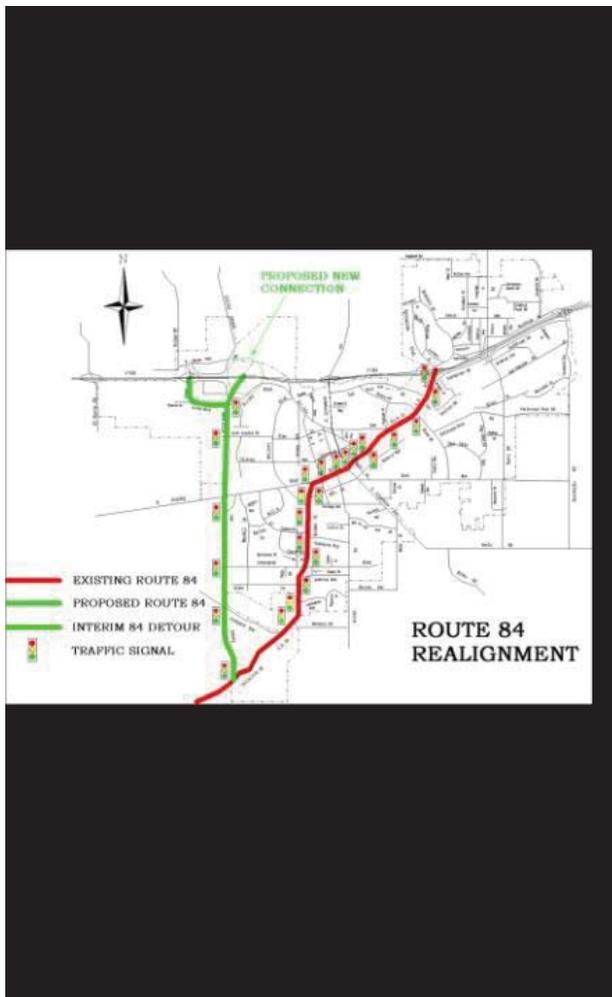
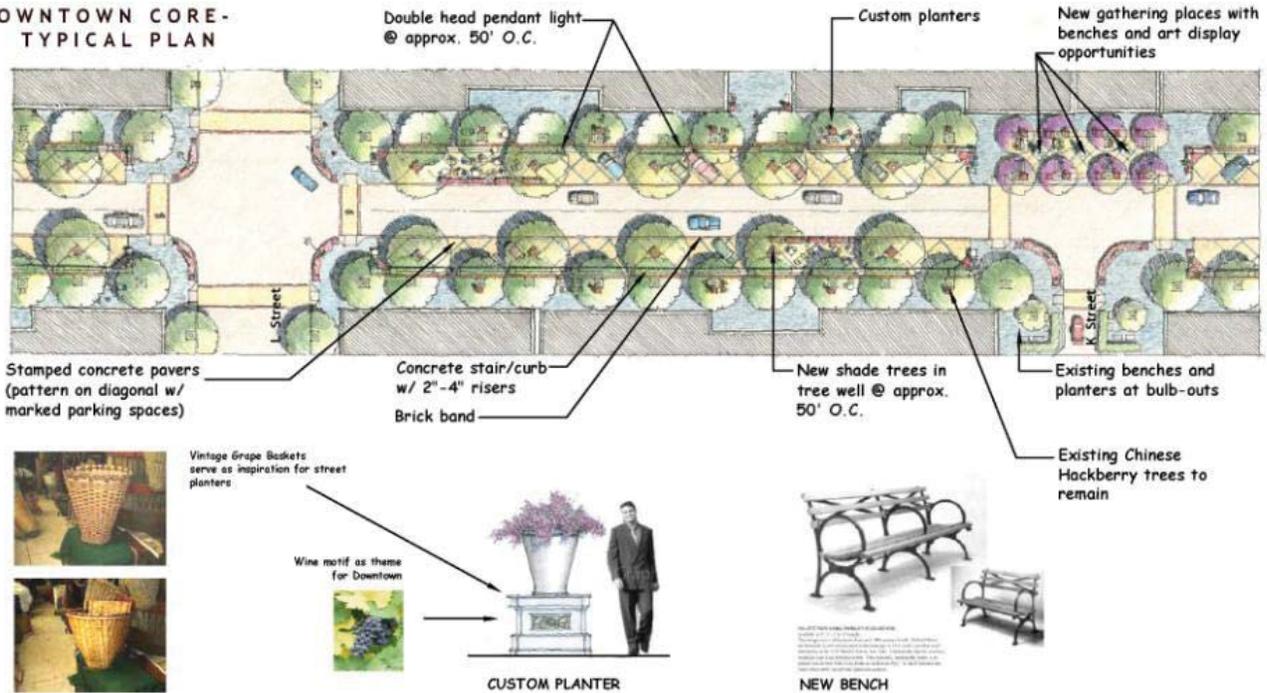


FIGURE 7-6: FIRST STREET - DESIGN CONCEPT

**DOWNTOWN CORE -  
TYPICAL PLAN**



**FIGURE 7-7: FIRST STREET - DESIGN CONCEPT**

**Livermore Downtown Specific Plan**



**First Street (CA-84) in 2004**



**First Street after streetscape and re-routing of CA-84**



**First Street today (with flexible zone café space)**

First Street sidewalk in 2004

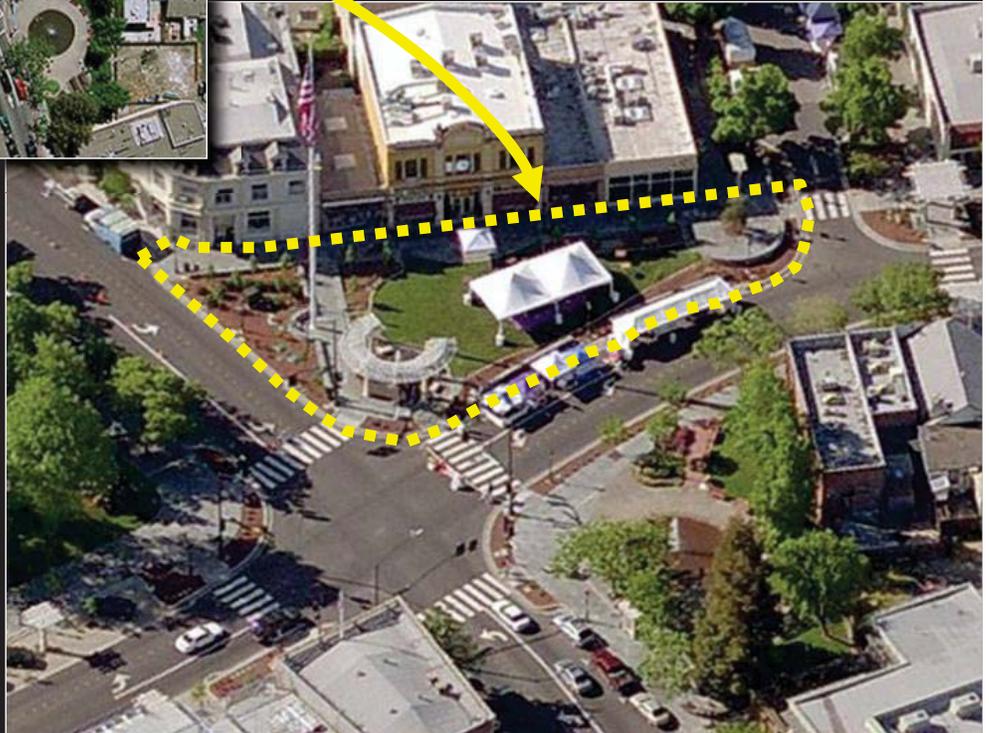
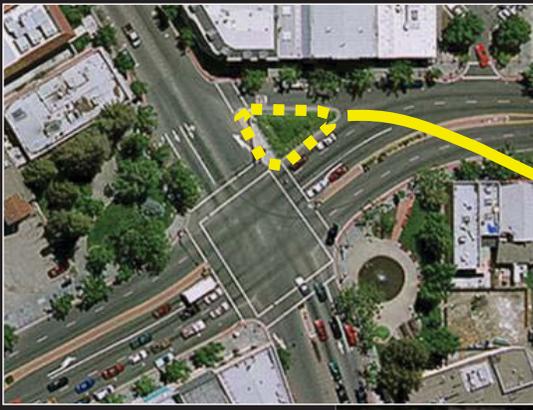


First Street sidewalk today (with flexible zone café space)



"Winery Patio" streetscape, new town green, & interactive fountain

1<sup>st</sup> St. & Livermore Ave: A slip lane and "pork chop" island become a new town green



New Investment: Shops, Offices, Residences, & Anchors



# Design Context identification example – Livermore / Downtown Specific Plan

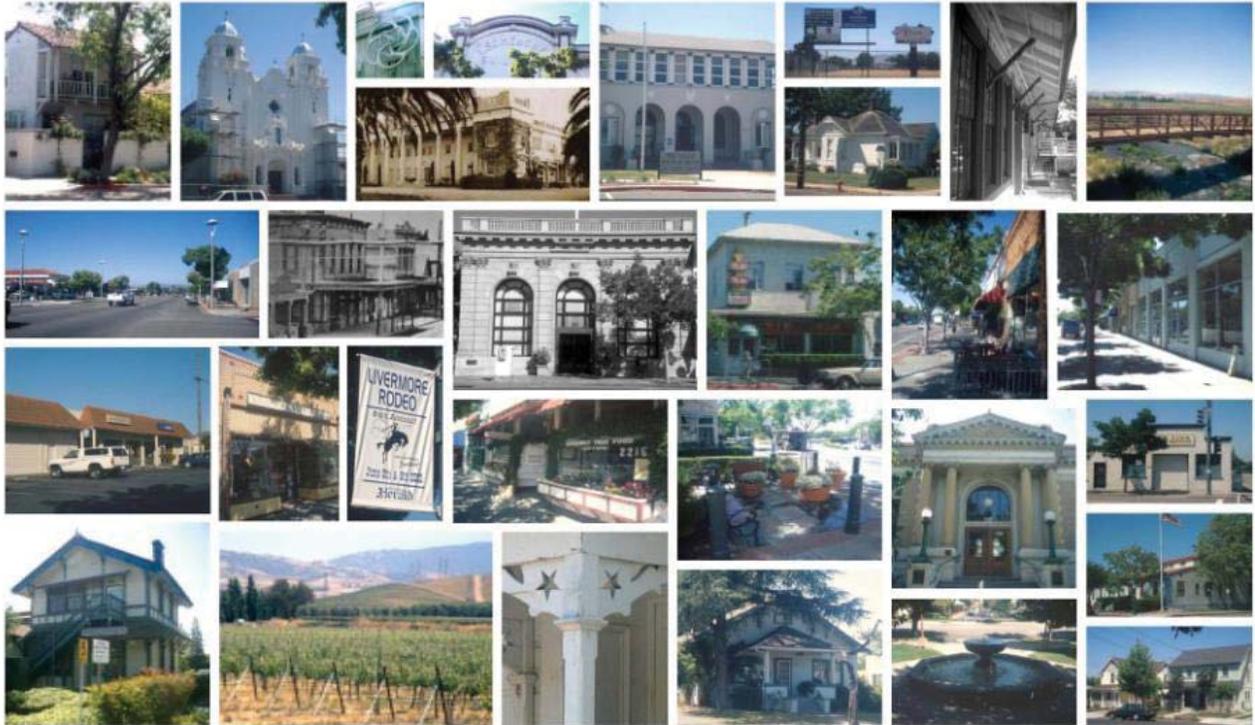


FIGURE 6-1: DESIGN CONTEXT

## Livermore Downtown Specific Plan

### Design Prototypes Examples – Livermore / Downtown Specific Plan

#### ATTACHED RESIDENTIAL - TOWNHOUSE

A variety of styles are found throughout Livermore's neighborhoods, and no one style predominates as the "true" style. However, all of the styles have in common a hand-crafted character and attention to detail that make them identifiable "Livermore".

The massing, design and detailing of residential buildings are critical to their "quality". Each unit should have a separate front entrance accessible from the street, and be surrounded in most by an individual roof form. The garage (if weather attached) is located under the unit, or detached. It should be accessed from the rear of the unit where possible via an interior alley. Elements that represent the climatic conditions of Livermore should be used, such as shading devices, porches and deep roof overhangs.

#### Recommended Characteristics:

1. Hand-crafted character, in windows, siding or other detailing.
2. Roof overhang, with brackets and exposed rafters beneath the eaves.
3. Entry walk should be architecturally detailed (e.g. porches, screens, awnings and not tapered) to break from the street.

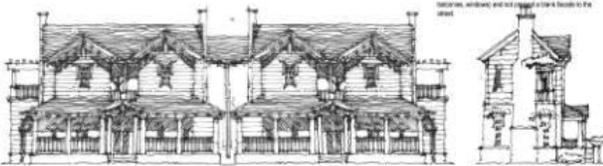


FIGURE 6-4: DESIGN PROTOTYPE: ATTACHED RESIDENTIAL

## Livermore Downtown Specific Plan

#### DOWNTOWN MIXED-USE BUILDING

Downtown's earliest commercial buildings were often built with retail on the ground floor and residential above, such as lodging or housing above. The illustration shown below is based on Downtown's traditional commercial styles. Multi-story buildings are recommended to have a three-part composition where the top floor forms the crown of the building, the floors above the base form the main body of the building, and a projecting cornice or parapet caps the facade composition.

The ground level of the building plays an important role in Downtown's streetscape – especially the storefront. A special storefront should include a main entrance flanked by display windows. Large display windows, awnings or a sign board, and clerestory or transom windows are recommended.

#### Recommended Characteristics:

1. Hand-crafted details, incorporating classical, classical or contemporary "look" including:
2. Classical detailing and ornament, such as decorative elements representative for the facade.
3. Ornate entrance for residential units.
4. Clearly defined building base at the first floor.

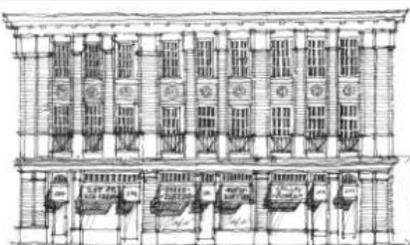


FIGURE 6-2: DESIGN PROTOTYPE: MIXED-USE BUILDING

## Livermore Downtown Specific Plan

© Design Framework and Guidelines for Multifamily Residential Buildings - Livermore Specific Plan

#### BUILDING MATERIALS (CONTINUED)

#### Guidelines (continued):

- Primary materials should be chosen to be consistent with building style and area. Materials to be used as the primary cladding on buildings include:
  1. Brick: Both yellow and red brick are found in Livermore. Full size brick veneer is preferable to thin brick tile. Brick veneers should be mortared to give the appearance of structural brick, and should use wrap-around corners and bullnose pieces to reinforce a masonry appearance.
  2. Wood: Horizontal siding such as clapboard and tongue and groove, vertical siding such as board and batten, and other horizontal siding such as smaller round shingles and shales may be available. The larger, more rustic styles of shingles and shales should not be used. Trim elements should be used, and traditional Craftsman masonry such as render detailing and exposed bracing are recommended. T1-11 siding is prohibited unless done in a board and batten style.
  3. Stucco or EIFS: Stucco, cement plaster or stucco-like finishes such as EIFS are acceptable finishes. Adhesion should be good to detail and trim elements for a high quality installation. Highly textured surface finishes are not recommended. The pattern of joints should be architecturally coordinated with the overall facade composition, and masonry colors should be coordinated with surface and other building colors.
- Accent materials are recommended to add interest and variety at a more discrete scale. These include brick, wood, and masonry, as listed above, and also include:
  1. Ceramic tile: This should be limited to use in a facade-cladding or decorative wall accent material. Great color should be coordinated with tile and other building colors.
  2. Stone and stone veneers: Stone should be used as a base or as a special decorative material for wall panels or sills in combination with stucco or EIFS materials.
  3. Profile, Corrugated, and Other Sheet, Rolled and Formed Metal: Surfaces are acceptable in limited circumstances such as an agricultural theme material, or for low-work structures in a courtyard/enclosed walk.



6-41

#### MULTIFAMILY RESIDENTIAL - STACKED FLATS

As multifamily buildings, the emphasis should be placed on giving each unit or each small cluster of units a sense of individual identity, rather than an anonymous "product" appearance. Units should have individual entrances where appropriate, screened here and raised above the street. They should be supported on the facade to read as individual spaces, and should incorporate private outdoor spaces for each unit where possible. Variations in height, color, materials, setback, and roof shape are encouraged.

#### Recommended Characteristics:

1. Subsets at building ends, sloping down in adjacent residential.
2. Cloning spaces, such as balconies and porches, for each unit.
3. Canopies located near entrances for upper story units.
4. Free floor units (used from street level to rooftop parking).



FIGURE 6-3: DESIGN PROTOTYPE: MULTIFAMILY RESIDENTIAL

## Livermore Downtown Specific Plan



**The takeaway:  
Placemaking is a key to making  
PDA's active, attractive,  
meaningful – both to residents  
AND investors**

**The takeaway:**  
**The *urbanism* of a district (well-related building frontages and public realm) matters most for attractive and value-creating placemaking**

**The takeaway:**  
**Essential placemaking tools are: good development controls (form-based) and good public realm (streetscape) that work together – that both draw from place character, and add to it too**

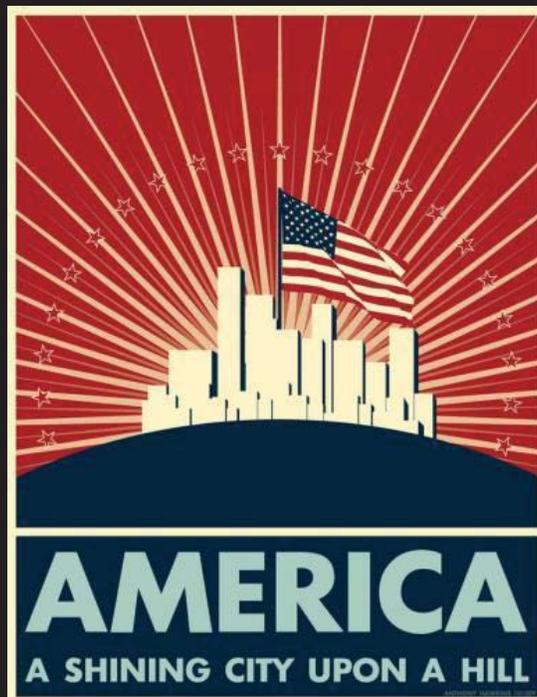
The takeaway:  
Strategic Placemaking is where you select and shape the right catalyst project to kick-start big change. From an “economic gardening” standpoint, that catalyst project is more likely to be a public realm than an individual facility.

# PDA: Why Placemaking?

Smart Growth: Because it's good for you



But lest we forget... we Americans are  
*aspirational*



Artist: Anthony Hawkins  
<http://hawk862.deviantart.com/art/Shining-City-Upon-a-Hill-140218403>

We want to be moved more by **aspirations** than fears



To make **"infill"** meaningful and desirable, we need to provide a **basis for a wider consensus:**  
enthusiasm and core understandings of how to grow and re-invest in great places that are sustainable, livable, and prosperous



# Happy City

**TRANSFORMING**

**OUR LIVES**

**THROUGH**

**URBAN DESIGN**

**CHARLES MONTGOMERY**

FARRAR, STRAUS AND GIROUX | NEW YORK

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Conseil des arts Canada Council  
du Canada for the Arts

## 1. The Mayor of Happy

There is a myth, sometimes widespread, that a person need only do inner work, in order to be alive like this; that a man is entirely responsible for his own problems; and that to cure himself, he need only change himself . . . The fact is, a person is so far formed by his surroundings, that his state of harmony depends entirely on his harmony with his surroundings.

—Christopher Alexander,  
*The Timeless Way of Building*

I chased the politician through the bowels of a dull cement office block on the edge of a twelve-lane freeway. Everything about him suggested urgency. He hollered with the hurried fervor of a preacher. He wore the kind of close-trimmed beard favored by men who don't like to waste time shaving. He jogged through the building's basement parking deck in a long-legged canter, like a center forward charging for a long pass.

Two bodyguards trotted behind him, their pistols jostling in holsters. There was nothing remarkable about that, given his profession — and his locale. Enrique Peñalosa was a perennial politician on yet another campaign, and this was Bogotá, a city with a spectacular reputation for kidnappings and assassination. What was unusual was this: Peñalosa didn't climb into the armored SUV typical of most public figures in Colombia. Instead, he hopped on a knobby-tired mountain bike and quickly cranked his way up a ramp into the searing Andean sunlight. Then he was off, jumping curbs and potholes, riding one-handed, weaving across the pavement, and barking into

his cell phone while his pin-striped trousers flapped in the breeze. His bodyguards, a photographer, and I all pedaled madly behind, like a throng of teenagers in the wake of a rock star.

A few years earlier, this ride would have been a radical and—in the opinion of many Bogotanos—suicidal act. If you wanted to be assaulted, asphyxiated by exhaust, or run over, Bogotá's streets were the place to be. But now it was 2007, and Peñalosa insisted that things had changed. We would be safe. The city had gotten happier, thanks to his plan. *Happier*—that was the word he used over and over again, as though he owned it.

Young women giggled as he passed. Overall-clad laborers waved. “Mayor! Mayor!” a few of them shouted in Spanish, though it had been six years since Peñalosa had held that job, and his campaign to regain it had barely begun. He waved back with his phone hand.

“*Buenos días, hermosas!*” he said to the girls.

“¿*Cómo le va?*” he answered the men.

“*Hola, amigo!*” he offered to anyone who looked his way.

“We’re living an experiment,” he finally yelled back at me as he pocketed his cell phone. “We might not be able to fix the economy. We might not be able to make everyone as rich as Americans. But we can design the city to give people dignity, to make them *feel* rich. The city can make them happier.”

There it was, the declaration I have seen bring tears to so many eyes with its promise of urban revolution and redemption.

It’s been six years since my ride with the Mayor of Happy, but the memory has remained with me, as vivid as the Andean sun. That was the day the journey began.

You may never have heard of Enrique Peñalosa. You may not have been among the crowds that gave him a hero’s welcome in New York, Los Angeles, Singapore, Lagos, or Mexico City over the last decade. You may never have seen him raise his arms like an evangelist or holler his philosophy over the noise of a hundred idling car engines. But his grand experiment and his even grander rhetoric inspire an urbanist fervor wherever he goes. Peñalosa has become one of the central figures in a movement that is changing the structure and soul of cities around the world.

I first saw Peñalosa work his rhetorical magic back in the spring of 2006. The United Nations had just announced that some day in the following months, one more child would be born in an urban hospital or a migrant would stumble into a metropolitan shantytown, and from that moment on, more than half the world’s people would be living in cities. Hundreds of millions more were on their way. By 2030 almost five billion of us will be urban. That spring, Habitat, the UN’s agency for human settlements, called thousands of mayors, engineers, bureaucrats, and do-gooders together for the World Urban Forum. The delegates met in a harborside convention center in Vancouver to figure out how to save the world’s exploding cities from disaster.

The world had little inkling of the great recession slouching on the horizon, yet the prognosis was bleak. The problem? On the one hand, cities were pumping out most of the world’s pollution and 80 percent of humanity’s greenhouse gas emissions. On the other, all predictions suggested that cities were going to be slammed by the effects of climate change, from heat waves and water scarcity to waves of migrants running from droughts, floods, and water wars. The experts agreed that cities would bear more than three-quarters of the cost of adapting to global warming. They would be short on energy, tax revenue, and jobs. There seemed to be no way they were going to be able to help citizens meet the goals of security and prosperity that urbanization had always seemed to promise. The gathering was sobering.

But the mood changed when Peñalosa took the podium. He told the mayors that there was hope, that the great migration was not a threat—no!—it was a tremendous opportunity to reinvent urban life. As poor cities doubled or tripled in size, they could avoid the mistakes that rich cities had made. They could offer their citizens lives that were better, stronger, freer, and more joyful than those offered by most cities of the day. But to accomplish this, they would have to completely rethink their beliefs about what cities are for. They would have to let go of a century of thought about city building. They would have to let go of some of their dreams.

To make his point, Peñalosa told a story.

Toward the end of the twentieth century, Bogotá had become a truly horrible place to live—one of the very worst on earth. Overwhelmed with refugees, seared by a decades-old civil war and sporadic

“But after a few days, that satisfaction decreases, and months later, it completely melts away. But great public space is a kind of magical good. It never ceases to yield happiness. It’s almost happiness itself.” The humble sidewalk, the park, the bike path, and the bus were suddenly elevated to the psycho-spiritual realm.

Peñalosa insisted that like most cities, Bogotá had been left deeply wounded by the twentieth century’s dual urban legacy: First, the city had been gradually reoriented around private automobiles. Second, public spaces and resources had largely been privatized. Cars and mobile vendors took over public plazas and sidewalks. People had walled or fenced in what were once public parks. In an age where even most of the poor had televisions, common civic space was degraded and degraded.

This reorganization was both unfair—only one in five families even owned a car—and cruel. Urban residents had been denied the opportunity to enjoy the city’s simplest daily pleasures: walking on convivial streets; sitting around in public; talking; gazing at grass, water, falling leaves, and other people. And playing: children had largely disappeared from Bogotá’s streets—not because of the fear of gunfire or abduction, but because the streets had been rendered dangerous by sheer speed. When any parent shouted, “Watch out!” everyone in Bogotá knew that a child was in danger of being run over. So Peñalosa’s first and most defining act as mayor was to declare war: not on crime or drugs or poverty, but on private cars.

“A city can be friendly to people or it can be friendly to cars, but it can’t be both,” he announced.

He then threw out the city’s ambitious highway expansion plan and instead poured his budget into hundreds of miles of bike paths; a vast new chain of parks and pedestrian plazas; and a network of new libraries, schools, and day-care centers. He built the city’s first rapid transit system, using buses instead of trains. He hiked gas taxes and banned drivers from commuting by car more than three times a week. I’ll discuss the details later, but the thing to understand here is that this program redesigned the experience of city living for millions of people, and it was an utter rejection of the philosophies that have guided city builders around the world for more than half a century. It was the opposite of the city that North American laws, habits, the real estate industry, financing arrangements, and development

terrorism in the form of grenades and firebombs (deadly “explosive potatoes” being the most common means of attack); and hobbled by traffic, pollution, poverty, and dysfunction, the Colombian capital was regarded both at home and abroad as a living hell.

When Peñalosa ran for the mayor’s seat back in 1997, he refused to make the promises doled out by so many politicians. He was not going to make everyone richer. Forget the dream of becoming as wealthy as Americans: it would take generations to catch up to the gringos, even if the urban economy caught fire and burned blue for a century. The dream of riches, Peñalosa complained, served only to make Bogotans feel bad.

“If we defined our success just in terms of income per capita, we would have to accept ourselves as second- or third-rate societies—as a bunch of losers,” he said. No, the city needed a new goal. Peñalosa promised neither a car in every garage nor a socialist revolution. His promise was simple. He was going to make Bogotans happier.

“And what are our needs for happiness?” he asked. “We need to walk, just as birds need to fly. We need to be around other people. We need beauty. We need contact with nature. And most of all, we need not to be excluded. We need to feel some sort of equality.”

Ironically, in giving up the chase for the American dream, Peñalosa was invoking a goal set out in the American Constitution: by pursuing a different kind of happiness, Bogotans, despite their relatively meager paychecks, really could beat the gringos.

These days, the world is not lacking for happiness gurus. Some insist that spiritual practice is the answer. Others tell us that we must simply ask the universe for prosperity, that we can get closer to God by getting richer, and get richer by inching closer to God. But Peñalosa did not call for mass counseling or religious indoctrination or state-funded courses in positive psychology. He did not preach the law of attraction or the tenets of transformative wealth. This was a gospel of transformative urbanism. The city itself could be a device for happiness. Life could be improved, even amid economic dol-drum, by changing the shapes and systems that defined urban existence.

Peñalosa attributed an almost transcendent power to a certain kind of urbanity. “Most things that people buy in stores give them a lot of satisfaction the moment they buy them,” Peñalosa told me.

ideologies have favored. In particular, it was the opposite of the vision that millions of middle-class people around the world have chased to suburbia.

In the third year of his term Peñalosa challenged Bogotans to participate in an experiment, a *día sin carro*. As of dawn on February 24, 2000, all private cars were banned from city streets for the day. More than eight hundred thousand vehicles sat still that Thursday. Buses were jam-packed and taxis hard to come by, but hundreds of thousands of people followed Peñalosa's example and hit the streets under their own steam, walking, cycling, skating to work and school.

It was the first day in four years that nobody was killed in traffic. Hospital admissions fell by almost a third. The toxic haze over the city thinned. People still got to work, and schools reported normal attendance. Bogotans enjoyed the day so much that they voted to make it a yearly affair, and to ban all private cars during rush hour *every day* by 2015. People told pollsters that they were more optimistic about city life than they had been in years.

Peñalosa recounts this story with all the fervor of Martin Luther King on the Washington Mall, and with similar effect. I saw three thousand people at the World Urban Forum leap up from their chairs and cheer in response. UN statisticians brought their hands together despite themselves. Indian economists beamed and loosened their ties. Senegalese delegates shook and danced in their carnival-colored wraps. Mexican architects whistled. My heart beat faster, too. Peñalosa seemed to be affirming what so many urban thinkers are sure of, but very rarely have the guts or the audacity to say. The city is a means to a way of life. It can be a reflection of all our best selves. It can be whatever we want it to be.

It can change, and change dramatically.

### The Movement

Is urban design really powerful enough to make or break happiness? The question deserves consideration because the happy city message is taking root around the world. Since Peñalosa's three-year term in office—consecutive terms are illegal in Colombia—delegations from dozens of cities have landed in Bogotá to study its transformation.

Peñalosa and his younger brother, Guillermo, the city's former parks manager, were called to advise cities on every continent. While the elder proselytized from Shanghai to Jakarta to Lagos, the younger hit Guadalajara, Mexico City, and Toronto. While Guillermo whipped up hundreds of activists in Portland, Enrique was urging planners in Los Angeles to let traffic become so unbearable that drivers simply abandoned their cars. In 2006 Enrique Peñalosa was the talk of Manhattan after he announced to crowds of gridlock-obsessed New Yorkers they should ban vehicles entirely from Broadway. Three years later, the impossible vision began to come to life around Times Square. The happy city had gone global.

The Peñalosa brothers are far from alone in the happy city crusade. The movement has its roots in the antimodernist foment of the 1960s and has gradually drawn architects, neighborhood activists, public health experts, transportation engineers, network theorists, and politicians into a battle for the shape and soul of cities—a confrontation that is finally reaching critical mass. They have torn down freeways in Seoul and San Francisco and Milwaukee. They have experimented with the height, shape, and facades of buildings. They have turned the black top of suburban shopping malls into mini-villages. They have reconfigured entire towns to better suit children. They have torn down backyard fences and reclaimed neighborhood intersections. They are reorganizing the systems that hold cities together and rewriting the rules that dictate the shapes and functions of our buildings. Some of these people aren't even aware that they are part of the same movement, but together they are aiming a wrecking ball at many of the places we have spent the last half century building.

Peñalosa insists that the unhappiest cities in the world, the ones perfectly calibrated to turn wealth into hardship, are not the seething metropolises of Africa or South America. "The most dynamic economies of the twentieth century produced the most miserable cities of all," Peñalosa told me over the roar of traffic in Bogotá. "I'm talking about the U.S., of course—Atlanta, Phoenix, Miami, cities totally dominated by private cars."

For most Americans, the claim that prosperity and the cherished automobile propelled wealthy cities away from happiness is practically heresy. It is one thing for a Colombian politician to offer advice

to the world's poor, but it is quite another for him to suggest that the world's most powerful nation should be taking design criticism born on the potholed byways of South America. If Peñalosa is right, then not only have generations of planners, engineers, politicians, and land developers been mistaken, but millions of us have taken a wrong turn on the road to the good life.

But then again, over the last few decades, prosperity and well-being in America have followed completely different trajectories.

### The Happiness Paradox

If one was to judge by sheer wealth, the last half century should have been an ecstatically happy time for people in the United States and other rich nations such as Canada, Japan, and Great Britain. Riches were piled upon riches. By the turn of the century, Americans traveled more, ate more, bought more, used more space, and threw away more stuff than ever before. More people than ever got to live the dream of having their own detached home. The stock of cars—bedrooms and toilets—far surpassed the number of humans who used them.\* It was an age of unprecedented bounty and growth, at least until the great recession of 2008 stuck a needle into the balloon of optimism and easy credit.

And yet the boom decades of the late twentieth century were not accompanied by a boom in happiness. Surveys show that people's assessment of their own well-being in the United States pretty much flatlined during that time. It was the same with citizens in Japan and the United Kingdom. Canada fared only slightly better. China, the new star of supercharged GDP growth, is providing yet more evidence of a paradox. Between 1999 and 2010, a decade in which average pur-

\*Americans used to get by with one bathroom. Now half of households have two or more. In 1950 there was one car for every three Americans. By 2011 there were almost enough motor vehicles to put every man, woman, and drooling baby behind a wheel. In 2010 Americans racked up more than double the highway miles than in 1960. They flew ten times as far in airplanes. Their new homes offered more than three times as much square footage for each inhabitant. The wealth explosion was even reflected in landfills: in 2010 the average person produced nearly four and a half pounds of garbage every day—a 60 percent jump from 1960.

chasing power in China grew more than threefold, people's ratings of their own life satisfaction stalled, according to Gallup polls (although urbanized Chinese were happier than their rural cousins).

In the final decades of the last century, Americans increasingly complained of personal problems. By 2005 clinical depression was three to ten times as common as it was two generations ago. By 2010, one in ten Americans reported that they suffered from depression. Six to eight times as many college students experienced depression in 2007 as they did in 1938. Although this may be partly due to cultural factors—it's now more acceptable to talk about depression—objective mental health statistics are not encouraging. High school and college students—the easiest group to survey—climbed higher and higher on what mental health researchers cheerily call the Paranoia, Hysteria, Hypochondriasis, and Depression scales. One in ten Americans is taking antidepressants.

Analysis from free-market think tanks such as the Cato Institute assures us that “high levels of economic freedom and high average incomes are among the strongest correlates of subjective well-being,” which is to say that being rich and free should make us happier. So why wasn't the half-century surge in wealth accompanied by a surge in happiness? What was counteracting the effect of all that money?

Some psychologists point to the phenomenon dubbed the “hedonic treadmill”: the natural human tendency to shift our expectations along with our changing fortunes. The treadmill theory suggests that the richer you get, the more you compare yourself to other rich people and the faster the wheel of desire spins beneath your feet, so that you end up feeling as though you haven't made any progress. Others blame the growing income gap, and the realization by millions of middle-class Americans that they were falling farther behind the richest members of society, especially during the last two decades. There is some explanatory truth in both of these theories, but economists have crunched the survey numbers and concluded that they only partially explain that widening gap between material and emotional wealth.

Consider this: The decades-long expansion in the American economy paralleled the migration of society from the country to cities, and from cities to the in-between world of sprawl. Since 1940, almost all urban growth has actually been suburban. In the decade

before the big bust of 2008, the economy was driven to a large extent by the boundless cul-de-sac-ing, tract housing, and big-box power centering of the landscape at the urban fringe. For a time, it was impossible to separate growth from suburbanization. They were the same thing. More people than ever got exactly what they thought they wanted. Everything we have come to believe about the good life would suggest that this suburban boom was good for happiness. Why didn't it work? And why was faith in this model so quick to evaporate? The urban shake-up that began with the mortgage crisis in 2008 hit the newest, shiniest, most sprawling parts of the American city the hardest.

Peñalosa's argument was that too many rich societies have used their wealth in ways that exacerbate urban problems rather than solve them. Could this help explain the happiness paradox?

It's certainly a good time to consider the idea, now that tens of thousands of freshly paved cul-de-sacs across the United States have passed six springs without sprouting new homes. From the United States to Ireland to Spain, communities on the edge of suburban sprawl, that most American of forms, have yet to regain their pre-crash value. The future of cities is uncertain.

We have reached a rare moment in history where societies and markets appear to be teetering between the status quo and a radical change in the way we live and the way we design our lives in cities. For the first time in nine decades, census data in 2010/2011 showed that major American cities experienced more growth than their suburbs. It's too early to tell if this is a complete turning of the tide of urban dispersal. Many forces are at play, from the lingering housing market slowdown and high unemployment to historically low population mobility. But other forces are systemic and powerful enough to permanently alter the course of urban history.

First is a reckoning on energy. It will probably never again be inexpensive to fill a gas tank. There is too little easy oil left in the ground, and there are too many people competing for it. The same goes for other nonrenewable forms of energy and raw materials. The sprawl city requires cheap energy, cheap land, and cheap materials, and the days of cheap are over. Another force is a truth acknowledged by every sober, informed observer: cities are contributing to the crisis of climate change. If we are going to avoid the cataclysmic effects of

global warming, we must find more efficient ways to build and live. Of course it is not at all certain that a rush back to urban density will produce better lives than did suburban dispersal.

But the happy city theory presents an alluring possibility.

If a poor and broken city such as Bogotá can be reconfigured to produce more joy, then surely it's possible to apply happy city principles to the wounds of wealthy places. And if more extravagant, private, polluting, and energy-hungry communities have failed to deliver on happiness, then the search for a happier city might well be expected to reveal a greener, more resilient city, a place that saves the world while saving our own lives. If there was a science behind it, presumably that science could also be used to show how all of us might renovate good feelings in our communities.

Of course, Peñalosa's rhetoric is not science; it raises as many questions as it answers. Its inspirational qualities do not constitute proof of the city's power to make or break happiness, any more than the Beatles' "All You Need Is Love" is proof that all you really do need is love. To test the idea, you would have to decide what you meant by happiness, and you would need a way to measure it. You would have to understand how a road, a bus, a park, or a building might contribute to good feelings. You would have to tabulate the psychological effects of driving in traffic, or catching the eye of a stranger on the sidewalk, or pausing in a pocket park, or of feeling crowded or lonely, or of the simple feeling that the city you live in is a good or bad place. You would have to go beyond politics and philosophy to find a map of the ingredients of happiness, if it exists at all.

The cheers in that Vancouver ballroom echoed in my ears for the five years I spent charting the intersection of urban design and the so-called science of happiness. The quest led me to some of the world's greatest and most miserable streets. It led me through the labyrinths of neuroscience and behavioral economics. I found clues in paving stones, on rail lines, and on roller coasters, in architecture, in the stories of strangers who shared their lives with me, and in my own urban experiments. I will share that search with you, and its hopeful message, in the rest of this book.

One memory from early in the journey has stuck with me, perhaps

because it carries both the sweetness and the subjective slipperiness of the happiness we sometimes find in cities.

It occurred on the afternoon that I chased Enrique Peñalosa through the streets of Bogotá. Just as he had insisted on that first ride, our cycle across what was once one of the most infamous of cities was a breeze. The streets were virtually empty of cars. Nearly a million of them had stayed home that morning. Yes, it was *el día sin carro*, the car-free experiment that had grown into a yearly ritual.

At first the streets felt slightly eerie, like landscapes from a post-apocalyptic *Twilight Zone* episode. All the rumble and roar of the city quieted. Gradually we expanded into the space left by the cars. I let go of my fear. It was as though an immense tension had been lifted from Bogotá, as though the city could finally shake out its exhaustion and breathe. The sky was a piercing blue. The air was clear.

Peñalosa, who was running for reelection, needed to be seen out on his bicycle that day. He stumped compulsively, hollering that same “*Cómo le va*” at anyone who appeared to recognize him. But this did not explain his haste or his quickening pace as we traversed the north end of the city toward the Andean foothills. He stopped answering his phone. He stopped answering my questions. He ignored the whimpers of the photographer who crashed his bicycle on the curb ahead of him. He gripped his handlebars with both hands, stood up, and muscled into his pedals. It was all I could do to keep up with him, block after block, until we arrived at a compound ringed by a high iron fence. Peñalosa dismounted, breathing hard.

Boys in crisp white shirts and matching uniforms poured through a gate. One of them, a bright-eyed ten-year-old, pushed a miniature version of Peñalosa’s own bicycle through the crowd. Peñalosa reached out, and suddenly I understood his haste. The guy had been rushing to pick up his son from school, as other parents were doing that very moment all up and down the time zone. Millions of minivans, motorbikes, hatchbacks, and buses were congregating outside schools from Toronto to Tampa at this very moment—the same ritual, the same drumming of steering wheels, the same stop and go, the same corraling and ferrying of children. Only here, in the heart of one of the meanest, poorest cities in the hemisphere, father and son would roll away from the school gate for a carefree ride across the metropolis. This was an unthinkable act in most modern cities. It



### The Mayor of Happy

Enrique Peñalosa in Bogotá, 2007 (Andrés Felipe Jara Moreno, Fundación por el País Que Queremos)

was also a demonstration of Peñalosa’s urban revolution, a terrific photo op for the happy city.

“Look,” he yelled to me, waving his cell phone toward the bicycles that flooded around us. “Can you imagine if we designed the entire city for children?”

We followed a wide avenue that had indeed filled with children, as well as suited businessmen, young ladies in short skirts, apron-clad ice-cream men pushing refrigerated tricycles, and vendors selling sweet arepas from pushcart ovens. They did seem happy. And Peñalosa’s son was safe—not because of those bodyguards, but because he could travel freely, even veer that bike wildly off course without fear of being struck by a speeding automobile. As the sun fell and the Andes caught fire, we arced our way along the wide-open avenues, then west along a highway built just for bicycles. The kid raced ahead. Peñalosa let go of his impulse to campaign. He followed his son, laughing, and the bodyguards huffed and pedaled hard to catch up, and Juan, the photographer, wobbled behind on his bent rims.

At that point I wasn’t sure about Peñalosa’s ideology. Who was to

say that one way of moving was better than another? How could anyone know enough about the needs of the human soul to prescribe the ideal city for happiness?

But for a moment I forgot my questions. I let my handlebars go, raised my arms in the air in the cooling breeze, and remembered my own childhood of country roads, afterschool wanderings, lazy rides, and pure freedom. I felt fine. The city was mine.



Date: November 17, 2014

To: ABAG Regional Planning Committee

From: Cynthia Kroll, ABAG Chief Economist

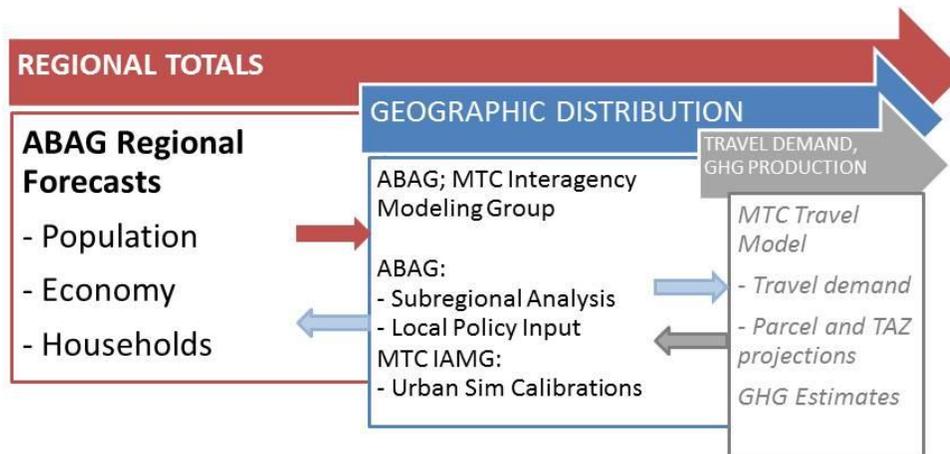
Subject: Regional Forecast Overview for the Plan Bay Area 2017 Update

The ABAG research team has revised the regional forecasting approach from earlier years. The approach used in this cycle is built on expertise within the agency but also takes advantage of outside resources and new tools. ABAG has established a technical advisory committee to review the forecasting process, with technical experts from other public state and regional agencies, academia, the business community, and the nonprofit research sector. (Advisory committee members are listed at the end of this memo).

The ABAG research group will use several tools to prepare an updated regional forecast for Plan Bay Area 2017. Stage one of the forecast will combine a set of population, economic and household models to produce the total regionwide forecasts of population, jobs and households through 2040, including expected net migration and commute. Stage two of the forecast, conducted in partnership with our local jurisdictions and with modeling input from MTC, will distribute the regionwide forecasts to different locations within the region. Plan Bay Area 2017 will also include travel model forecasts which will be prepared by MTC. Figure 1 shows the different components of the regional forecast. This memo addresses primarily the methodology for Stage 1.

Figure 1

## ABAG/MTC Regional Forecasting Process

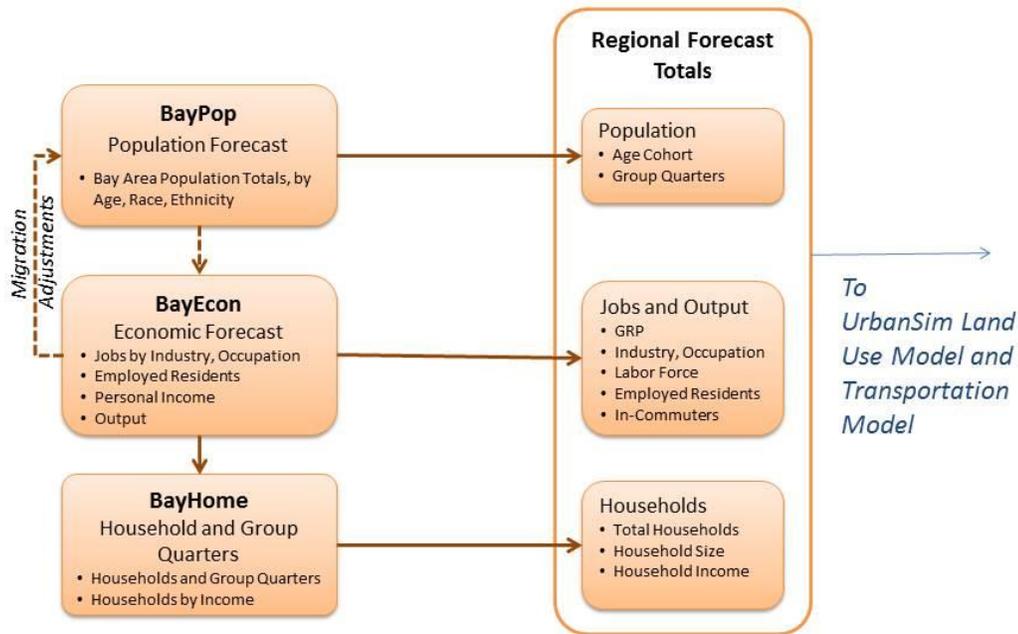


## Approach to the Regional Forecast

The regional forecast has three components, as shown in Figure 2:

- BayPop creates a forecast of population based on natural increase and migration assumptions
- BayEcon forecasts gross regional product, employment by industry, occupations and income
- BayHome forecasts household growth based on population growth and economic factors

Figure 2  
**Regional Forecasting Model**  
Stage 1 – Population, Economic and Household Regional Totals



BayPop is based on a demographic model estimated by John Pitkin and Dowell Myers, that takes into account the unique characteristics of the Bay Area’s population in terms of ethnicity, age distribution, and place of origin, as well as the propensity to migrate based on historic patterns by age and place of origin. The model results based on historic trends will be adjusted to reflect how expected economic growth patterns identified through the REMI differ from historic trends.

BayEcon forecasts economic factors using the REMI model. The model drives regional economic activity from overall national and international economic conditions, the economic structure of the region (industry mix, for example), and relationships among regions. Relationships within the model are derived primarily from econometric and input-output analysis. The model provides a long range forecast without economic cycles and is often used for impact analysis.



## **Land Use Scenarios**

Alternative assumptions will be drafted for each of the three alternative scenarios for distribution of housing, employment and population, for which impacts can be evaluated. The three scenarios will consider a single set of regional forecast totals.

## **Schedule**

The forecast methodology will be released in Summer 2015. The preliminary regional forecast will be released by Fall 2015 and the final regional forecast will be adopted by January 2016. The forecast methodology, its key assumptions, and preliminary numbers will be shared with local planning staff and stakeholders and will be presented at various regional meetings, public meetings and workshops.

The scenarios approach will be released in Fall 2015. The preliminary growth allocation numbers will be released by the end of 2015 and the preferred scenario will be adopted by Spring 2016. Similarly, the scenarios will be discussed with local planning staff and stakeholders. They will also be presented at regular regional meetings, public meetings and public workshops.

For more details on the Community Engagement Plan see memo in the ABAG Executive Board packet December 4, 2014.

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