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1 INTRODUCTION

1.1 TRANSIT VILLAGE VISION

Imagine a Transit Village that acts as an attractive gateway to the City of Walnut Creek and provides a model for sustainable urban living.

Imagine a village inside the city, located within walking distance to downtown and with clear connections to City attractions and public transit. Consider a place where residents and visitors can appreciate views of Mt. Diablo framed by high-quality architecture, or pause to have lunch or coffee at a sidewalk café next to the most recently commissioned piece of public art. This village has high-quality buildings that fit with surrounding neighborhood character, and varied architectural style to help create both a unique landmark and welcoming “sense of place” for both visitors and passerby.

Imagine a model for sustainable urban living, woven seamlessly into the fabric of the City of Walnut Creek. This place, once dominated by surface parking lots, transformed into an active transit village with housing, retail, and public transportation. Picture a transit hub, where residents, nearby employees, and BART riders can live, shop, and work without needing to get into their cars. Envision stylish, sustainable buildings, built to protect the environment, and always keeping the health and comfort of its occupants placed foremost in design.

The Walnut Creek Transit Village is an exceptional opportunity to support a more sustainable Walnut Creek. Long simply a “pass-through” on the way to other destinations, the Walnut Creek BART station of tomorrow will build on its transit amenities and distance from downtown to create a lively destination that residents and businesses will seek out as home.

Examples of envisioned Transit Village Users

TRANSIT VILLAGE EXPERIENCE

The envisioned Walnut Creek Transit Village experience can be illustrated by the following user perspectives:

- **Citywide/Nearby Residents:** Walnut Creek residents will benefit from improved services that could provide a citywide/neighborhood draw, as well as safer walking access to transit.
- **Transit Riders:** People using transit to commute and visit will be able to walk, bicycle, and use other modes of transit with greater ease.
- **Nearby Employees:** Workers in the Golden Triangle and the surrounding area will find more convenient places to eat and shop, with improved access between the two sites.
- **Walnut Creek Visitor:** A new visitor arriving by transit will find a friendly, walkable environment to grab a cup of coffee before catching a bus or downtown shuttle, or a convenient walk to a friend’s transit village home.

Figure 1, Transit Village User Profiles, illustrates the wide range of potential Transit Village users.
Shiela, Mark, and Madison - Family living near Transit Village
This family loves the convenience of the Transit Village near their home, as it allowed them to get rid of their second car, which they only used occasionally. When Shiela comes home from work at 5pm on BART, she can buy flowers, pick up her dry cleaning, and do other errands on her walk home without waiting for Mark to come home from work with the car. On other occasions, when more than one car is needed, the family books a car using a car sharing service and pick it up from the Transit Village parking lot.

Vivian, Ken, and Lucy - Family living in Walnut Creek
As residents of Walnut Creek for five years, this family appreciates the increased activity at the Walnut Creek Transit Village. Vivian starts her day by cycling to the gym for a quick workout, securing her bicycle in one of the lockers. After showering at the gym, she takes BART to her job in Downtown Oakland. She feels safe unlocking her bike in the evening to go home because the businesses and residences in the station area provide a constant level of activity. On rainy days, Ken drives Vivian and drops her at the Kiss-and-Ride at the BART station.

Marissa - Transit Village Resident and Business Owner
This professional interior designer wanted to reduce her commute and move her business to an area with more foot traffic, so she chose to lease commercial flex-space at the Transit Village. The number of “walk-in” clients she served doubled within months of moving into the space. When hosting large groups, she books the business center so she can use the audio-visual equipment available there. On weekends she often entertains guests and clients in her apartment, which has a great view of Mount Diablo.

Donald - Professional commuting from Concord
After years of long commutes between his home in Concord and work in Oakland and San Francisco, Donald is thrilled his firm chose to relocate to the Golden Triangle in Walnut Creek. He arrives on BART each morning and usually grabs a cup of coffee at the Transit Village cafe. He often arranges lunch meetings at the Transit Village restaurant with clients coming in from San Francisco. His clients often remark on how convenient it is to have the restaurant so close to the BART station. He occasionally hits the gym on his way home.

Joanne - Retired, commuting from Orinda for shopping and activities
A former schoolteacher, Joanne chooses to do her shopping in Downtown Walnut Creek because of its relaxed walkable atmosphere and wide variety of stores. After riding on BART from her home in Orinda, she hops on the Downtown Shuttle bus that leaves from the Transit Village. She meets up with friends in downtown, runs errands, and loves to see performances at the Lesher Center for the Arts. She has a friend that moved into one of the apartments at the BART station and occasionally meets her for tea at the Transit Village cafe.

FIGURE 1: TRANSIT VILLAGE USER PROFILES
DEVELOPMENT PLAN PURPOSE

This Transit Village Development Plan (Development Plan) is not a development proposal. Rather, it is intended to bridge the gap between existing policies and market studies, with future development proposed for the Plan Area. The Development Plan provides policy direction for future development, based on a review of the City of Walnut Creek, San Francisco Bay Area Rapid Transit District (BART), and Central Contra Costa Transit Authority’s (CCCTA) goals for the Plan Area, and is a collaborative effort between these stakeholders and development partner. This alliance ensures that future development within the Plan Area is representative of the diverse range of stakeholders’ goals for the site.

While the Plan Area represents a unique opportunity for mixed-use development in a strategic location adjacent to the Walnut Creek BART station and the Golden Triangle, this Development Plan also responds to the existing market demand for residential, retail, and office uses identified in the Walnut Creek Transit Village Market Study. Recommendations from the market study are integrated within the Development Plan goals to ensure that development within the Plan Area is vital and designed for market success.

DEVELOPMENT PLAN PROCESS

In 2000, BART’s Board of Directors authorized the initiation of exclusive negotiations with BRE Properties to create a mixed-use development including residential, retail, and office space. The Planning process began with an analysis of existing policies and physical site and traffic conditions, followed by the exploration of several land use and circulation alternatives for the Plan Area.

In 2002, Walnut Creek Transit Lifestyle Associates (WCTLA) was formed, as a partnership between BRE Properties and Transit Village Associates. In 2002, the BART Board approved an Option Agreement with WCTLA for a long-term ground lease. WCTLA participated in a Study Session with the City Council in June 2002 and with the Planning Commission in December 2005. A design submittal was submitted in March 2005, and alternatives were presented to the Design Review, Transportation, and Planning commissions, and City Council in 2006.

The 2006 alternatives were refined to provide consistency with policy goals and in response to City staff concerns. These alternatives presented two urban design schemes providing increased bus capacity, extended Kiss-and-Ride drop-off area, modified view corridors, and consolidated public transit access and BART parking. A preferred urban design scheme was further refined based on direction received from a joint meeting with City Council and Planning Commission held in January of 2008. In spring of 2008, a preferred site plan was created.

In the summer of 2008, a Walnut Creek Transit Village Market Study and Walnut Creek Transit Village Fiscal Impact Analysis were conducted. The market study analyzed the extent, type, and location of the retail and office uses within the Plan Area while the fiscal impact analysis estimated the proposed projects’ direct impacts on the City of Walnut Creek’s General Fund.

RELATIONSHIP TO CEQA

A project-level Environmental Impact Report (EIR) will be prepared to analyze the potential impacts of this Development Plan and accompanying development application, and identify recommended mitigation measures. The EIR will assess the potential implications of maximum buildout of the Development Plan.
GUIDING PRINCIPLES

The City identified guiding principles for the Plan Area during a special City Council meeting held on January 8, 2008. These principles are listed below and presented in more detail in Appendix B. As a BART Station, the highest priority for the site is to be a Regional Transit Hub. Accordingly, development within the Plan Area should be aligned with the following principles:

- Support BART Station & Regional Transit Hub
- Access and Circulation
- Integration into the City
- Livability
- Public Benefit
- Sense of Place

DEVELOPMENT PLAN PRIORITIES

This Development Plan acknowledges the site’s opportunities and challenges while focusing on creating a unique sense of place for a variety of users. Site issues addressed in this Development Plan include the following:

- Placing high density, mixed use residential development including affordable housing near transit;
- Creating a regional transit hub accessible by a hierarchy of different transportation modes;
- Providing connections and linkages to Downtown Walnut Creek and its surrounding neighborhoods;
- Creating an active and livable transit node for residents, commuters, and surrounding employees;
- Providing public amenities such as plazas, public art, and transit-supportive services;
- Taking advantage of views of Mt. Diablo where feasible;
- Creating an attractive, high-quality gateway and sense of place for the City; and
- Promoting sustainable transportation and green building practices.
- Ensuring an economically viable mixed-use development.
CHALLENGES AND OPPORTUNITIES

The following section presents some of the challenges and opportunities for the Plan Area addressed by this Development Plan.

Strategic Location

As shown in Figure 2, Land Use Context, the Plan Area is located within the City of Walnut Creek, a regional economic and cultural center in Contra Costa County. The Plan Area’s location at the Walnut Creek BART station connects the site with the greater Bay Area. Within the City of Walnut Creek, the Plan Area is situated in a strategic location within the city’s Core Area, a 1.2-square mile (768-acre) district defined by the General Plan, centered around Walnut Creek’s Traditional Downtown, and containing higher densities than other parts of the city. As depicted in Figure 2, Land Use Context, the Plan Area is located less than a ten-minute walking distance (½ mile radius) to Walnut Creek’s Traditional Downtown and Pedestrian Retail District, and directly adjacent to a cluster of high-rise offices known as the “Golden Triangle”.

Infill Opportunity

The Plan Area includes the 16.5-acre Walnut Creek BART station, that was originally constructed in 1973 and remains largely dominated by surface and structured parking facilities, often characteristic of suburban park-and-ride stations. Two surface parking lots and a multi-story structured garage are situated on the west side of the site. The CCCTA bus terminal and additional BART surface parking are located on the east side of the BART tracks. A limited amount of on-street parking is available along North California Boulevard, directly north of Ygnacio Valley Road. With 3.5 acres of existing transit facilities (BART tracks and platform), bus bays, and the structured parking garage), and existing circulation and landscaping (internal roads and sidewalks) of about 6 acres, a total of approximately 7 acres is available for redevelopment.

Traffic & Ridership

The Plan Area is located at a major intersection; adjacent to two routes of regional significance (Ygnacio Valley Road and I-680), an arterial (North California Boulevard), a collector street (Riviera Avenue), and a local road (Pringle Avenue), as defined by the City’s General Plan. In 2008, the Walnut Creek BART station had an average daily ridership of roughly 12,200 persons during the weekday, compared to approximately 53,300 cars in 2006 that traveled past the BART station on Ygnacio Valley Road (between Oakland and North California boulevards) each day, according to data provided by the BART and the City of Walnut Creek. Additional information on transit ridership and traffic counts is provided in Chapter 5, Circulation; however, definitive information on traffic and ridership for the Plan Area will be presented in the comprehensive Walnut Creek Station Access Study.

Access and Topography

As depicted in Figure 3, Plan Area, the elevated BART tracks and station platform run from the southwest to the northeast corner of the Plan Area. As illustrated in Figure 4, Access and Topography, access to the site is limited due to the site’s adjacency with I-680 and sloping topography from north to south, creating a hard pedestrian edge along Ygnacio Valley Road. Additional pedestrian access from neighboring districts is limited due to few signalized crossings. However, the site’s topography provides views of Mt. Diablo and nearby hills available from the BART platform and ground level, as illustrated in Figure 5, View Corridors. Development within the Plan Area has the opportunity to design buildings and public spaces to improve site grades, and take advantage of view corridors to Mt. Diablo and nearby hills.

Transit Opportunities

The Walnut Creek Transit Village Plan serves to meet both BART’s ridership and mode split goals, as well as increasing CCCTA ridership opportunities with the improved bus station design. BART has plans to add special trackwork between the Walnut Creek and Pleasant Hill Stations to allow a train to cross from one track to the other track. This work will result in additional BART seating capacity during peak hours, increased reliability of service in the Walnut Creek-Pleasant Hill area, additional flexibility in operational and delay management, and improved maintenance capacity. The increased frequency and reliability will likely increase ridership at the Walnut Creek BART station. In addition, BART also has future plans to increase passenger capacity by making major upgrades to fare gates, stairs/escalators, and platform width, etc.

1 According to the Walnut Creek Transit Village Market Study, the Golden Triangle and Traditional Downtown contain approximately 9 percent of the total East Bay suburban office market (4.3 million square feet of office space).

FIGURE 2
LAND USE CONTEXT

Project Area

Generalized Land Uses
- LOW DENSITY RESIDENTIAL
- MEDIUM-HIGH DENSITY RESIDENTIAL
- AUTO SALES AND SERVICE
- OFFICE

Districts
- NORTH MAIN STREET / YGNACIO VALLEY ROAD
- PEDESTRIAN RETAIL DISTRICT
- TRADITIONAL DOWNTOWN
- GOLDEN TRIANGLE
FIGURE 4
EXISTING ACCESS AND TOPOGRAPHY

PROJECT AREA
BART ROUTE

ACCESS
HARD EDGE
SOFT EDGE
PERMITTED STREET PARKING
EXISTING BIKE LANE/PATH
VEHICLE ENTRY
PEDESTRIAN ENTRY
BICYCLE ENTRY
SIGNED CROSS WALK

ELEVATION
160-170 FEET
170-180 FEET
180-190 FEET
190-200 FEET
200-210 FEET

Walnut Creek BART Station
1.2 DEVELOPMENT PLAN OVERVIEW

CHAPTER ORGANIZATION

The following section provides an overview of the Development Plan by chapter. Figure 6, Land Use Concept, illustrates the developed envisioned for the Plan Area.

Chapter 1 Introduction

This chapter presents the visions, guiding principles, Plan Area context, and overview of the Development Plan organization, process, and purpose. It introduces the challenges and opportunities for the Plan Area and identifies Development Plan priorities. It also briefly discusses the environmental review process.

Chapter 2 Policy Framework

This chapter provides an overview of relevant City of Walnut Creek, BART, and CCCTA policy documents. It organizes these policies by themes including: Transit-Oriented Development (TOD) design and development, mixed-use development; housing, sustainability; circulation and access; connect downtown; public gateways, views, and amenities; fiscal vitality; and safety and noise.

Chapter 3 Land Use

This chapter provides an overview of relevant City of Walnut Creek, BART, and CCCTA policy documents. It organizes these policies by themes including: Transit-Oriented Development (TOD) design and development, mixed-use development; housing, sustainability; circulation and access; connect downtown; public gateways, views, and amenities; fiscal vitality; and safety and noise.

Chapter 4 Sustainable Community Design

This chapter presents design guidelines aimed at creating a sustainable community, supported by creating successful market synergies, attractive pedestrian-oriented design, and sensitive green building elements. Market goals for allocation and design are presented for both a base and optional buildout scenario. This section provides specific design guidelines for entries and edges, gateway features, pedestrian scale, wayfinding signage, architectural character, building articulation, materials and colors, and landscape elements. Crime prevention and noise reduction techniques, and recommended green building strategies are also presented. Additional detail regarding the type of land uses envisioned is provided in Chapter 3, Land Use Concept.

Chapter 5 Circulation

This chapter presents the circulation hierarchy and system envisioned for the Plan Area, accommodating a variety of users including pedestrians, transit, bicyclists, automobiles, and parking. Additional detail regarding pedestrian-oriented design goals is provided in Chapter 4, Sustainable Community Design.

Chapter 6 Public Infrastructure and Services

This chapter summarizes the public infrastructure and services available for the Plan Area and provides various goals to ensure that the Walnut Creek BART Station will be successfully redeveloped to accommodate new residential and retail uses, and enhance transit facilities and linkages to meet future transit needs. The Development Plan envisions a change of land uses for the site which will require an upgrade of the existing infrastructure and utility systems. Additional detail regarding environmental design for crime prevention is provided in Chapter 4, Sustainable Community Design.

Chapter 7 Implementation

This chapter presents an overview of the implementation process including regulatory requirements, plan adoption and development approvals, utilities and phasing plan, and partnerships.
FIGURE 6
LAND USE CONCEPT

- PROJECT AREA
- BART ROUTE
- LANDSCAPE BUFFER/SCREENING
- SEMI-PUBLIC OPEN SPACE
- PRIVATE OPEN SPACE
- PLAZA
- RETAIL SIGNAGE
- PEDESTRIAN PATH
- GATEWAY FEATURE
- BIKE STATION
- BUS STATION
- PUBLIC/PRIVATE GALLERY/MEETING SPACE
- BART PARKING
- TRANSIT-SERVING RETAIL
- COMMERCIAL/OFFICE
- COMMERCIAL FLEX-SPACE
- MULTIFAMILY RESIDENTIAL

 Walnut Creek BART Station

 Feet

0  150  300

DRAFT

DRAFT
2 POLICY FRAMEWORK

The following section presents a summary of applicable goals and policies from relevant City of Walnut Creek, BART, and CCCTA documents, and provides the policy framework for future development of the Plan Area.

2.1 CITY OF WALNUT CREEK PLANS AND POLICIES

Various City of Walnut Creek documents contain relevant goals and policies that guide development within the Walnut Creek BART Station. The following section summarizes applicable City goals and policies.

DESIGN REVIEW GUIDELINES

The City of Walnut Creek’s Design Review Guidelines, last updated in 1999, presents general design guidelines intended to assist applicants in understanding the standards of design that will be used to evaluate and review projects proposed for Design Review approval. This document presents the design guidelines for gateways, such as the intersection of Ygnacio Valley Road at California Boulevard, and multi-family residential development. These general guidelines are used as a starting point for the development of the Development Plan’s land use and community design goals for the Plan Area (Chapter 3, Land Use Concept). As part of the Plan’s implementation process, the Planned Development (P-D) rezoning process will include additional design standards for development. More information regarding this process is discussed in Chapter 7, Implementation.

NORTH MAIN STREET/YGNACIO VALLEY ROAD SPECIFIC PLAN

The North Main Street/Ygnacio Valley Road Specific Plan, adopted by the City of Walnut Creek in 2002, focuses on roadway and pedestrian improvements and private redevelopment potential along the North Main Street corridor from Civic Drive to Ygnacio Valley Road (Figure 2). In 2005, the City completed the centerpiece of that planning effort, the reconstruction of public improvements along the North Main Street corridor. The project placed utilities underground, widened sidewalks, added landscaping and street trees, reduced street width, and created an inviting pedestrian corridor between the Walnut Creek BART station and the Traditional Downtown. Development within the Plan Area will reinforce these public improvements by creating a more active and attractive pedestrian environment between the BART station and the North Main Street corridor.
PUBLIC ART MASTER PLAN

Developed by the Walnut Creek Arts Commission and adopted by the City of Walnut Creek in 2000, the Public Art Master Plan is based on the belief that public art enhances and defines a city’s image. This Master Plan requires that public art planning be integrated into development project planning at the earliest possible stage, be commensurate with the scale and visibility of the project, and be compatible with its architecture, landscape, and surrounding environment. The Master Plan specifically identifies the Walnut Creek BART station as a priority public art site.

HOUSING ELEMENT

The Housing Element, last updated in 2002, serves as a companion to the City's General Plan. The Housing Element encourages the development of mixed-use residential uses in the Core Area and Downtown, and the development of higher-density residential uses near public transit, major thoroughfares, shopping, and employment centers to help meet regional housing needs.

The Housing Element specifically identifies the Walnut Creek BART Station as an opportunity site where increasing heights to Measure A limits would encourage the development of higher-density housing.3 The Housing Element recognizes that any mixed-use or transit-oriented development on this site would require a General Plan Amendment and a Planned District rezoning to allow for residential use and a height increase to 50 feet.

INCLUSIONARY HOUSING ORDINANCE

As part of the City’s Housing Element implementation plan, the City of Walnut Creek adopted an Inclusionary Housing Ordinance in February 2004. To help meet the City’s affordable housing needs, the ordinance requires residential rental projects to provide either 10 percent low-income units or 6 percent very low-income units. It requires residential ownership projects to provide 10 percent affordable to moderate-income, 6 percent to low-income, or 4.5 percent to very low-income residents. Development within the Plan Area should provide a mix of affordable and market rate housing, consistent with the Inclusionary Housing Ordinance requirements.

ECONOMIC DEVELOPMENT PLAN

In May 2004, the City Council adopted the Economic Development Plan, also serving as a companion to the City’s General Plan. Similar to the Housing Element, the Economic Development Plan also identifies the Walnut Creek BART Station as a key opportunity site for new residential development, to be studied in the subsequent 2006 General Plan update.

---

3 Measure A is the Building Height Limitation Initiative that was approved by Walnut Creek voters on March 22, 1985 and established a maximum height of 50 feet for the site.
CITY OF WALNUT CREEK GENERAL PLAN

Adopted by the City Council in 2006 after an extensive planning process, the Walnut Creek General Plan 2025 provides a clear framework for future development in Walnut Creek. The open space, built environment, transportation, safety, noise, and governance goals, policies, and actions set forth in the General Plan inform many of the priorities of this Development Plan and ensure consistency between these two documents. In general, development within the Plan Area should work toward achieving the General Plan’s vision and goals by:

- Creating a multi-modal transit and pedestrian-oriented center;
- Locating mixed-use residential development near transit;
- Enhancing transit and pedestrian linkages to surrounding areas including Downtown; and
- Enhancing the Walnut Creek BART Station as an attractive and unique gateway for the City.

The following section provides a list of General Plan goals, policies, and actions relevant to future development of the Plan Area.

Built Environment

Goal 2  Encourage housing development that helps to reduce the increase in traffic congestion.

Goal 3  Encourage housing and commercial mixed-use development in selected locations that enhances pedestrian access and reduces traffic.

Action 3.1.1  Encourage mixed-use development at and near the Walnut Creek and Pleasant Hill BART Stations.

Goal 10  Coordinate the location, intensity, and mix of land uses with transportation resources.

Policy 10.1  Support the development of medium- and high-density office, residential, and local serving retail near and around the Walnut Creek and Pleasant Hill BART stations (Core Area).

Goal 13  Maintain and enhance high-quality building design and urban design.

Policy 13.2  Regulate building placement and upper-floor stepbacks along important streets in the Core Area.

Goal 14  Create livable, well-designed, mixed-use communities.

Goal 15  Enhance connectivity and mobility throughout the city.

Goal 17  Enhance the entrances to the city.

Policy 17.1  At all major entry points to the city develop welcoming gateways that emphasize the unique qualities of Walnut Creek.

Goal 1  Preserve and enhance the visual amenity provided by the open spaces, hills, and creeks.

Policy 18.1  Preserve and enhance the urban connections to scenic views that are important to residents and visitors.

Policy 18.2  Improve the appearance and prominence of designated scenic corridors.

Goal 27  Promote “green” development and redevelopment.

Policy 27.1  Encourage resource-efficient building techniques, materials, and technologies in new construction and renovation.

Quality of Life

Goal 12  Maintain and enhance Walnut Creek’s position as a leading regional cultural and arts center.

Action 12.1.2  Require installation of easily viewable public art on private properties or payment of an in lieu fee in accordance with the Public Art Master Plan.
CHAPTER 2 POLICY FRAMEWORK

Transportation

Policy 4.1.3 Complete bicycle and pedestrian trail linkages, including the following:

In the Pleasant Hill and Walnut Creek BART areas

Policy 5.1 Promote bicycle use as an alternative way to get to work, school, shopping, recreational facilities, and transit stops.

Policy 5.2 Provide facilities that encourage and support bicycle travel.

Policy 6.1 Provide safe and attractive pedestrian routes along arterials and collectors leading to schools, along arterials or collectors that carry high traffic volumes, on all downtown streets, along major streets leading to the downtown, and on all streets to transit facilities.

Policy 6.4.2 Ensure that new parking lots in commercial and multi-family housing development provide safe and direct paths to building entrances from sidewalks and on-site parking areas.

Goal 7 Increase transit ridership and service to employment, schools, shopping, and recreation.

Policy 7.1 Encourage coordination among transit agencies in facilitating connections and transfers while minimizing delay and inconvenience.

Policy 7.2 Encourage improvements to transit systems that connect Walnut Creek residents to regional locations.

Policy 7.3 Link high-density residential developments, schools, employment centers, and shopping areas via transit.

Policy 9.2.2 Establish a trail connection that links BART to Mt. Diablo Boulevard and the Pedestrian Retail District.

Safety and Noise

Goal 5 Promote Public Safety

Action 5.5.1 Incorporate crime-reduction and public-safety features in the design and planning of private and public projects.

Goal 8 Provide compatible noise environments for new development, redevelopment & condominium conversions.

Policy 8.1 Apply the noise and land use compatibility table and standards to all residential, commercial, and mixed-use proposals, including condominium conversions.

Action 8.2.2 For new multifamily residential projects and for residential component of mixed use development, use a standard of 65 Ldn in outdoor areas, excluding balconies.

Action 8.2.3 Strive for a maximum interior noise level of 45 Ldn in all new residential units.

Action 8.2.4 For new downtown mixed-use development or for new residential development affected by noise from BART or helicopters, ensure that the maximum noise levels do not exceed 50 Ldn in bedrooms and 55 Ldn in other rooms.

Governance

Goal 5 Maintain and enhance Walnut Creek’s fiscal vitality.

Natural Environment and Public Spaces

Goal 7 Provide publicly accessible outdoor spaces in the Core Area.

Policy 7.2 Encourage the development of, maintenance of, and connectivity between high-quality public spaces in the Core Area.
2.2 BART TOD POLICY FRAMEWORK

BART’s TOD Policy and Guidelines contain relevant goals and policies for development of the Plan Area. The following section presents a summary of applicable BART goals and policies from these two policy documents.

**TOD GUIDELINES**

BART’s TOD Guidelines, published in June 2003, are designed to help guide planning and development around BART stations. These guidelines provide target densities for residential development in station areas.

These guidelines define a successful TOD as accomplishing the following goals:

- Enhance customer safety and convenience;
- Create an attractive, dynamic station area;
- Increase ridership and revenues for BART;
- Take advantage of development opportunities and revenue generation for local jurisdictions; and
- Improve system and station operational efficiency.

In order to meet the parameters set forth in BART’s TOD guidelines, development within the Plan Area should provide safe and convenient linkages to transit, create an attractive multi-use center that will increase ridership and revenue generation for BART, and improve overall station operation. Residential parking provisions are encouraged to be lower in a BART TOD than in neighborhoods farther from BART.

**TOD POLICY**

On July 14, 2005, the BART Board adopted a TOD Policy with the following policy goals:

- Increase transit ridership and enhance quality of life at and around BART stations by encouraging and supporting high-quality transit-oriented development within walking distance of BART stations;
- Increase transit-oriented development projects on and off BART property through creative planning and development partnerships with local communities;
- Enhance the stability of BART’s financial base through the value capture strategies of transit-oriented development; and
- Reduce the access mode share of the automobile by enhancing multi-modal access to and from BART stations in partnership with communities and access providers.

To maintain consistency with BART’s TOD Policy, development of the Plan Area should locate mixed-use development immediately adjacent to the Walnut Creek BART station and community design should encourage multi-modal access and transit ridership.
2.3 CCCTA BUS POLICY FRAMEWORK

CCCTA, a joint powers agency of 11 jurisdictions including Walnut Creek, provides fixed-route and paratransit service (County Connection) throughout the Central Contra Costa County communities of Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek, Danville, San Ramon, Lafayette, Orinda, and Moraga, and unincorporated communities. CCCTA drafted principles for BART and rail stations entitled CCCTA Principles for Bus Transit Accommodation at BART and Rail Stations and Major Transit Centers in the CCCTA Service Area. The goal of these principles is to ensure that developers and planners of new and upgraded rail stations include thoughtful accommodation of buses in order to provide first-class, multi-modal travel options for the public.

These policies address the following general issues:

• Access/egress/geometrics/circulation
• Passenger and operator amenities
• Bus facility siting
• Planning for the future

The CCCTA principles provide a level of policy guidance for transit station development more detailed than required for this Development Plan. However, Chapter 5, Circulation, of this document addresses transit issues related to access, amenities, and bus facility siting, consistent with CCCTA principles. The development partner shall work with CCCTA to integrate buses into the Plan Area's multi-modal circulation system. Additional coordination with CCCTA after Plan adoption will ensure further implementation of CCCTA guidelines. CCCTA policies are presented in more detail in Appendix A.

2.4 COUNTY AND STATE POLICIES

The following section presents state and county policies that are applicable to development in the Plan Area. Goals addressing these policies are presented in Chapter 4, Sustainable Community Design.

TITLE 24

The Energy Policy Act of 1992 set goals, created mandates, and amended utility laws to increase clean energy use and improve overall energy efficiency in the United States. In California, Title 24 sets energy efficiency standards for residential and nonresidential buildings; including standards spanning envelope, lighting, heating, ventilation and air conditioning (HVAC) and domestic water heating measures. Development in the Plan Area is required to meet the residential and nonresidential standards currently required by Title 24.

BEST MANAGEMENT PRACTICES (BMP)

The California Stormwater Best Management Practices (BMPs) Handbook provides guidance for stormwater control. Section 3, Erosion and Sediment Control, specifically provides guidance for selecting and implementing BMPs that will eliminate or reduce the discharge of pollutants from construction sites to waters of the state and developing and implementing stormwater pollution prevention plans. Development in the Plan Area will utilize BMP stormwater controls.

C3 REQUIREMENTS

In accordance with the National Pollutant Discharge Elimination System (NPDES) permit, development within the Plan Area must comply with the City of Walnut Creek's stormwater management and discharge controls and implement a Stormwater Control Plan in compliance with the Contra Costa Clean Water Program Stormwater C. 3. Guidebook. These criteria include permanent stormwater controls regarding stormwater runoff treatment, pre-project rates and durations, pollutant sources, and treatment and flow-control facilities.

CODE COMPLIANCE

Development within the Plan Area will be designed to comply with all applicable building, fire, BART, and safety codes, as well as the Americans with Disabilities Act (ADA).
CHAPTER 2 POLICY FRAMEWORK

2.5 TRANSIT VILLAGE PLAN POLICY FRAMEWORK

Based on the previous policy review, the policy framework in the following sections will guide future development within the Plan Area.

POLICY FRAMEWORK SUMMARY

The policy categories presented in Table 2-1 summarize policy themes by supporting document.

Table 2-1 Summary of Policy Framework by Theme and Guiding Policy Document

<table>
<thead>
<tr>
<th>Policy Categories</th>
<th>City of Walnut Creek</th>
<th>BART Policy</th>
<th>CCCTA Principles</th>
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<tr>
<td></td>
<td>General Plan</td>
<td>Housing Element</td>
<td>Economic Dev Plan</td>
</tr>
<tr>
<td>TOD Design and Development</td>
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<td>Circulation and Access</td>
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<td></td>
</tr>
<tr>
<td>Connect Downtown</td>
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<td></td>
</tr>
<tr>
<td>Public Gateways, Views, and Amenities</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Fiscal Vitality</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Safety and Noise</td>
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</tr>
</tbody>
</table>
POLICY THEMES

The following section presents existing policy themes by document that will guide future development within the Plan Area.

Transit-Oriented Design and Development

Designing stations that cater to the transit user in both scale and function, with safe and attractive design, multi-modal connections, and a convenient mixture of uses, can encourage transit ridership and decrease reliance on the automobile. This Development Plan envisions placing a mixture of transit-supportive uses such as residential, retail, and office immediately adjacent to the BART station. This policy direction is consistent with the goals of the Housing Element, Economic Development Plan, General Plan, BART’s TOD Policy and TOD Guidelines, and CCCTA Principles, summarized as follows:

- The General Plan’s goal is to coordinate land uses with transportation resources, enhance bike and pedestrian linkages at the Walnut Creek BART station, and encourage high-quality design (Built Environment: Goal 10, Policy 10.1, Policy 13, Policy 13.2; Transportation: Policy 4.1.3, Policy 5.1, Policy 5.2, Policy 7.2, Policy 7.3, Policy 9.2.2);
- The Housing Element encourages higher-density residential development near Downtown, public transit, and major thoroughfares that conforms to height and building setback requirements (Policy 3);
- The Economic Development Plan encourages mixed-use development (medium- and high-density office, residential, and local serving retail) near the Walnut Creek BART station and supports mixed-use development as a component of livable, well-designed communities (Built Environment: Goal 3, Policy 3.1, Action 3.1.1, Goal 10, Policy 10.1, Goal 14); and
- BART’s TOD Guidelines call for BART station areas to be both attractive and dynamic.

Mixed-Use Development

Mixed-use development places shops, services, and entertainment facilities close to residents and encourages access by walking, biking, and transit rather than solely by automobile. This Development Plan encourages locating high-density residential and neighborhood-serving retail immediately adjacent to the Walnut Creek BART station, within the City’s defined Core Area. This policy direction is consistent with the goals of the Housing Element, Economic Development Plan, General Plan, and BART’s TOD Guidelines, summarized as follows:

- The General Plan specifically encourages mixed-use development (medium- and high-density office, residential, and local serving retail) near the Walnut Creek BART station and supports mixed-use development as a component of livable, well-designed communities (Built Environment: Goal 3, Policy 3.1, Action 3.1.1, Goal 10, Policy 10.1, Goal 14); and
- The Housing Element encourages mixed-use in the Downtown Core Area in order to increase the supply of housing (Policy 1);
- The Economic Development Plan supports mixed-use development (medium- and high-density office and residential) at and surrounding the Walnut Creek BART Station (Policy 9.1);
- BART’s TOD Guidelines call for BART station areas to be both attractive and dynamic.

Housing

Locating medium- to high-density housing near transit helps create an active environment, meet regional housing needs, and increase the likelihood that residents will use these transit facilities—thus ensuring future ridership. The Development Plan envisions the placement of high-quality multifamily housing at a range of income levels immediately adjacent to the BART station, within the City’s Core Area, and within walking distance to Downtown Walnut Creek. This policy direction is consistent with the goals of the Housing Element, Economic Development Plan, and General Plan, summarized as follows:

- The General Plan supports locating high-density residential development in locations that enhance pedestrian access and reduce traffic, are located in the Core Area, and are linked to transit, schools, employment centers, and shopping areas (Built Environment:: Goal 2, Goal 3, Goal 10, Policy 10.1, Transportation: Policy 7.3).
• The Housing Element encourages higher density residential development in the Core Area, particularly near Downtown, public transit, major thoroughfares, shopping, and employment centers. (Policy 1, Policy 3) The element supports meeting regional housing needs (Policy 22);
• The Economic Development Plan encourages maintaining a range of affordable housing to meet the needs of the City’s workforce (Policy 4.1). Specifically, it supports mixed-use development surrounding the Walnut Creek BART Station (Policy 9.1); and
• The Inclusionary Housing Ordinance requires that new development provide a mix of affordable and market rate housing;
• The Design Review Guidelines require new multi-family housing to address design issues such as scale and character, views, building facades, exterior site design and landscaping, building materials, and facilities. (II. Residential Architecture, C. Multiple Family Residential)

Sustainability
Sustainable development creates a long-term positive social, economic, and environmental benefit to the surrounding community. This can be done when a development demonstrates a reduction of waste, stormwater runoff, energy and water requirements for building operation, automobile usage by its occupants, and materials and resource requirements for building construction. These and other “green building” practices improve the long-term sustainability of a development and its surrounding community by encouraging sustainable lifestyle choices, minimizing building impacts on the environment and conserving municipal resources. Future development in the Plan Area should embrace sustainable site design and green building practices. These characteristics are consistent with the goals of the General Plan and Housing Element, summarized below:
• The General Plan promotes “green” redevelopment within the City including resource-efficient building techniques, materials, and technologies. (Built Environment: Goal 27, Policy 27.1); and
• The Housing Element encourages the incorporation of energy conservation design features in existing and future residential development. (Policy 21).

Circulation and Access
An essential element of a successful transit station is ensuring that all users and service providers can easily access and circulate within the facility. Development of the Plan Area will provide safe and efficient circulation and access for a variety of modes. These characteristics are consistent with the goals of the General Plan, BART’s TOD Policy and TOD Guidelines, and CCCTA principles, summarized below:
• The General Plan policies support creating attractive and safe linkages for pedestrians and bicyclists to the Walnut Creek BART Station and surrounding areas. (Built Environment: Goal 15; Transportation: Policy 4.1.3, Goal 6, Policy 6.1, Policy 6.4.2, Goal 7, Policy 7.1, Policy 9.2.2);
• BART’s TOD policy is aimed at reducing automobile access by enhancing multi-modal access to and from BART stations in partnership with communities and access providers;
• BART’s TOD Guidelines are aimed at enhancing circulation and access through improving customer safety, convenience and system and station operation; and
• CCCTA principles deal with transit circulation and access issues such as access and egress, bike parking, and bus facility siting.

Connect Downtown
Providing clear physical and visual pedestrian and bicycle connections from transit facilities to employment centers, retail, and entertainment attractions encourages people to commute or visit using transit rather than the automobile. The Plan encourages site design elements to improve on-site connectivity and create clear connections to Downtown. These characteristics are consistent with the goals of the General Plan, summarized below:
• The General Plan supports improving pedestrian and bicycle connections from the station to Downtown to encourage transit usage and create a more accessible Downtown (Transportation: Policy 6.1, Policy 9.2.2);
• The North Main Street/Ygnacio Valley Road Specific Plan encourages the creation of an inviting pedestrian corridor between the Walnut Creek BART station and the Traditional Downtown.
Public Gateway, Views, and Amenities

Designing a transit center as a gateway not only creates a more attractive and inviting space for visitors and transit users, it can also create a unique landmark. As a gateway, development within the Plan Area should provide high-quality public outdoor spaces and amenities, taking advantage of view corridors to Mt. Diablo and public art projects. These characteristics are consistent with the goals of the Economic Development Plan and General Plan, summarized below:

- The General Plan envisions the intersection of Ygnacio Valley Road at North California Boulevard as a unique gateway that respects the existing view corridors from the site and creates a high quality publicly accessible outdoor space (Quality of Life: Goal 12, Action 12.1.2; Natural Environment and Public Spaces: Goal 7, Policy 7.2; Built Environment: Goal 17, Policy 17.1. Goal 18, Policy 18.1, Policy 18.2).
- The Economic Development Plan supports the creation of gateway corridors at all major entry points to the City which emphasize the unique qualities of Walnut Creek and provide methods of “wayfinding” to visitors and residents (Policy 7.1); and
- The Public Art Master Plan identifies the Plan Area as a priority public art site.
- The Design Review Guidelines provide gateway design guidelines for Ygnacio Valley Road at California Boulevard (IV. City Gateways), addressing issues such as signage, landscaping, setbacks, building design, public art, entry details, screening, and architectural finishes.

Safety and Noise

In order for a residential TOD project to be successful, it must create a place which is perceived safe and livable for both residents and visitors. Development within the Plan Area should integrate design techniques such as building orientation, architectural design, and building materials to help mitigate safety concerns and noise impacts characteristic of urban areas. These characteristics are consistent with the goals of the General Plan, summarized below:

- The General Plan promotes the use of crime and noise reduction techniques (Safety and Noise: Goal 5, Action 5.5.1, Goal 8, Policy 8.1, Policy 8.2, Action 8.2.2, Action 8.2.3, Action 8.2.4).

Fiscal Vitality

Development within the Plan Area should create a more active and attractive station area by locating a mixture of uses adjacent to transit, supporting existing transit infrastructure, and increasing future transit ridership and property and sales tax revenue for the City. These characteristics are consistent with the goals of the Economic Development Plan, General Plan, and BART’s TOD Policy and Guidelines, summarized below:

- The General Plan encourages maintaining and enhancing the City’s fiscal vitality (Governance: Goal 5);
- The Economic Development Plan strives to maintain and enhance Walnut Creek’s Fiscal vitality through continuing to attract a balance of tax-generating businesses to support the economic vitality and diversity of the City, while maintaining Walnut Creek’s quality of life (Policy 2.1);
- BART’s TOD Policy is aimed at ensuring BART’s future ridership and financial sustainability; and
- BART’s TOD Guidelines are aimed at increasing revenues for BART and local jurisdictions through promoting transit ridership and station development opportunities.

For information regarding the estimated fiscal impact of development concurrent with this Development Plan on the City of Walnut Creek’s General Fund refer to the Walnut Creek Transit Village Fiscal Impact Analysis.
3 LAND USE CONCEPT

3.1 LAND USE CONTEXT

The Plan Area occupies a strategic location within the City of Walnut Creek; located within a 10-minute walk (½ mile radius) of residential homes, and various office and retail districts including the Golden Triangle, North Main Street, the Traditional Downtown, and the Pedestrian Retail District (Figure 2, Land Use Context). Low-density single and multi-family residential neighborhoods are located directly to the west and south of the Plan Area. Located at the Walnut Creek BART station, the Plan Area also occupies a strategic regional location with transit access to the greater Bay Area.

RESIDENTIAL NEIGHBORHOODS

Built before the construction of the Walnut Creek BART station, surrounding residential neighborhoods located to the west and south of the Plan Area are characteristic of low-density single and multi-family homes (Figure 2). Land use designations for these neighborhoods permit three to fourteen dwelling units per acre, as illustrated in Figure 7, Existing General Plan Land Use Map. Pedestrian access from homes located to the west and south of the Plan Area are limited by their location across I-680 and Ygnacio Valley Road (named Hillside Avenue west of the Plan Area), the main point of access from the neighborhoods located to the west of the BART station. In recent years, numerous mid-density condominium developments have been built south of the BART station near Downtown. Currently, approximately 2,000 persons live within the Plan Area’s retail market area, according to the Walnut Creek Transit Village Market Study.

GOLDEN TRIANGLE

The “Golden Triangle”, a cluster of high-rise office buildings located immediately adjacent to the Plan Area to the north, was built after the construction of the BART station and contrasts in scale with surrounding lower-density residential neighborhoods. Additional mid-rise office uses are also located east of the Plan Area, across North California Boulevard. According to the Walnut Creek Transit Village Market Study, the Golden Triangle contains approximately 5,200 office workers.

Measure A, an anti-growth measure that limits the building heights at the site to 50 feet.
Chapter 3 Land Use Concept

NORTH MAIN STREET

North Main Street, Walnut Creek’s traditional downtown shopping street, is located parallel to North California Boulevard, one block southeast of the Plan Area, between the BART station and the Traditional Downtown. Currently, this section is composed of several different land uses but dominated by auto dealerships and a major retailer (Target). Recent improvements recommended by the North Main Street/Ygnacio Valley Road Specific Plan (Chapter 2, Policy Framework), such as the undergrounding of utilities, widening of sidewalks, addition of landscaping and street trees, and reduction of street widths have helped create a more inviting pedestrian corridor between the Walnut Creek BART station and the Traditional Downtown. Development within the Plan Area will support the vision for North Main Street by helping to create a more pedestrian-oriented corridor between the BART station and Downtown.

PEDESTRIAN RETAIL DISTRICT

Similar in form to the Traditional Downtown area, the Pedestrian Retail District is located southeast of the Plan Area. The district encompasses the Traditional Downtown area as well as additional land to its south. It is the civic and retail center of Downtown Walnut Creek and a thriving shopping, dining, and entertainment district within central Contra Costa County. The district consists of a collection of streetfront shops, restaurants, and offices, as well as civic and cultural uses. Buildings in this district are generally built to the sidewalk and consist of ground-floor retail and upper floor office space. Streets are lined with sidewalks, trees, ornamental streetlights, special pavement treatments, and are generally bustling with activity day and night, adding to the vitality of Downtown.

TRADITIONAL DOWNTOWN

Walnut Creek’s Traditional Downtown is located within a 10-minute walk (half mile) southeast of the Plan Area, to the southeast (Figure 2). The Traditional Downtown is located at the center of the City’s designated Core Area, along Locust and North Main streets, south of Civic Drive, and north of Mt. Diablo Boulevard. A walkable area, this traditional downtown is composed of small parcels set within a modified grid street with one- to two-story buildings fronting onto the sidewalk and strategically placed public parking structures and surface parking lots.
3.2 LAND USE REGULATIONS

Under the direction of the City of Walnut Creek, the Development Plan envisions the redevelopment of the entire BART property as mixed-use residential, requiring a change in the existing land use designation and permitted building height. The following section provides an overview of existing and proposed land use designations and development regulations for the Plan Area.

LAND USE DESIGNATIONS

As depicted in Figure 7, Existing General Plan Land Use Map, the Plan Area currently has two General Plan land use designations, as only the western portion of the site was under consideration for development at the commencement of the General Plan update process. The General Plan designates the western portion of the Plan Area as Mixed-Use–Residential Emphasis (MU-R), intended to encourage a combination of ground floor retail with office and/or residential uses above. The eastern portion of the Plan Area is designated as Public/Semi-Public (PU), allowing public facilities. A General Plan Amendment would be required to expand the mixed-use designation to the entire site.

DEVELOPMENT REGULATIONS

The following section presents development regulations such as zoning, building heights, Floor Area Ratio (FAR), building setbacks, and mass and scale requirements for the Plan Area.

Zoning

The Plan Area is currently zoned Community Facility (CF), as illustrated in Figure 8, Existing Zoning. This zone permits a wide variety of uses including performing arts theaters, cultural institutions, adult and child day care facilities, clubs and lodges, or schools (public or private). Mixed-use development within the Plan Area will require a rezoning from CF to Planned Development (P-D). The P-D zoning will define development permitted in the Plan Area, through site design, building massing, land use intensity and distribution, and parking provisions.

Building Height

Approved by Walnut Creek voters in 1985, Measure A, the Building Height Limitation Initiative, established a maximum height of 50 feet for this site, consistent with the height limits in place at the time. The City is able to establish lower height limits by zoning and General Plan amendment, but may not exceed the Measure A height without a vote approved by Walnut Creek residents. The General Plan currently has two building height zones in the Plan Area, illustrated in Figure 9, General Plan and Measure A Height Limits. According to the General Plan, the western portion of the site has a maximum height allowance of 50 feet while the eastern portion has a maximum height allowance of 35 feet. The Housing Element specifically identifies the eastern portion of the Walnut Creek BART station as an area of potential height increase to 50 feet, within Measure A requirements. Development within the Plan Area shall be consistent with General Plan and Measure A height requirements. Accordingly, a General Plan Amendment will be required to increase the maximum height allowance from 35 to 50 feet for the eastern portion of the Plan Area.

Floor Area Ratio (FAR)

The General Plan allows a FAR of 1.5 to 2.5 for Mixed-Use Residential Emphasis (MU-R), with commercial uses allowed only to a maximum FAR of 0.3. This use is intended to be primarily residential with a combination of ground floor retail with office and/or residential uses above the ground floor. For Public/Semi Public (PU) the General Plan designates an FAR of 0.1 to 2.0 (on a case-by-case basis). However, since the Plan Area is located within the Core Area, the General Plan assigns a maximum commercial FAR of 0.2, a mixed-use FAR of 1.7 for the western portion of the Plan Area, and a commercial FAR of 2.0 for the eastern portion of the Plan Area, as illustrated in Figure 10, Floor Area Ratio. Development within the Plan Area shall be consistent with General Plan maximum mixed-use FAR requirements for the Core Area (a maximum FAR of 1.7). Accordingly, a General Plan Amendment will be required to extend the MU-R designation to the entire site.
FIGURE 7
EXISTING GENERAL PLAN LAND USE

- **PROJECT AREA**
- **BART ROUTE**
- **MULTIFAMILY LOW (MFL)**
  - 6.1 - 14.0 DU/AC
- **MULTIFAMILY VERY HIGH (MFVH)**
  - 30.1 - 50.0 DU/AC
- **MIXED USE - RES. EMPHASIS (MU-R)**
  - DENSITY VARIES
- **MIXED USE - GOLDEN TRIANGLE (MU-GT)**
  - DENSITY VARIES
- **AUTO SALES AND SERVICE (AS)**
- **GENERAL RETAIL (GR)**
- **PUBLIC/SEMI PUBLIC (PU)**
- **OFFICE (OF)**
FIGURE 9
GENERAL PLAN AND MEASURE A HEIGHT LIMITS

- **PROJECT AREA**
- **BART ROUTE**
- **30 FEET**
- **35 FEET**
- **50 FEET**
- **70 FEET**
- **89 FEET**

Legend:
- Walnut Creek BART Station

Map showing project area and BART route, with height limits indicated in feet.
Building Setbacks

The General Plan establishes a minimum building setback of 10 to 20 feet (15-foot average) along Ygnacio Valley Road and Pringle Avenue and a minimum building setback of 20 to 30 feet (25-foot average) along North California Boulevard at the intersection of Ygnacio Valley Road, as illustrated in Figure 11, Building Setbacks. Development within the Plan Area shall comply with General Plan required building setbacks.

Mass and Scale

Development in the Plan Area should be compatible with development in the surrounding districts and respectful of existing character and context. The creation of visual harmony and transition between new and old buildings should be considered when determining appropriate mass and scale for new buildings. Although the General Plan does not regulate mass and scale, the P-D zoning process will establish the site plan, building massing, the distribution of uses, number of residential units, parking provisions, etc. Design review, a requirement of the P-D zoning process, would determine the final details of the building configuration, the architectural character of the buildings, and the site and landscaping improvements for future development in the Plan Area.

Figure 12, Scale Comparisons, contrasts the Plan Area with the Traditional Downtown district.

3.3 LAND USE CONCEPT

As illustrated in Figure 6, Land Use Concept, the Plan Area should be developed as a mixed-use Transit Village, predominately residential in character with ground floor retail, office, and open space uses. Commercial uses range from neighborhood-, office-, and transit-serving retail and office space. In general, neighborhood- and office-serving retail uses should be strategically located adjacent to new Transit Village housing and existing office uses in order to take advantage of the market generated from new residents and existing office workers. Transit-serving retail uses should be located adjacent to BART and CCCTA transit facilities and pedestrian pathways in order to take advantage of the market generated from BART and CCCTA commuters. Additional information on land use allocation and design is located in Chapter 4, Sustainable Community Design.
FIGURE 11
BUILDING SETBACKS

- PROJECT AREA
- BART ROUTE
- REQUIRED BUILDING SETBACKS
  - MODERATE: 10'-20' (15' AVERAGE)
  - MAJOR: 20'-30' (25' AVERAGE)

Walnut Creek BART Station
FIGURE 12
SCALE COMPARISON

- PLAN AREA
- BUILDING
- PARKING
- OPEN SPACE
- HIGHWAY
- ROADS
- TRADITIONAL DOWNTOWN
- PEDESTRIAN RETAIL DISTRICT

CENTRAL WALNUT CREEK CONTEXT

MT DIABLO BLVD.
N. MAIN ST.
NEWELL AVE.
CENTRAL WALNUT CREEK CONTEXT

BROADWAY RD.
RESIDENTIAL

Residential will be the most prominent land use within the Plan Area. Placing new housing near existing transit infrastructure at a range of income levels and household types will help meet regional housing needs and contribute toward the City’s supply of affordable housing. Residential buildout for the Plan Area is presented in Chapter 4, Sustainable Community Design.

Residential Units

The Development Plan envisions residential development within the Plan Area to take the form of four multi-family residential podium structures with residential units placed along the perimeter of upper floors with access through a main entrance, lobby, or subsurface parking. This type of construction has the potential to meet the desired residential density and maximum height requirements. While each podium structure may share underground parking structures, they should be separated by internal public open space pedestrian and/or retail corridors. This separation will help provide important pedestrian connections to transit facilities and retail and office spaces and blend these structures in form with the surrounding community.

The central portion of the structures should provide a private common landscaped courtyard, providing not only air and light to inward-facing units but also a semi-private internal gathering place for residents. These spaces should provide amenities and landscaping in a manner that creates a space that is welcoming to all residents.

The goals located below and on the following pages elaborate upon the land use vision for the Plan Area.

Goal 3.1

Provide a mix of affordable and market-rate housing units consistent with the City’s Inclusionary Housing Ordinance.

COMMERCIAL

Retail uses should also be integrated into identified areas in the Plan Area to activate ground floor areas and provide convenience services and goods for local residents, commuters, and office workers. Development for the Plan Area envisions placing retail uses in areas located near transit facilities, and along pedestrian corridors with access, signage, and connection improvements. This strategic placement of commercial uses will create active and inviting edges, and attract transit riders and retail customers, supporting efforts to create a pedestrian corridor between the BART station and the Traditional Downtown.

Neighborhood-Serving Retail

Neighborhood-serving retail uses envisioned for the Plan Area include delis, coffee shops, and other small-scale, ground floor retail shops that provide convenience services to local residents and employees. Incorporating these retail uses into the Plan Area creates an opportunity to activate ground floor areas and capture local retail demand.

Although the Plan Area is located in a highly visible intersection, retail customer access is limited to the site due to heavy automobile traffic on Ygnacio Valley Road and North California Boulevard, limited pedestrian road crossings to the site, sloping topography along Ygnacio Valley Road, and limited on-street parking (Figure 4).
Office-Serving Retail

Office-serving retail uses envisioned for the Plan Area include financial and real estate services such as banks or e-trade retail space that require client interface. In general, there is demand for ground floor office-serving retail and office space, as it is not currently permitted in the Pedestrian Retail District. The Planned Development (P-D) zoning designation could provide flexibility for ground floor office-serving retail and office space.

Transit-Serving Retail

Transit-serving retail uses provide convenience services for transit commuters such as a coffee shop, copy store, bike shop, or other retail shops. A small amount of transit-serving retail use is envisioned for the Plan Area. As transit riders are unlikely to travel out of their way between the station and their car, bus, or other destination, transit-serving retail uses should be strategically located directly adjacent to the BART station, bus bay waiting areas, and bicycle and automobile parking access points to most successfully capture transit commuter customers. A large bookstore, clothing, or specialty store could also be in keeping with the character of a transit- and pedestrian-oriented neighborhood.

Office

Similar to office-serving retail uses, office uses for the Plan Area are envisioned to include financial and real estate services. Office space may be paired with ground floor office-serving retail space to provide adjacent professional office space. Integrating office uses into the site creates an opportunity to take advantage of the Plan Area’s strategic location close in proximity to transit, I-680, the Golden Triangle, and downtown retail areas.

Goal 3.2 Select retail uses that provide convenience services and goods for Transit Village residents, commuters, and nearby office workers.

Goal 3.3 Select transit- and office-serving retail uses that can be successful serving peak hour transit commuter traffic.

Goal 3.4 Coordinate with BART and/or CCCTA to place electronic signage of transit schedules in transit-serving retail areas.

5 According to the Walnut Creek zoning code, financial services (and office in general) are not permitted on the ground floor level with frontage in the Pedestrian Retail District. They are however, permitted on floors above ground level or on the ground level without frontage on a public right-of-way. Banks are permitted with a conditional use permit. For more information refer to the Walnut Creek Transit Village Market Study.
Commercial Flex-Space

Commercial flex-space provides adaptable storefront space for small-scale neighborhood, transit, and office-serving retail and office uses with the potential to also accommodate residential space in the rear of the unit. This space would be approximately 25 by 40 feet in dimension and include movable module walls that could be removed or added as needed to accommodate both commercial/office space and residential space or only commercial/office. Each unit would include a bathroom and storage area in the back.

This flex space has the potential to extend the character and activity of retail/office spaces into pedestrian corridors and edges and provide an opportunity for market adaptability, as transit ridership and market demand increase over time. It also provides Transit Village residents an opportunity to find flexible storefront work space close to home. These uses are envisioned to include small-scale, client-based retail and office business such as yoga studios, artist galleries, medical offices (i.e., chiropractors and acupuncturists), or hair salons.

Goal 3.5 Place commercial flex space along the pedestrian walkways of the eastern parcel and along Pringle Avenue to create more active edges and pedestrian corridors.

Goal 3.6 Design modules so that they are 25 by 40 feet in dimension.

AMENITIES

In addition to affordable housing and retail services, the Development Plan envisions providing other public and private benefits such as improved connections to transit facilities, new open spaces, public art, gallery/meeting space, and enhanced view corridors.

Transit Facilities

The Plan Area currently provides major transit amenities to the City of Walnut Creek, including the Walnut Creek BART’s station, County Connection’s bus bays, bike storage facilities, surface parking lots, structured parking garage, and access roads. Development in the Plan Area will work with these transit providers to improve existing transit facilities. The Development Plan envisions the redevelopment of existing surface parking lots and provision of replacement structure parking garages, relocation of bus bays, and general circulation improvements for all users. Circulation improvements are discussed in more detail in Chapter 5, Circulation.

Open Space

Public and private open space elements shall be integrated into the Plan Area to welcome residents and visitors, create attractive natural spaces, and take advantage of views of Mt. Diablo and adjacent hills. Views and public and private open spaces are discussed in more detail in the following sections.

Public

The General Plan encourages commercial and residential redevelopment projects within the Core Area to include high-quality public spaces. Development within the Plan Area should accommodate a variety of public open spaces including plazas, gardens, and walkways.

Private

In addition to the public open spaces, development within the Plan Area should provide commonly maintained private open spaces within each residential area consisting of patios, and garden courts. Development with the Plan Area should also include private amenities such as a clubhouse, pool, and recreation facilities for residents to create high quality housing.

Gallery/Meeting Space

Aside from landscaped plazas, retail shops and public art, the Transit Village plans to provide a public/private gallery and meeting space at the corner of Ygnacio Valley Road and California Blvd. This space will contain an area donated to the Walnut Creek Arts Council for display of art and historical memorabilia as well as house a meeting area which can be reserved and used by the neighboring business community. This facility will help to activate this area and provide a destination for local artists to display their works for viewing by the public.

Goal 3.7 Provide public/private gallery and meeting space at the corner of Ygnacio Valley Road and California Blvd.

Public Art

Developed by the Walnut Creek Arts Commission and adopted by the City of Walnut Creek in 2000, the Public Art Master Plan is based on the belief that public art enhances and defines a city’s image.
This Master Plan requires that public art planning be integrated into development project planning at the earliest possible stage, be commensurate with the scale and visibility of the project, and be compatible with its architecture, landscape, and surrounding environment.

**Goal 3.8** Work with Walnut Creek Arts Commission to incorporate public art into the development project planning at the earliest possible stage.

**Goal 3.9** Ensure that art is commensurate with the scale and visibility of the project, and be compatible with its architecture, landscape, and surrounding environment.

**View Corridors**

With its views of Mt. Diablo and traditional walkable downtown, Walnut Creek has a unique identity valued by residents and visitors alike. Views of Mt. Diablo can be seen from various points within the Plan Area (Figure 5). In accordance with the General Plan, development within the Plan Area should take advantage, where possible, of these view corridors through proper site design and building orientation, enhancing elements that define the City’s unique identity.

**Goal 3.10** Design buildings and public spaces to take advantage of view corridors to Mt. Diablo.
4 SUSTAINABLE COMMUNITY DESIGN

“Sustainable Development” can be defined as development that meets the needs of the present without compromising the requirements of future generations. Development in the Plan Area should be designed to meet the needs of Walnut Creek residents—by providing housing, transit connections, and convenience retail—while minimizing its impact on the surrounding community and environment. In order to be sustainable, development must be designed appropriately to meet the environmental, economic, and equity needs of the surrounding community, with a particular focus on minimizing its contribution to future climate change.

The success of a mixed-use Transit Village is largely determined by its ability to combine land uses and design elements to create an environment that can attract and serve a wide variety of users, ranging from residents, transit users, retail customers, and businesses. As identified in the Walnut Creek Transit Village Market Study, placement, site access, and parking are key design issues for the success of retail space in the Plan Area. Although the intersection of Ygnacio Valley Road and North California Boulevard is a desirable site for mixed-use development in terms of location and visibility, limited pedestrian crossings and street parking present accessibility challenges for development. The following section presents design guidelines for economic, social, and environmental sustainability.

Three Components of Sustainable Development

4.1 DESIGNING FOR MARKET SUCCESS

As previously presented in Figure 6, Land Use Concept, a mixture of residential, retail, and office uses are envisioned for the Plan Area. The following section presents envisioned land use buildout and design synergies for the Plan Area.

ALLOCATION

The Development Plan envisions approximately 600 multi-family units for the Plan Area, including both affordable and market-rate units. Assuming 1.59 residents per unit, this would result in approximately 950 residents.

Envisioned ground floor retail/office uses include a specialty grocery, exercise club, sundries/magazines store, flower/gift shop, dry cleaners, coffee bar, beauty supply store, sit-down restaurant, café, juice bar, other food service store, skin care/nails store, hair salon, financial service and general office. These types of uses vary in square footage, ranging from approximately 600 square feet for smaller stores (flower/gift, dry cleaner, etc.) to approximately 2,500 for a sit-down restaurant. Larger uses (such as an exercise club) would be approximately 14,000 square feet and could be accommodated in the commercial/office space envisioned for the Plan Area, capitalizing on BART riders, office workers, and new village residents. The base retail scenario is illustrated in Figure 6, Land Use Concept. The optimal scenario assumes the provision of additional design elements (i.e. on-street parking spaces) that will enable an increase in retail success within the Plan Area and along North California Boulevard. Recommended design elements for both base and optimal conditions are presented in the following section.
environmental sustainability
- low-impact design
- stormwater control
- transit orientation
- energy efficient buildings
- low light pollution
- pedestrian-oriented design
- water-efficient fixtures

social sustainability
- multi-family and affordable housing
- transportation choices
- crime prevention through environmental design
- bicycle lockers and facilities
- improved public realm
- civic pride
- environmental learning center

economic sustainability
- enhances local property values
- more local capture of spending
- greater jobs-housing balance
- investing in existing infrastructure
- more local amenities for residents

FIGURE 13: SUSTAINABLE DEVELOPMENT


**DESIGN SYNERGIES**

In order to take advantage of the Plan Area’s strategic location, future residential and commercial development within the Plan Area should be strategically located to take advantage of potential market demand and synergies. Market synergy goals are presented in the following section for both base and optimal performance.

**Base**

**Goal 4.11** Locate commercial uses along high pedestrian and automobile traffic areas located at intersections and site edges.

**Goal 4.12** Place transit-serving retail immediately adjacent to BART station, bus bays, and parking access points and waiting areas to be visible to commuters.

**Goal 4.13** Co-locate retail and office to maximize synergies with daytime office employees and retail establishments.

**Goal 4.14** Provide public plazas in areas adjacent to retail uses and protected from the street.

**Goal 4.15** Build retail heights to a minimum of 10 feet, with restaurant uses at least 12 feet in height.\(^6\)

**Goal 4.16** Allow for outdoor retail activity directly adjacent to storefronts.

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**Optimal**

The following design goals would enable an additional allocation of retail space within the Plan Area, illustrated in Figure 6, Land Use Concept.

**Goal 4.17** Place commercial/residential flex space or shopkeeper units within pedestrian corridors and edges to activate ground floor spaces and provide market adaptability.

**Goal 4.18** Consider a shared parking strategy that would provide immediate executive parking spaces for office employees.

**Goal 4.19** Increase the number of street parking spaces along North California Boulevard to improve retail accessibility.

**Goal 4.20** Allocate an area for valet service for restaurant uses, as appropriate.

**Goal 4.21** Consider creating a signalized mid-block pedestrian crossing at North California Boulevard to provide easier access for office workers located east of the Plan Area.

**Goal 4.22** Offer a portion of the retail to have a minimum retail depth of 40 feet to accommodate grocery and/or restaurant users.\(^7\)

**Goal 4.23** Accommodate rear service entrances for retail only properties, where feasible.

For additional information regarding the market demand for these uses in the Plan Area, refer to the *Walnut Creek Transit Village Market Study*.\(^7\)

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\(^6\) The Walnut Creek Transit Village Market Study recommends a minimum building height of 10 feet for conventional retail and 12 feet for full-service restaurants. Refer to the study for more details.

\(^7\) According to the Walnut Creek Transit Village Market Study, store depths can vary by retail type, with grocery and drug stores requiring depths of more than 40 feet and cafés, florists, and other small retailers requiring less. Refer to the study for more details.
4.2 TRANSIT VILLAGE DESIGN GUIDELINES

The following section presents essential design elements for Transit Village success. These elements envision the Plan Area as a gateway with active and welcoming edges and entrances. The site and its buildings should be pedestrian-oriented, providing clear signage and attractive architectural elements and landscape features.

ENTRIES AND EDGES

Future development within the Plan Area should locate retail and/or commercial/residential flex space uses at pedestrian entries and/or along corners to create active, attractive, and welcoming entrances and edges.

Goal 4.24 Place Transit Village entries so that they are clear and transparent from the sidewalk, and inviting to passing pedestrians rather than blocking them out.

Goal 4.25 Locate and design entries to minimize potential conflicts between pedestrian, bicyclists, buses, and automobiles.

Goal 4.26 Improve pedestrian linkages to surrounding office areas.

Goal 4.27 Include multiple points of entry into retail areas.

Goal 4.28 Orient buildings along North California Boulevard to the street with direct building entrances oriented to, and connected from the sidewalk.

Goal 4.29 Build commercial/residential flex space frontage to the front yard setback or build-to-line, except where an additional setback is occupied by a publicly accessible entry court that is visible from the street or promenade.

Goal 4.30 Design commercial/residential flex space units to have accessible public access points and be generally flush with the elevation of the adjacent sidewalk or promenade.

Public access points may include sidewalks, internal pathways, or public plazas.

Goal 4.31 Wrap structured garages with retail or other “active” uses, where viable, at the ground floor to improve the appearance of the main pedestrian routes serving the area.

Goal 4.32 Design public open spaces to create a network of accessible pedestrian access points and walkways leading to the transit station, residential and retail, as well as informal gathering spaces.

GATEWAY FEATURES

Walnut Creek’s General Plan and Design Guidelines designate the Plan Area as a major gateway for the City. Visibility and access to the site from the west and along Ygnacio Valley Road is limited due to the site’s adjacency with I-680 and sloping topography from north to south, creating a hard edge along Ygnacio Valley Road (Figure 4). Future development in the Plan Area should be designed to create a unique sense of place and arrival and accommodate the site’s topography. The following goals for the Plan Area are adapted from the City of Walnut Creek’s Design Review Guidelines for City gateways.

Goal 4.33 Create an attractive gateway for residents and visitors that reflects Walnut Creek’s unique character.

The gateway should be visible to BART patrons, Walnut Creek residents, pedestrians, and drivers arriving to the station from surrounding streets or the freeway.

Goal 4.34 Create a high-quality signature project and “sense of place” for the City of Walnut Creek

Site design, building architecture, gateway features, mixed uses, and public art are example elements in creating unique spaces.

Goal 4.35 Improve the appearance and prominence of the site through the use of appropriate signage, landscaping, setbacks, and building design to signal a transition into the City’s core area.

Goal 4.36 Provide additional landscaping treatment and special design amenities, such as public art.

This is particularly important at intersections, which are often viewed by vehicle travelers while “at rest” who are more aware of the character of their surroundings.

Goal 4.37 Design buildings and landscape features along Ygnacio Valley Road to accommodate the slope and create an attractive visual gateway to the southern portion of the Plan Area.
Goal 4.38 Design buildings with a continuous architectural finish on all sides of the structure when they are visible and/or prominent from adjacent street and I-680 vantage points.

PEDESTRIAN SCALE

Development within the Plan Area should be oriented to the pedestrian in scale, creating active and visually appealing spaces at the ground floor, especially along internal and external pedestrian corridors and entrances.

Goal 4.39 Plaza spaces should be designed as an outdoor living room, with comfortable seating, tables, and shade to help activate these spaces for residents and visitors.

Goal 4.40 Design commercial/residential flex space units and retail stores to include shops and services that follow the pattern of traditional street front shops and have large visually permeable windows and pedestrian scale details. Pedestrian scale details like stoops, porches, or awnings can provide a visually interesting façade even when these units are not occupied by active retail or office space.

Goal 4.41 Require commercial/residential flex space and commercial building fronts to include a moderate to high level of transparency, at least 50 percent at the pedestrian level, in order to promote interest and security.

WAYFINDING SIGNAGE

Clear and attractive signage must be provided to direct residents, visitors, and commuters to transit facilities and services as well as neighboring districts such as Downtown. As people travel through and around the Plan Area, the location of amenities and notable destinations should be apparent.

Goal 4.42 Provide a system of pedestrian-scale wayfinding signage, to increase the clarity of routes for residents and visitors.

Goal 4.43 Use special architectural treatments and signage at auto and pedestrian entries.
ARCHITECTURAL CHARACTER
No one particular architectural theme is being promoted for the Plan Area, but rather the emphasis is to promote high quality design and variety within a framework.

Goal 4.44 Development within the Plan Area should incorporate a diversity of architectural styles, high quality building types, materials and details, building square footage, setbacks, and landscaping.

Goal 4.45 Design new development to respect the scale and character of the surrounding neighborhood through attention to views, building scale and orientation, proximity to adjacent uses, location of garage driveways, noise, lighting and landscape.

BUILDING ARTICULATION
All building facades that are publicly visible should include three-dimensional detailing such as belt courses, window moldings, balconies, and reveals to cast shadows and create visual interest. Additional elements that may be used to provide visual relief include awnings and projections, trellises, detailed parapets, or arcades.

Goal 4.46 Incorporate special building elements and architectural expressions such as towers, special entry signs, or cupolas at key locations to define arrival along Ygnacio Valley Road, North California Boulevard, and Pringle Avenue.

Goal 4.47 Design roof parapets to be simply articulated and adorned for visual interest.

MATERIALS AND COLORS
Authentic use of materials and color schemes will create an attractive feel for the Plan Area. All surface treatments or materials should be designed as an integral part of the building and not merely applied to the surface. Design treatments, colors, and material should be enhanced at side and rear elevations when exposed to close public view.

Goal 4.48 Encourage the use of canvas awnings and metal canopies to provide shelter and shade to the pedestrian, and color and life to the building façade.

Goal 4.49 Select building materials that are durable and require low maintenance.

Goal 4.50 Articulate building facades using color or change in materials to emphasize the facade elements.

Goal 4.51 Vary the planes of the exterior walls in height, depth, and/or direction. Long facades shall be designed with sufficient building articulation, reveals and, in some cases, landscaping to avoid a monotonous or overpowering institutional appearance.

Examples of desired building materials and articulation
LANDSCAPE ELEMENTS

Landscaping is an integral part of the site design envisioned for the Plan Area. Landscape elements can complement the design of the buildings, enhance views, and provide buffers, transition areas, and screening. The Plan Area shall aim to provide durable and attractive landscape elements, combining a mixture of hardscape and plantings features such as enhanced paving, garden courts, bioswales, and accent trees appropriate for a Transit Village. Landscape features will create an attractive pedestrian environment for all users and comply with C.3 stormwater requirements (Chapter 2, Policy Framework). Refer to Section 4.5, Green Building Strategies for additional guidelines regarding stormwater control.

Goal 4.52 Incorporate landscaping features such as plazas, garden courts, accent trees, and enhanced paving to create durable, attractive, comfortable, and safe public and private spaces.

Goal 4.53 Encourage a variety of landscape treatments for buffer planting and building edges; create interesting and unique landscape conditions.

Goal 4.54 Use landscape materials that are consistent with building materials to provide a more seamless connection between the buildings and landscape. Materials should be durable and appropriate for the site usage.

Goal 4.55 Incorporate a variety of landscape materials to establish unique spaces throughout the Plan Area while providing a consistent overall theme. Linear paving patterns help link destinations. Material changes help define plazas.

Goal 4.56 Exterior spaces shall be designed to enhance the overall appearance and compatibility of such development by providing privacy, buffering and daylight, and to provide a pleasant transition to the street.

Goal 4.57 Incorporate landscape and building treatments to screen parking and service areas and create a more attractive pedestrian environment. This can be accomplished through placing commercial uses at street-level or incorporating building articulation, glazing, and/or landscape techniques.

Goal 4.58 Avoid or activate blank walls lining parking areas to create a more attractive element for residents and transit users.

Goal 4.59 Screen rear service yards, storage areas, and parking lots adjacent to roads, walkways, residences, and I-680.

Goal 4.60 All trash and recycling enclosures shall be constructed of sturdy, opaque materials (with trash receptacles screened from view) which are in harmony with the architecture and materials of the main buildings.

Goal 4.61 Include a variety of evergreen and deciduous trees. Trees can be used to define spaces and help establish the hierarchy of spaces. Deciduous trees should be placed to shade building facades and plazas in summer. Palm trees may be used to frame views and highlight main plaza spaces.

Goal 4.62 Place fixed and/or movable planter pots in plazas to add variety, highlight entry points, and define the space. Movable pots can provide flexibility to plazas.

Goal 4.63 Design paving materials to meet ASTM standards for slip resistance and withstand anticipated traffic loads.  

Goal 4.64 Incorporate C-3 areas into landscape design as features. C-3 planters may be used on podium areas and tight planting areas. C-3 planters must have wall materials that match the landscape walls.

Goal 4.65 Use grade changes to create terraced rain gardens and concentrate swales in the lower ends of site.

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8 American Society for Testing and Materials (ASTM) is one of the largest voluntary standards development organizations in the world—a trusted source for technical standards for materials, products, systems, and services.
CHAPTER 4 SUSTAINABLE COMMUNITY DESIGN

4.3 ENVIRONMENTAL COMMUNITY DESIGN

The following section presents various environmental community design techniques that address potential safety and noise concerns for the Plan Area, improving the overall quality of life for Transit Village residents and users.

COMMUNITY DESIGN

Creating a Transit Village environment perceived safe by residents and users is a critical component in creating a livable and functional space. In addition to basic fire and safety services provided by the City of Walnut Creek Police Department, BART Police Department, and Contra Costa County Fire Protection District, development within the Plan Area will incorporate Crime Prevention Through Environmental Design (CPTED) techniques to provide additional safety measures. CPTED is based on the premise that the proper design and use of the physical environment can lead to a reduction in the occurrence and fear of crime, thereby improving the quality of life. Additional information on fire and safety services is provided in Chapter 6, Public Infrastructure and Services.

Examples of crime prevention techniques

Development in the Plan Area should incorporate the following CPTED strategies:

9 Source: CPTED Website, http://www.cpted-watch.com

PARKING

Currently, the Plan Area is largely dominated by surface parking facilities built to accommodate BART riders. Future development will redevelop existing surface parking lots and provide a replacement structure parking garage for BART and new mixed uses. The new garage should be designed to integrate rail, bus, pedestrian, auto, and bike facilities to maintain a successful multi-modal station. This parking structure should be designed as pedestrian-friendly as possible keeping in mind the character of other new buildings in the Plan Area and reflecting an appropriate level of articulation and detail.

Goal 4.66 Design and locate parking lots to minimize the number of vehicle crossings over primary pedestrian routes leading to the BART station.

Goal 4.67 Locate major parking garages to be accessed from arterial roads around the station, minimizing their impact on existing communities or the pedestrian environment near the station.

Goal 4.68 Combine the new parking structure with ground floor retail, where feasible, to activate its edges and create a more attractive pedestrian environment. These uses should be located along the most active pedestrian and public areas and integrated into the overall building form. When built facing a street corner, special landmark architectural treatments should be introduced to help blend the building with its context.

Goal 4.69 Break down the visual bulk or monotonous nature of parking structures with articulation of the exterior façade, landscaping, and artwork.

Goal 4.70 Enhance elevator or stair towers with vertical relief, or incorporating buffer plantings or artwork to provide distinction and visual interest.

Examples of crime prevention techniques

Development in the Plan Area should incorporate the following CPTED strategies:

9 Source: CPTED Website, http://www.cpted-watch.com

EDAW AECOM

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CHAPTER 4 SUSTAINABLE COMMUNITY DESIGN

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- **Natural Surveillance** – Keep intruders easily observable through design features that maximize visibility of people, parking areas, and building entrances. These features include doors and windows that look out onto streets and parking areas, pedestrian-friendly sidewalks and streets, balconies, and adequate nighttime lighting.

- **Natural Access Control** – Decrease crime opportunity by creating a perception of risk for offenders. Natural access control can be achieved by designing streets, sidewalks, building entrances, and neighborhood gateways to clearly indicate public routes and discourage access to private areas with structural elements.

- **Territorial Reinforcement** – Create or extend a sphere of influence to allow users to develop a sense of territorial control while potential offenders, perceiving this control, are discouraged. Examples of features that could be incorporated include defining property lines and distinguishing private spaces from public spaces through landscape plantings, pavement designs, gateway treatments, and fences.

- **Maintenance** – Proper maintenance of public areas encourages use of the space for its intended purpose and discourages abnormal or criminal use. Crime is less likely to occur in public spaces that are properly designed, managed, and maintained. In addition, locating appropriate activities in an area increases surveillance and enhances access control.

Development in the Plan Area will follow the following goals aimed at crime deterrence.

**Goal 4.71** Integrate design features such as sidewalks and streets, balconies, and lighting to maximize visibility of people, parking areas, and building entrances.

**Goal 4.72** Design streets, sidewalks, building entrances and neighborhood gateways to clearly indicate public routes and discourage access to private areas with structural elements.

**Goal 4.73** Distinguish private spaces from public spaces through landscape plantings, pavement designs, gateway treatments, and fences.

**Goal 4.74** Coordinate with private security, BART, and City Police to ensure the proper maintenance of public areas to discourage abnormal or criminal use.

**Goal 4.75** Locate pedestrian activities in strategic areas to increase surveillance and enhance access control.

**Goal 4.76** Secure private parking garages with gates and/or access cards to deter vandalism or theft.

**NOISE REDUCTION TECHNIQUES**

The Plan Area is located in the City’s Core Area adjacent to various noise sources including I-680, the BART tracks, Ygnacio Valley Road, and North California Boulevard. Noise mitigation is a critical component in creating a livable and comfortable environment for Transit Village residents and visitors. Future development within the Plan Area will be designed to mitigate noise impacts and be consistent with the General Plan. This section describes existing noise sources that impact the Plan Area and recommends policies addressing noise reduction techniques.

**Noise Sources**

The following section provides noise measurements conducted in Walnut Creek as part of General Plan 2025 for I-680, BART, and street traffic—some of the major noise sources within the Plan Area.

- **I-680** – The loudest noise source within the Plan Area is I-680. According to the General Plan, a typical location 250 feet from the center of the highway, the day–night equivalent level (Ldn) was 75 decibels (dBA). At or near the freeway, the noise level ranged from 78 Ldn to 80 Ldn. The Plan Area is located adjacent to I-680.

- **BART** – BART generates a noise level of 66 Ldn, as measured 80 feet from the BART tracks. Noise resulting from BART trains is intermittent and has a unique character that is easily distinguishable from traffic noise.

- **Street Traffic** – Along local routes of regional significance (Ygnacio Valley Road) and arterials (North California Boulevard), roadside noise levels range from 72 Ldn to as high as 75 Ldn. Along most of the city’s major and minor streets, the measured noise level ranges from 60 Ldn to 70 Ldn.

- **Parking Lots** – Parking lot maintenance generates noise. Locating parking areas near residential areas can create a conflict between the need to maintain parking facilities and pick up trash, and the demand for residential quiet.

The General Plan sets specific noise requirements for new multi-family residential development adjacent to BART. In general, noise in outdoor use areas within multifamily residential developments is limited to 65 Ldn, excluding balconies. For new residential development effected by noise from
BART, maximum noise levels may not exceed 50 Ldn in bedrooms and 55 Ldn in other rooms. Additionally, the City of Walnut Creek noise ordinance (Section 4-6.203.f.) sets requirements for noise-generating construction equipment, location of stationary equipment, noise barriers, pre-drill foundation pile holes, and construction plan procedures aimed at minimizing impacts from construction. Development in the Plan Area is required to provide noise mitigation for both outdoor and indoor spaces in accordance to the General Plan and noise ordinance. Noise impacts will be analyzed in more detail in subsequent environmental review. For more information on General Plan noise requirements refer to Chapter 2, Policy Framework.

Goal 4.77 Design development to create a compatible noise environment for residents, visitors, transit users, and neighbors.

Goal 4.78 Locate and design primary outdoor uses to minimize noise exposure.

Goal 4.79 Use design techniques such as building orientation, architectural design, and building materials to help reduce noise impacts.

Goal 4.80 Ensure that new development does not exceed maximum noise levels set by the General Plan.

Goal 4.81 Comply with pertinent City of Walnut Creek noise ordinance provisions.

Goal 4.82 Apply technologies such as white noise generators to minimize noise exposure in indoor residential spaces.

Goal 4.83 Coordinate with BART to ensure proper track maintenance and reduce noise generation.

4.4 GREEN BUILDING

Placing new mixed-use residential development adjacent to transit—an area most suitable to accommodate new growth—and embracing green building practices can reduce the burden on local infrastructure and impact on the surrounding community while also creating a healthy and viable place to live and work. In addition to being a model TOD project, new development in the Plan Area will serve as a citywide model for sustainable development that incorporates green building techniques. This section presents the green building goals for new development in the Plan Area.

CERTIFICATION

Several independent green building rating systems are available in the United States and in California to provide an assessment of communities or buildings as “sustainable” or “green”. Existing examples appropriate for mixed-use multi-family development envisioned for the Plan Area include Build It Green for Multifamily Residential and Leadership in Energy and Environmental Design for New Construction (LEED-NC). Additional rating systems including, but not limited to, LEED for Neighborhood Development (ND) or for Multifamily Homes are also being developed and may be appropriate for future development in the Plan Area.10 While the majority of rating programs provide ratings for individual buildings, the LEED ND pilot program provides a rating for a larger neighborhood area.

As standards within the green building field are dynamic and currently evolving, it is important to provide compliance flexibility for development in the Plan Area to enable future development to choose a standard that is most appropriate at the time of construction. While individual points and certification levels vary by program, each enables development in the Plan Area to be verified by an independent third party for its compliance with a minimum sustainability standard. Accordingly, development within the Plan Area shall be designed to at least a minimum sustainable certification level in accordance with an independent rating system appropriate for mixed-use residential development.

10 At the time this document was drafted, LEED for Neighborhood Development (ND) was in its pilot phase and no longer accepting projects. The post-pilot version of the rating system is expected to launch in 2009.
Goal 4.84  Design development to achieve the minimum certification criteria in accordance with an independent green building rating program to the reasonable satisfaction of the Community Development Director. Examples of rating systems include Build it Green’s GreenPoint Rated system or Leadership in Energy and Environmental Design (LEED)’s Green Building Rating System. While development is not required to achieve actual certification it must be designed to meet the minimum criteria of an identified rating program. If no certification is achieved, the project team must have an independent consultant recognized by the rating system to verify that the project would otherwise meet the certification criteria.

Green Building Certification Program Examples

4.5 GREEN BUILDING STRATEGIES

While development in the Plan Area shall achieve the minimum certification criteria in accordance with an independent green building rating program, the following specific green building strategies are envisioned for the Plan Area and are generally organized by LEED NC evaluation criteria.

Smart Location and Linkages

As a previously developed infill site located adjacent to transit and within walking distance to various existing public infrastructure and services, the mixed-use redevelopment envisioned for the Plan Area reduces automobile dependency, creates new housing and jobs, and conserves natural and financial resources often required for new construction. Furthermore, as a previously developed infill site, redevelopment of the Plan Area will not have an impact on sensitive biological species, habitat, wetlands, water bodies, soils, or farmland or be located within a floodplain.

Compact Development

Development envisioned for the Plan Area will be compact, promoting livability, transportation efficiency, and walkability. Housing will be provided at different income levels and types, enabling residents from a wide range of economic levels and age groups to live within the Plan Area. Refer to Chapter 3, Land Use Concept, for additional information on residential envisioned for the Plan Area.

Transit Service

Located immediately adjacent to a regional heavy rail transit facility and bus terminal, mixed-use redevelopment envisioned for the Plan Area reduces automobile dependency, and supports future transit ridership. Refer to Transit Village Design Guidelines discussed earlier in this chapter and Chapter 5, Circulation, for additional information on transit design and services envisioned for the Plan Area.

Existing Services and Infrastructure

Figure 14 illustrates public infrastructure and services near the Plan Area. Refer to Chapter 6, Public Infrastructure and Services for more information regarding public infrastructure and services near the Plan Area. Development of the Plan Area would place all new residential units and businesses immediately adjacent to a regional bus and heavy rail service, and close to a regional bicycle network.
(Iron Horse regional trail, refer to Figure 14). Refer to Chapter 5, Circulation for more information on the transit and bicycle network. While existing water and wastewater infrastructure for Plan Area will need to be upgraded to accommodate residential and retail uses, the site is already within an existing water and wastewater service area. Both an elementary and intermediate school are located approximately ½ mile from the Plan Area.

**Construction Activity Pollution Prevention**

Development in the Plan Area is required to comply with the City of Walnut Creek’s stormwater management and discharge controls and implement a Stormwater Control Plan in compliance with the Contra Costa Clean Water Program Stormwater C. 3. Guidebook, as previously presented in Chapter 2, Policy Framework. While grading of the Plan Area is envisioned to generally conform to existing topography, sloping toward the streets and on-site collection devices, these controls will ensure that pollution from construction and development activities controls soil erosion, waterway sedimentation, and airborne dust generation.

**Goal 4.85** Comply with the City of Walnut Creek’s stormwater management and discharge controls and implement a Stormwater Control Plan.

**Goal 4.86** Implement Best Management Practices (BMPs) to minimize erosion and siltation, and to prevent pollutants from draining off site.

### Stormwater Control

Landscape elements such as bio-retention swales and rain gardens remove silt and pollution from surface runoff water. Bio-retention swales consist of a swaled drainage course with gently sloped sides (less than six percent) and filled with vegetation, that are designed to remove silt and pollution from surface runoff water. A rain garden is a planted depression that is designed to absorb rainwater runoff from impervious urban areas such as roofs, driveways, walkways, and compacted lawn areas by allowing stormwater to be absorbed by the ground. Rain gardens provide an option for stormwater control in areas too steep for bio-retention swales. Permeable pavers allow precipitation to percolate through areas that would traditionally be impervious and instead infiltrate the stormwater through to the soil below.

**Goal 4.87** Integrate permeable surfaces and stormwater filtration techniques into site design such as bio-retention swales, rain gardens, permeable pavers, infiltration beds, and water recharge trenches, to reduce stormwater flooding and pollution.

**Goal 4.88** Use permeable paving materials in plaza spaces as a part of the storm water treatment programs.

**Goal 4.89** Create terraced rain gardens in areas limited by slope.
Light Pollution Reduction

While development within the Plan Area should provide sufficient lighting to create an active, accessible, and safe environment, light pollution proximate to residential areas should be mitigated through the provision of downlighting for landscape features. Additional information regarding lighting aimed at crime prevention is located in the following section.

Goal 4.90 Use high efficiency lighting with appropriate daylight or motion controls to minimize power use.

Goal 4.91 Orient indoor and outdoor lighting to be dark sky compliant, directing light downward and minimize casting light off-site.

WATER EFFICIENCY

Increasing the efficiency of water usage in new development in the Plan Area can minimize its demand placed on local water resources.

Water Efficient Landscaping

Development in the Plan Area can minimize its demand for water through incorporating water efficient landscape strategies.

Goal 4.92 Utilize native plantings and drought-tolerant landscaping to contribute to water conservation where appropriate.

Plantings can be grouped in hydrozones to focus water demands as efficiently as possible.

Goal 4.93 Consider integrating a high efficiency irrigation system into the landscape plan that uses non-potable water sources, such as rain or grey water, where irrigation is unavoidable and when using non-potable water sources is possible.

For example, a weather tracking system can monitor rainfall, heat, and humidity to determine watering times. This can reduce water needs for the landscape by 20 percent to 40 percent.

Water Use Reduction

Goal 4.94 Employ strategies incorporating high efficiency fixtures that use 20 percent less water than the water use baseline calculated for the building (not including irrigation) after meeting the Energy Policy Act of 1992 fixture performance requirements.

ENERGY AND ATMOSPHERE

New development in the Plan Area is envisioned to create a mixed-use residential community that will encourage people to live, work, and shop near transit services, and decrease their need to drive. This decreased dependency on the automobile can reduce the demand for energy and the production of greenhouse gas emissions, therefore reducing the impact on local resources and the atmosphere. Furthermore, increasing the energy efficiency of new development in the Plan Area can further minimize the demand placed on local energy resources. Development in the Plan Area is envisioned to exceed the energy efficiency standards currently required by the California Building Code, Title 24, spanning envelope, lighting, heating, ventilation and air conditioning (HVAC) and domestic water heating measures.

Goal 4.95 Exceed Title 24’s energy efficiency requirements by at least 10 percent.

Goal 4.96 Design development to take advantage of natural daylighting, passive heating and cooling, and natural ventilation through appropriate massing, fenestration and solar orientation to minimize the need for mechanical services.

All of these measures can make buildings more comfortable, reduce energy bills, as well as reduce the development’s contribution to air pollution and global climate change.

Goal 4.97 Design the building envelope, the HVAC, lighting, and other systems to maximize energy performance.

Refer to Chapter 2, Policy Framework for more information on Title 24 and additional sustainable development policies.
MATERIALS AND RESOURCES

Integrating the use of recycled, local and other more sustainable alternative materials into both building construction and maintenance can promote the local economy, minimize energy use for manufacture and divert waste from conventional disposal such as landfills. Recycled materials include both pre-consumer and post-consumer wastes. Pre-consumer materials are generated by manufacturers and processors, and may consist of scrap, trimmings and other by-products that were never used in the consumer market. Post-consumer material is an end product that has completed its life cycle as a consumer item and would otherwise have been disposed of as a solid waste. Post-consumer materials include recyclables collected in commercial and residential recycling programs, such as office paper, cardboard, aluminum cans, plastics and metals.

Construction Recycling

Goal 4.98 Integrate recycled, local and other sustainable alternative materials into site and building design. Recovered materials such as pavers, mulch, soil, and furnishings can be used in building construction and landscape design.

Goal 4.99 Put in place a Site Waste Management Plan during any construction in the Plan Area to ensure the appropriate sorting of construction waste and debris on site to maximize reuse and recycling, reducing the amount of waste sent to landfills.

Storage and Collection of Recyclables

Appropriate design of storage areas for the collection of recyclable materials can help residents and businesses to optimize their recycling behavior and therefore help achieve County recycling targets.

Goal 4.100 Strive to promote resource reduction and recycling through the provision of accessible disposal containers and shared recycling facilities throughout the site.

INDOOR ENVIRONMENTAL QUALITY

Reducing the quantity of indoor air contaminants that are odorous, irritation and/or harmful can improve the comfort and well-being of its occupants. Development in the Plan Area shall prioritize the use of certified low-emitting materials such as adhesives and sealants, paints and coatings, carpet systems, and composite wood and agrifiber products, in order to create a non-toxic environment for residents and visitors.

Goal 4.101 Use certified environmentally-friendly paint and other products to reduce toxic chemicals that can harm people’s health.

Goal 4.102 Design buildings to minimize exposure of occupants to potentially hazardous particulates or chemicals pollutants that may be generated from garages, housekeeping/laundry areas, and/or copying/printing rooms.

INNOVATION AND DESIGN

The Development Plan encourages innovation in the design of additional sustainable features not specifically identified in existing green building rating programs.

Goal 4.103 Consider providing an art program to educate residents and visitors on eco-friendly site and building features.

Providing an education facility can teach users how green building features work and how the site changes with environmental conditions. This program could potentially earn a LEED Innovation in Design credit.
CHAPTER 5 CIRCULATION

5 CIRCULATION

5.1 INTRODUCTION AND SETTING

The Plan Area is located at major intersections of regional routes leading to both Interstate 680 and Highway 24, including two routes of regional significance (Ygnacio Valley Road and I-680), an arterial (North California Boulevard), a collector street (Riviera Avenue), and a local road (Pringle Avenue), as defined by the City's General Plan.

The opportunities provided by the central and strategic location are accompanied with almost saturated vehicular traffic conditions. The Transit Village product has been identified as a highly desirable land use option because it places the housing near central transit hubs to enhance rail ridership. Currently, a large portion of the Plan Area is dedicated to surface and structured parking facilities.

The challenge for this site is to provide the best circulation schemes for multiple modes of transportation. The on-site design must address multiple circulation issues for pedestrians, busses, taxis, and vehicular access, including 'kiss-and-ride'. The environmental Impact Report will include a comprehensive traffic analyses for all modes and will provide alternatives that will include variations of land use, circulation and parking options. Development of the Plan Area should create a more pedestrian-friendly environment for residents and commuters, improve the circulation of the existing Kiss-and-Ride area and overall site circulation, and provide both BART replacement and new residential parking. It should also include the relocation of the existing bus terminal and cab drop-off area.

As part of the environmental review process, BART will be conducting an Access Feasibility Study that will identify future enhancements near or in close proximity to the Walnut Creek BART station. These changes enhancements may facilitate greater access for pedestrian and bicyclists, and are not part of the scope of this Development Plan.
CIRCULATION CONTEXT

Approximately 6,100 persons commute by BART during the weekday, while 31,400 to 53,300 cars drive along Ygnacio Valley Road per day. Transit ridership and traffic counts for the Plan Area are presented in Table 5-2 and Table 5-3. As stated in the introduction, these BART ridership numbers will be updated in the comprehensive Station Access Study, and are presented here only for reference.

Table 5-2  Transit Ridership

<table>
<thead>
<tr>
<th>Transit Service/Roadway</th>
<th>Count</th>
<th>Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>BART</td>
<td>6,100</td>
<td>persons per weekday</td>
</tr>
<tr>
<td>Free Downtown Shuttle</td>
<td>6,350</td>
<td>persons per day</td>
</tr>
</tbody>
</table>


Table 5-3  Traffic Counts

<table>
<thead>
<tr>
<th>Transit Service/Roadway</th>
<th>Count</th>
<th>Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ygnacio Valley Rd. (between I-680 onramp &amp; Oakland Blvd.)</td>
<td>31,400</td>
<td>cars per day</td>
</tr>
<tr>
<td>Ygnacio Valley Rd. (between Oakland Blvd. and N. California Blvd.)</td>
<td>53,300</td>
<td>cars per day</td>
</tr>
</tbody>
</table>

Source: City of Walnut Creek, Walnut Creek General Plan 2025 EIR, 2006.

5.2 HIERARCHY

According to BART TOD Guidelines, access to a station should be prioritized as follows:

1. Pedestrian
2. Transit and Shuttles
3. Bicycles
4. Carpool, Cabs, and Drop-offs
5. Single-Occupant Automobiles

However, the Walnut Creek Transit Village Plan addresses not just the needs of a single station, but a complete set of land uses with their own transportation demands, such as parking for residential, office and retail uses, plus access for service vehicles.
5.3 CIRCULATION SYSTEM

The following section describes existing circulation patterns and the Plan’s vision for access and circulation for (1) pedestrians; (2) transit and shuttles; (3) bicyclists; (4) carpools, cabs, and drop-offs (Kiss-and-Ride); (5) single-occupancy automobiles; (6) service/emergency vehicles within the Plan Area. Figure 15, Circulation Concept, illustrates circulation facilities and the Plan’s envisioned improvements.

The goals located below and on the following pages elaborate upon the circulation vision for the Plan Area.

Goal 5.104 Promote the BART station, first and foremost, as a multi-modal regional transit hub that provides access and circulation for pedestrians, bicyclists, bus and shuttle services, Kiss-and-Ride functions, and parking.

Goal 5.105 Promote alternative forms of transportation by creating convenient, direct, and safe pedestrian and bicycle linkages to surrounding neighborhoods and districts.

The pedestrian, transit user, and bicyclist should be the top priorities in considering station design.

Goal 5.106 Promote BART and CCCTA ridership by providing attractive, clear, and convenient access and connections to transit services.

Goal 5.107 Lay the groundwork for creating better access for pedestrians and bicyclists at the intersection of Ygnacio Valley Road and North California Boulevard.
FIGURE 15
CIRCULATION CONCEPT

- PROJECT AREA
- BART ROUTE
- BUS
- VEHICLE
- TAXI DROP-OFF/PICK-UP
- KISS’N RIDE
- PEDESTRIAN
- BICYCLE
- BIKE STATION

DRAFT

Feet
0                         150                      300
NN

FIGURE 15
CIRCULATION CONCEPT

PROJECT AREA
BART ROUTE
BUS
VEHICLE
TAXI DROP-OFF/PICK-UP
KISS’N RIDE
PEDESTRIAN
BICYCLE
BIKE STATION

DRAFT
PEDESTRIANS

Currently, pedestrian connections from the Plan Area to nearby neighborhoods and districts are limited. Development in the Plan Area should provide links from the Walnut Creek BART Station to Downtown, promote pedestrian linkages within the Core Area and create a station area where the pedestrian is the highest priority. Future development should include new public pathways and plazas to enhance the pedestrian experience. Additional information on pedestrian design features is presented in Chapter 2, Land Use and Community Design.

Goal 5.108 Promote pedestrian and bicycle linkages within the Core Area and Downtown.

Goal 5.109 Provide safe and direct paths from sidewalks and on-site parking areas to the station and building entrances.

TRANSIT AND SHUTTLES

The type of development will concentrate and improve BART and CCCTA ridership. The residential component is expected to improve ridership. An access study will be prepared to explore possibilities to improve access to the Walnut Creek BART Station. One of the major goals of the study is to improve pedestrian and bicycle facilities to the BART Station.

Walnut Creek BART Station is serviced by regional, county, and city transit service. Regional rail service is provided by BART, local bus service is provided by CCCTA, and Downtown shuttle service is provided by the City of Walnut Creek. Development within the Plan Area shall work with BART, CCCTA, and the City of Walnut Creek to locate waiting and loading areas to facilitate transit-to-transit connections. Subsequent environmental review will include a comprehensive analysis of future proposed development addressing on-site and off-site impacts in conjunction with the City of Walnut Creek, BART, County Connection, CCCTA, and others.

Goal 5.110 Provide direct, short, and uninterrupted links between BART and connecting transit modes.

Goal 5.111 Consider consolidating bus, shuttle, and parking facilities within an Intermodal Transit facility.

Goal 5.112 Work with businesses to encourage transit ridership programs for employees.

BART Rail Service

The Walnut Creek BART Station’s primary entrance is located in the center of the Plan Area with elevated BART tracks running from the southwest to the northeast corner of the site. Two surface parking lots and a multi-story garage are currently situated on the western portion of the site. The power substation is located north of the BART entrance, under the BART tracks. According to data provided by BART, the Walnut Creek BART Station has a total ridership of approximately 6,100 persons per day. The Walnut Creek Transit Village Plan serves to meet both BART’s ridership and mode split goals, as well as increasing CCCTA ridership opportunities with the improved bus station design. In addition, BART also has future plans to increase passenger capacity by making major upgrades to fare gates, stairs/escalators, and platform width, etc. BART has plans to add special trackwork between the Walnut Creek and Pleasant Hill Stations to allow a train to cross from one track to the other track. This planned improvement will result in additional BART seating capacity during peak hours, increased reliability of service in the Walnut Creek-Pleasant Hill area, additional flexibility in operational and delay management, and improved maintenance capacity.

Goal 5.113 Design new building and structures to accommodate a 20-foot setback from BART tracks, in anticipation of potential future track expansion.

Goal 5.114 Incorporate new buildings and structures to relate with existing BART facilities.

Goal 5.115 Coordinate with BART to accommodate future facility improvements and expansions.

Goal 5.116 Work with business to encourage transit ridership programs for employees.

**County Connection Bus Service**

CCCTA provides County Connection bus service to the Plan Area, providing fixed-route (local and express) and paratransit service (LINK) within the City of Walnut Creek. The express fixed-route service runs along Ygnacio Valley Road to the east of the Plan Area and the local fixed-route service runs north-south along North California Boulevard. Currently the CCCTA utilizes the bus terminal located on the eastern portion of the Plan Area, adjacent to the BART entrance. The Plan envisions relocating the bus terminal to the southwest portion of the Plan Area, adjacent to the proposed BART parking structure. The link between BART and connecting transit modes should be direct, short and uninterrupted by other types of vehicular traffic. Relocating the bus terminal to the southwest portion of the Plan Area will place it immediately adjacent to the BART entrance, improving accessibility for transit users and enhancing the pedestrian environment on the eastern portion of the Plan Area.

**Goal 5.116** Coordinate with CCCTA to ensure that proper bus facilities and access routes to the station are provided.

**Goal 5.117** Relocate CCCTA bus bays to the west portion of the Plan Area, to create a more attractive frontage along North California Boulevard.

**Free Downtown Shuttle**

The City provides a free Downtown Shuttle that runs from the Walnut Creek BART Station to Broadway Plaza, stopping every other block at locations along Locust Street, Broadway Plaza, and Main Street. Development within the Plan Area should enhance pedestrian linkages to the free shuttle and improve signage, improving connections with Downtown. According to an On-Board Passenger Survey conducted by the County Connection, the Downtown Shuttle has a total ridership of approximately 6,300 persons per day.12

**Goal 5.118** In response to increased residential and commercial activity, expand operating hours, increase the frequency of headways and improve overall ease of use of the free Downtown Shuttle.

**BICYCLE**

Development within the Plan Area should support existing and proposed bicycle routes and provide additional bicycle facilities. The following section provides an overview of existing and envisioned bicycle routes and facilities.

**Bicycle Routes**

The Walnut Creek BART Station is linked to the City’s bicycle network, as illustrated in Figure 16, Bicycle Routes and Facilities. An existing bicycle route borders the site to the south along Ygnacio Valley Road. A bicycle lane and paved trail access the site to the south, at North California and Oakland boulevards. Currently, bicycle access to the Plan Area is difficult due to lack of connections, signage, and heavy traffic along Ygnacio Valley Road. The General Plan proposes new bicycle lanes/routes that will improve bicycle access for the site. These proposed routes will circumnavigate the site to the west along Hillside Avenue, Parkside Drive, and Riviera Avenue.

Bicycle connections within the Plan Area and along adjacent streets should be enhanced by providing more access points.

**Goal 5.119** Enhance bicycle connections within the Plan Area and along adjacent streets by providing more access points.

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BICYCLE

Development within the Plan Area should support existing and proposed bicycle routes and provide additional bicycle facilities. The following section provides an overview of existing and envisioned bicycle routes and facilities.

Bicycle Routes

The Walnut Creek BART Station is linked to the City’s bicycle network, as illustrated in Figure 16, Bicycle Routes and Facilities. An existing bicycle route borders the site to the south along Ygnacio Valley Road. A bicycle lane and paved trail access the site to the south, at North California and Oakland boulevards. Currently, bicycle access to the Plan Area is difficult due to lack of connections, signage, and heavy traffic along Ygnacio Valley Road. The General Plan proposes new bicycle lanes/routes that will improve bicycle access for the site. These proposed routes will circumnavigate the site to the west along Hillside Avenue, Parkside Drive, and Riviera Avenue.

Bicycle connections within the Plan Area and along adjacent streets should be enhanced by providing more access points.

Goal 5.119 Enhance bicycle connections within the Plan Area and along adjacent streets by providing more access points.

Goal 5.120 Improve bicycle access to the site across Ygnacio Valley Road.

Goal 5.121 Future development should connect the Plan Area to existing and proposed bicycle networks by providing clear signage and eliminating barriers such as curbs and fences.
FIGURE 16
BICYCLE ROUTES AND FACILITIES

- PROJECT AREA
- EXISTING PAVED TRAIL
- EXISTING BIKE LANE
- EXISTING BIKE ROUTE
- PROPOSED BIKE LANE/ROUTE
- ENVISIONED BIKE LANE/ROUTE THROUGH SITE
- ENVISIONED BIKE STATION

Feet
0                500             1000

NN

FIGURE 16
BICYCLE ROUTES AND FACILITIES

- PROJECT AREA
- EXISTING PAVED TRAIL
- EXISTING BIKE LANE
- EXISTING BIKE ROUTE
- PROPOSED BIKE LANE/ROUTE
- ENVISIONED BIKE LANE/ROUTE THROUGH SITE
- ENVISIONED BIKE STATION

Feet
0                500             1000

NN
Bicycle Parking and Facilities

BART currently provides bike lockers and racks at the BART station entrance. Development within the Plan Area should preserve or enhance existing bicycle facilities, and provide additional bicycle parking facilities for visitors and residents. Bicycle parking should be sheltered, well-lit, secure, and highly visible.

Goal 5.122  Preserve existing bicycle parking and storage facilities located near the BART station and provide additional facilities for new residents and employees.

Goal 5.123  Improve bicycle connections to, and within the Plan Area.

Goal 5.124  Place a bike station at the entrance of the BART station.

A bike station can be privately operated, providing convenience goods and repairs for bicycle users. Bike stations can also be paired with cafes or other convenience retail.

VEHICULAR ACCESS TO PLAN AREA

The Plan Area is served by two major regional arterials, Ygnacio Valley Road and North California Boulevard. According to the Walnut Creek General Plan 2025 EIR, a total of 53,200 daily vehicle trips occurred along Ygnacio Valley Road at the intersection of North California Boulevard in 2005. Daily trips are projected to increase to 58,500 by 2025 along this same corridor.13

As previously mentioned, the pedestrian, transit and shuttles, and bicycles are the top three priorities of TOD design, according to the BART TOD Guidelines. While future development in the Plan Area should strive to improve overall access, circulation, and parking for carpool, cabs, drop-offs, and single-occupant automobiles in the Plan Area, it should not be the focus of the station’s design. The following section describes how future development will address access, circulation, and parking for automobiles in the Plan Area.

Carpool, Cabs, and Drop-offs

Currently, carpool, cab, and drop-off (Kiss-and-Ride) access to the site occurs at the entrance at Ygnacio Valley Road. This automobile circulation is often congested, resulting in traffic backing out onto Ygnacio Valley Road during peak hours. While not the focus of the station’s design, future development should strive to improve carpool, cab, and drop-off circulation within the Plan Area. Development should consider the safety and comfort of people waiting in drop-off areas, creating areas that are signed, well-lit, close to, and visible from the station entrance. In order to improve circulation, the Plan envisions relocating cab access northeast of the BART station, accessed from North California Boulevard and separated from other automobile circulation.

Goal 5.125  Locate dedicated carpool, taxi, and drop-off areas to provide convenient access to the station platform, but not be the focus of the station’s design.

These should avoid being placed prominently at the station, but rather placed in locations where the vehicle can enter and exit the station area conveniently and the passenger has a direct connection to the station. A suggested loop location is along North California Boulevard.

13 Refer to Table 26: Roadway Daily Volumes and LOS Summary.
Automobiles
Automobile access to the site currently occurs through an entry/exit driveway at the stoplight on Ygnacio Valley Road, an entrance-only driveway further west on Ygnacio Valley Road next to the freeway, and an entry/exit on Pringle Avenue at Riviera Drive. A southbound exit-only driveway is located on North California Boulevard. Currently, vehicle circulation is inefficient and confusing.

Goal 5.126  Create a hierarchy of streets within the Plan Area to provide a balanced circulation and access network.
Internal streets could include access roads, service entry lanes or an alternative hierarchy.

Goal 5.127  Minimize negative impacts on the surrounding street network.

Service Vehicles
Service vehicles must have access to residential, commercial, and transit areas in order to provide operation and maintenance functions such as trash collection and deliveries. Development within the Plan Area must integrate service and loading areas into the site’s overall circulation pattern to allow vehicle access without conflicting with pedestrians and transit users.

Goal 5.128  Locate service and loading areas to allow for vehicle access without conflicting with pedestrians and transit users.

An analysis of the location and operation of the new bus transit area and the relocated taxi and drop-off and pick-up areas, signal timing, pedestrian crossings, bicycle access and parking, and similar issues will be addressed in subsequent environmental review.
Parking

Parking should be considered in the context of an overall management plan that addresses the varied parking needs of the many future uses on site. Identifying synergies can allow for shared parking between uses, reducing the overall number of spaces needed for the project. Primarily nighttime or weekend uses, such as movie theaters or restaurants, can often share spaces with daytime uses, such as office or transit parking.

The Plan Area currently contains a total of 2,073 parking spaces dedicated for BART parking, consisting of 823 surface and 1,250 multi-story garage parking spaces, located on the southwest portion of the site. The City currently requires a range of 1 to 2 parking spaces per unit depending on bedroom type (for BART proximate Multi-Family Residential) and 1 parking space per 250 square feet of rentable floor area (for Retail Sales and Food and Beverage Sales). Parking space requirements for Public Transit Terminals are determined on a case-by-case basis by the City’s Transportation Administrator. BART encourages residential parking provisions to be generally lower in a BART TOD area than in neighborhoods farther from BART. Providing excessive parking deters people from using transit and creates an auto-oriented environment.

Development shall provide an adequate and balanced supply of parking, adequate to serve the needs of BART’s customers (current and future) as well as new residential and commercial development. Accordingly, this Plan envisions at least a 1:1 replacement parking for the redevelopment of existing BART surface parking. Alternative parking strategies and technologies for BART users and residents shall be encouraged.

The Plan does not foresee the provision of additional parking spaces for transit-and neighborhood-serving retail uses due to the fact that their clientele will be arriving by transit or on foot. Furthermore, the Plan does not envision destination retail uses within the Plan Area that would require additional parking spaces. Furthermore, parking reduction measures such as shared or unbundled parking could serve as strategies to reduce the demand for parking.

Currently all parking on the site is administered by BART and located on BART-owned property. The replacement garage, however, will be privately owned and operated, and separate from the existing garage. Privately owned garages will be designed in accordance with BART regulations and be adopted by the BART board.

Goal 5.129 Develop a parking management plan that identifies opportunities for shared parking between uses.

Goal 5.130 Provide an appropriate supply of parking with sufficient access for commuters and residents.

Goal 5.131 BART parking should be replaced at a ratio of 1:1.

Goal 5.132 Redevelop existing BART surface parking lots with higher density uses, providing replacement parking in structured parking facilities.

Goal 5.133 Consider shared or unbundled parking options.

Goal 5.134 Incorporate smart parking technologies to optimize parking facilities and enhance multi-modal circulation.

Goal 5.135 Phase development so that replacement parking is built before surfaced parking lots are redeveloped in order to minimize the impact on commuters and visitors.

Refer to Chapter 4, Sustainable Community Design, for additional design guidelines for parking.

Carpool/Car Share

BART provides designated carpool spaces as part of their Carpool to BART program. Development of the Plan Area will provide adequate parking spaces for alternative fuel and/or car share vehicles.

Goal 5.135 Provide priority parking spaces for car share, alternative fuel vehicles, vanpool, and/or shuttle services.

Goal 5.136 Coordinate with BART to enhance the carpool program and initiate a car-sharing program, providing preferential parking spots for these vehicles.

14 Applicable to Multi-Family Residential development with 5 or more units located within a ½ mile of a BART station

15 City of Walnut Creek, Municipal Code, Sec. 10-2.3.206: Off-Street Parking and Loading Spaces Required, Table A-Table C.
6 PUBLIC INFRASTRUCTURE AND SERVICES

6.1 INTRODUCTION AND SETTING

The City of Walnut Creek’s existing infrastructure and public services will serve future development within the Plan Area consistent with provisions of the General Plan. This chapter describes existing and proposed storm drainage, water, wastewater, utilities, solid waste, and recycling infrastructure required to serve future development in the Plan Area. Figure 14, Public Infrastructure and Services, illustrates the existing fiber optic line that intersects the Plan Area.

6.2 WATER

The East Bay Municipal Utility District (EBMUD) will provide potable water to development within the Plan Area. Prior to construction design, new development must ensure that existing and new water connections are upgraded or provided as necessary. All landscape design, irrigation systems and rates of application will be in compliance with EBMUD requirements.

Goal 6.137 Comply with EBMUD landscape design and irrigation requirements.
Goal 6.138 Upgrade new water connections as necessary.

6.3 WASTEWATER

Wastewater generated by existing and new development in the Plan Area will be collected and treated by the Central Contra Costa Sanitary District. Development within the Plan Area must ensure that existing and new sanitary sewers are upgraded or provided as necessary. Refer to Chapter 4, Sustainable Community Design, for more information on drainage and stormwater.

Goal 6.139 Coordinate with Central Contra Costa Sanitary District to ensure that existing and new sanitary sewers are upgraded or provided as necessary.

6.4 GAS/ELECTRIC/FIBER OPTICS

Gas and electricity will be provided by Pacific Gas and Electric Company (PG&E), which provides distribution within the City of Walnut Creek. New development within the Plan Area should ensure that existing and new utility lines are upgraded or provided as necessary. New utility lines, electrical transformers, and similar utility structures shall be placed underground.

An existing fiber optic cable currently transects the site (Figure 14). Development in the Plan Area shall coordinate with PG&E to ensure that future development in provides sufficient access to the cable during and after construction.

Goal 6.140 Work with PG&E to ensure that existing and new gas and electricity utility lines are upgraded or provided as necessary.
Goal 6.141 Coordinate with PG&E to ensure sufficient access to the fiber optic cable during and after construction.
6.5 SOLID WASTE PICK-UP AND RECYCLING

Solid waste pick-up and recycling services will be provided by the purveyor of trash collection and recycling services under contract with the City of Walnut Creek at the time of Plan implementation. Service and loading areas must be strategically located to allow for vehicle access without conflicting with pedestrians and transit users. These areas should be screened from view with landscaping, fencing, articulated walls or a combination of these elements. Refer to Section 4.2, Transit Village Design Guidelines, and Section 4.5, Green Building Strategies, for more information on design guidelines for construction recycling and storage and collection of recyclables.

Goal 6.142 Ensure sufficient solid waste pick-up and recycling services are provided during and after construction.

6.6 SAFETY AND FIRE SERVICES

The City of Walnut Creek Police Department (WCPD), BART Police Department, and Contra Costa County Fire Protection District (CCCFPD) will provide safety and fire services for future development within the Plan Area. The City’s Police Station, located at the intersection of North Main Street and Civic Drive, can provide adequate response times and levels of service to the Plan Area. Additionally, a BART Police Department field office is located at the Walnut Creek BART Station, adjacent to the station entrance. An additional BART Zone Command Police Facility should be constructed under the BART tracks by the development partner to provide additional security for BART commuters. Future development shall be coordinated with the City of Walnut Creek Police Department, BART Police Department, and CCCFPD to ensure adequate safety and fire service are provided for the Plan Area.

Goal 6.143 Coordinate with the WCPD and the BART Police Department to ensure that adequate emergency access and parking is provided and designed to meet department specifications.

Goal 6.144 Coordinate with the CCCFPD to ensure that adequate emergency access is provided to all public and private areas and that emergency access routes are designed to meet district specifications.
CHAPTER 7 IMPLEMENTATION

7 IMPLEMENTATION

7.1 OVERVIEW

This section presents the overall strategy for implementing the Transit Village Plan, discussing the regulatory requirements, plan adoption and development approvals, utilities and phasing plan, partnership, and role of the Environmental Impact Report (EIR).

The Development Plan provides a clear vision and direction for new development at the Walnut Creek BART Station. Development in the Plan Area will require a number of regulatory mechanisms for implementation, described below.

7.2 REGULATORY REQUIREMENTS

The General Plan designates the western portion of the Plan Area as Mixed-Use–Residential Emphasis (MU-R) and the eastern side as Public/Semi-Public (PU). In order to permit residential and commercial development on the eastern portion of the Plan Area, as requested by the City, a General Plan Amendment will be required to expand the mixed-use designation to the entire site. To accommodate higher-density mixed-use development, a General Plan Amendment will be required to increase the height limit from 35 to 50 feet (consistent with the Plan goals, Measure A requirements, and Housing Element recommendations). Increasing height limits on these sites to levels allowable under Measure A does not require voter approval. As envisioned, development of the Plan Area will require a re-zoning from Community Facility (CF) to Planned Development (P-D). The P-D zoning process will establish the design review criteria including, building massing, distribution of uses, number of residential units, parking provisions, etc.

Implementation of the Plan will require a public-private partnership between a developer who will execute the Transit Village Plan’s vision for the Plan Area, the City of Walnut Creek, BART, County Connection, Contra Costa County Fire Protection District, and other public agencies such as utility providers.

7.3 PLAN ADOPTION AND DEVELOPMENT APPROVALS

The Guiding Principles for the project set forth in Chapter 1 of this Plan anticipate a vibrant mixed-use project that will perform many different functions for BART riders, project residents and the broader public. In order for the project to effectively balance all of these different functions, it is essential that no one function dominates. Rather, a successful mixed-use project integrates all of the sometimes-competing functions in the best way possible, with the knowledge that benefits of the integrated whole will outweigh the compromises made in each individual project component. Accordingly, the Plan should be implemented to ensure a balance is achieved between the different uses that will take place on the site.

This Plan is intended to be incorporated into the P-D zoning approval for the Plan Area to serve as a general planning guide for the implementation of the project through future design review and other approvals. The Development Plan Priorities set forth in Chapter 1, as well as the goals set forth throughout the Plan, are intended to provide guidance for the project’s implementation of the Guiding Principles set forth in Chapter 1. However, neither the Development Plan priorities nor any of the individual goals herein are meant to be construed as absolute requirements of the project. Rather, acknowledging the mixed-use nature of the project and the tension that may exist between these competing uses, the goals herein are meant to be balanced with each other, with success measured qualitatively by substantial achievement of the maximum number of most important goals rather than strict compliance with each individual goal.

7.4 PLAN AMENDMENT

Given the variety of uses proposed by the project, this Plan contemplates that all of the goals and priorities set forth herein may not be fully achievable. Accordingly, unless the Director of Community Development finds that subsequent project approvals, including design review approvals, (i) are not consistent with the Guiding Principles set forth in Chapter 1, or (ii) do not achieve the balance among the project components contemplated by Section 7.3 above, strict compliance with
7.5 UTILITIES AND PHASING PLAN

Project phasing defines the anticipated sequencing and timing for construction of required infrastructure and projects. Phasing allows necessary infrastructure to be constructed in the most cost-effective, orderly fashion. All necessary infrastructure will be in place and operational for connection and use as later project phases come online.

Utilities will be relocated as needed and will not interfere with BART operations when upgrades are required.

7.6 PARTNERSHIPS

The following outlines general responsibilities for the implementation of the Plan. Consultation among responsible agencies will be required on a regular basis to coordinate activities, and to capitalize on special development and funding opportunities.

City of Walnut Creek

The City of Walnut Creek will be responsible for the following:

- Coordinating with City of Walnut Creek Police Department and BART Police Department to provide safety services for the Plan Area.

San Francisco Bay Area Rapid Transit (BART)

BART will be responsible for the following:

- Coordinating improved transit linkages to the BART Station;
- Ensuring the customer experience meets BART’s standards as development occurs;
- Integrating customer access technologies for BART parking garages; and
- Assisting in developing improved pedestrian and bicycle linkages to the BART Station.

Contra Costa County Fire Protection District

The Contra Costa County Fire Protection District (CCCFPD) will be responsible for the following:

- Ensuring emergency access routes that meet district specifications are provided in the Plan Area; and
- Providing fire services for the Plan Area.
Developer

Project developers will be responsible for the following:

- Funding necessary infrastructure improvements; and
- Implementing the proposed development according to the goals and vision set forth in this Plan.

7.7 ROLE OF THE EIR

The role of the Transit Village Plan Environmental Impact Report (EIR) is to analyze the potential impacts of development envisioned for the Plan Area and identify appropriate mitigation measures.
APPENDICES

APPENDIX A: CCCTA Principles for Bus Transit Accommodation at Bart and Rail Stations and Major Transit Centers in the CCCTA Service Area

APPENDIX B: Draft Guiding Principles for the Walnut Creek BART Transit Village Project

APPENDIX C: Walnut Creek Transit Village Market Study
Note: For a full copy of this document, please go to http://www.ci.walnut-creek.ca.us

APPENDIX D: Walnut Creek Transit Village Fiscal Impact Analysis
Note: For a full copy of this document, please go to http://www.ci.walnut-creek.ca.us
A CCCTA Principles for Bus Transit Accommodation at BART and Rail Stations and Major Transit Centers in the CCCTA Service Area

GOAL: To assure that the developers and planners of new and upgraded rail stations include thoughtful accommodation of bus transit needs in order to provide first-class, multimodal travel options for the public.

Access/Egress/Geometrics/ Circulation
- Maximize separation between buses and other vehicles at entrances, exits and throughways at the station or Transit Center.
- Maximize separation between buses and pedestrians at entrances, exits and throughways at the station or Transit Center.
- Maximize direct routing for buses within the facility.
- Maximize direct routing to and from the facility.
- Maximize safe, direct and convenient access to buses from station for passengers, minimizing the need to cross roadways or vehicle travel lanes.
- Maximize the utilization of space needed for buses by designing for sawtooth bays wherever possible.
- Consider the size of the buses using the facility during the design.
- Maximize access to multi-modal information (bus and BART) at all stations.

Passenger and Operator Amenities
- Maximize visibility of bus transit center to rail passengers arriving at and departing the station areas.
- Provide well lit sheltered, graffiti-resistant and well maintained areas for passengers waiting for the bus.
- Provide clear signage and wayfinding for bus/rail passengers.
- Provide bicycle parking.
- Provide a dedicated paratransit stop and complete disabled accessibility.
- Provide direct, convenient access to transit information and ability to purchase multimodal fare instruments.
- Provide landscaping, color, texture and public art to make the area welcoming to passengers.
- Provide transit information at the bus waiting areas controlled by the bus agencies.
- Provide layover area for buses.
- Provide for bus operator access to break and restroom facilities.
- Provide appropriate access to bus and passenger loading areas for public safety vehicles and personnel.
- Maximize passenger and operator safety through the installation of appropriate site lighting, surveillance cameras, emergency phones, and other appropriate technology.

Bus Facility Siting
- Consider surrounding uses and locate facilities for maximum compatibility with nearby development.
- Provide for appropriate air quality analysis.

Planning for the Future
- Provide for current transit needs as well as capacity for future growth.
- Provide for multiple operators.
- Provide footprint and utilities for real time information, signal pre-emption and coordination technology in the future.
- Involve transit operators in all stages of planning and development of the project.
B Draft Guiding Principles for the WC BART Transit Village Project

Staff Version, January 8, 2008

The following guiding principles, applicable to the Plan Area, were developed and modified during a special City Council meeting held on January 8, 2008. The first principle is the priority for the Plan Area.

- **First and Foremost a BART Station & Regional Transit Hub.** The project must protect and enhance the success of the BART station and transit hub, now and into the future. The project needs to have a strong gateway-to-BART identity for pedestrians from the corner of Ygnacio and California and at any other major pedestrian entry points. The project needs to have a strong gateway-to-BART identity for drivers arriving from the freeway or surrounding streets. The project needs to create a strong gateway-to-Walnut Creek identity.

- **Sustainability.** City needs to set the standard for sustainability. Sustainability should be as fully integrated into the project design as possible. The project should be reviewed and rated under a recognized measure of sustainability-Green Point Rated or LEED.

- **Access and Circulation.** Access and circulation to and through the site has to work for all. Specifically:
  - BART and residential pedestrians, bicycles, and vehicles
  - Bus and taxi services
  - Drop-off and pick-up of BART riders
  - ART riders

Negative impacts to the surrounding street network should be minimized.

- **Integration into the City.** The project needs to be physically and visually integrated into the City. Building and site improvements need to create a street presence that ties into and enhances existing and future development and encourages interaction with the community. Internal project streets and pedestrian ways should be a natural extension of city streets and ways.

- **Livability.** The project must create an attractive, livable residential neighborhood. The retail uses must be designed to meet the needs of the residents, BART riders, and adjacent commercial occupants.

- **Public Benefit.** The project must create public benefit. Benefits to be considered:
  - Programmable public plazas/urban open space
  - Publicly accessible views of Mt. Diablo
  - Public art
  - Rentable meeting room/commercial space
  - Car-share program
  - Bike station
  - Rentable office space
  - Shuttle

- **Sense of Place.** Create a unique and attractive sense-of-place through the design of the site, the building architecture, the use of gateway features, the placement and type of retail, and the creation of quality, public and private open spaces and art.
Walnut Creek Transit Village Market Study: Executive Summary

PURPOSE

The purpose of this market analysis is to evaluate the amount, nature, and placement of viable transit-friendly commercial space at the Walnut Creek Transit Village (Transit Village).

CONTEXT

The Walnut Creek BART station is situated among successful office and retail nodes to the north and south, respectively. Each contains a sizeable share of the regional market, drawing from the greater East Bay. The Golden Triangle and Walnut Creek’s Traditional Downtown contain approximately 4.3 million square feet of office space, or 9 percent of the total East Bay suburban office market. Broadway Plaza, a 698,000 square foot open-air mall, and Downtown Walnut Creek commercial nodes offer a sizeable and broad assortment of retail. According to Marcus and Millichap, Walnut Creek ranks among the top 20 retail real estate markets in North America.

As a result, retail opportunities at the proposed Transit Village are limited to more neighborhood-serving and convenience, as surrounding competitors overshadow the Transit Village’s draw.

While there are many strong commercial competitors nearby, the Transit Village does have location advantages as a commercial site due to its proximity to major transportation assets, including:

- BART—over 6,000 riders a day
- Ygnacio Valley Road—over 50,000 trips a day
- Proximity to Highway 24 and Interstate 680

The site also benefits from a large number of office workers in the immediate Study Area, bounded roughly by Civic Drive to the east and Interstate 680 (I-680) to the west. The Walnut Creek BART Station is located adjacent to I-680 and northeast of the intersection of Ygnacio Valley Road and North California Boulevard. There are over 5,200 office workers within three blocks of the property, mostly to the north in the Golden Triangle. In addition, the Transit Village itself will contain approximately 600 housing units with about 900 new residents, estimated to have a gross neighborhood retail demand of approximately $1.75 million. Both markets are crucial to the success of commercial uses at the site.

At the same time, the site’s retail visibility, surrounding markets, and transportation assets should be tempered by a lack of on-street parking on Ygnacio Valley Road and North California Boulevard. Also, pedestrian access is difficult from the south and east due to the heavy traffic and broad streets at Ygnacio Valley Road or North California Boulevard. Improving on the pedestrian environment in the area will facilitate surrounding office workers and residents to access retail at the Transit Village by foot. These transportation barriers limit possible retail synergies with Downtown Walnut Creek, as well as discourage pedestrian access from surrounding workers and residents. The barriers are significant and must be considered in analyzing transit-friendly retail opportunities for the site. They also limit on-street retail activity due to the significant noise from autos on Ygnacio Valley Road and to a lesser extent North California Boulevard.
ASSUMPTIONS

The information presented in this report is based on data from the U.S. Census Bureau; Association of Bay Area Governments (ABAG); Claritas Inc., a private data provider; information provided by the City of Walnut Creek; and information gathered by EDAW, including third-party reports, interviews, and research using various data sources. EDAW also contacted local brokers and retail architects to understand size and design features important to the long-term success of retail and office space at the Transit Village. A Study Area has been defined that includes a non-uniform area around the BART station where residents and workers would most likely frequent new retail shops at the BART station by foot. The comparison market area includes all of Walnut Creek and Contra Costa County.

KEY MARKET FINDINGS

The following sections outline key demographic, economic, and commercial highlights.

DEMOGRAPHIC HIGHLIGHTS

- The Study Area contains primarily one- and two-person renter households, averaging 1.8 persons per households. Of the approximately 1,000 households in the Study Area, 79 percent are renters and 82 percent are one- or two-person households. The Study Area’s median age is approximately 38 years, compared to 48 years for the City overall. The prevalence of younger one- and two-person households implies a higher proportion of consumer spending on restaurants and evening entertainment.

- While the Study Area has a lower median household income ($62,000) than Contra Costa County ($77,000), its per capita income was higher, resulting in increased per capita spending power than County residents overall.

- Households in both the Study Area and the City of Walnut Creek have a strong concentration of middle- and upper-income households, with 63 percent of the Study Area and 67 percent of the City’s households with incomes over $50,000 in 2008.

EMPLOYMENT HIGHLIGHTS

- According to Claritas, approximately 15,000 persons work in the Study Area’s Census Tract 3390; most are employed in business and professional service employment categories.

- ABAG projects the Study Area’s Census Tract 3390 to continue to grow, adding more than 2,000 new jobs between 2005 and 2015 – roughly 6-7% employment growth over 10 years. In the near-term, employment may decrease as local finance and real estate employment sectors struggle in response to national industry trends.

OFFICE MARKET HIGHLIGHTS

- From the second quarter of 2005 to the second quarter of 2008, net absorption of office space in Downtown Walnut Creek has been relatively stagnant with local office vacancy of 11 percent. The local office vacancy rate is lower than the East Bay region overall; however the regional office market continues to soften.

- Contra Costa Centre, office space located near the Pleasant Hill BART station, experienced negative net absorption in the first two quarters of 2008, with an estimated vacancy of 16.3 percent, indicating development risk in the near-term for large scale office space.

- Asking office rents currently range from $3.00 to $3.50 per square foot near the Walnut Creek BART station.

- Long-term office related employment projections indicate future demand for office space at the Transit Village and surrounding areas.

RETAIL MARKET HIGHLIGHTS

- Comparing expected sales made by Walnut Creek residents to actual sales indicates the City receives an injection of retail spending from the surrounding region. There are few retail category gaps in Walnut Creek; only drug store, home repair, gas stations, and non-store retailers show a higher consumer demand than actual sales. Therefore, a specialty drug store may be a viable retail tenant at the Transit Village. Home repair and gas stations were not considered as these are not transit-friendly retail uses.

- A regional decline in spending in durable retail goods has reduced local Walnut Creek sales of automobiles and home furnishings.
Despite declining retail spending for Walnut Creek overall, retail in Downtown and Broadway Plaza remains relatively strong, with few vacancies and healthy lease rates.

- Rents range from $4.00 to $5.00 per square foot for stand-alone retail near Downtown to as high as $8.00 per square foot for premier retail locations at Broadway Plaza. EDAW does not expect retail at the Transit Village to realize above average lease rates considering constrained pedestrian linkages and limited on-street parking.

- Local-serving retail is most appropriate for the Transit Village considering the draw, size, and variety of retail directly south of the Transit Village in Downtown Walnut Creek. There is significant variety, size, and well-developed retail synergies in Walnut Creek’s downtown that significantly limit opportunities for competitors that cannot provide the same shopping environment.

- Based on national office worker shopping trends reported by ICSC, nearby office workers generate approximately $18 million a year in local spending. Therefore, office workers located in the Study Area represent the largest retail market for commercial space at the Transit Village, with 3.6 million spent at the Transit Village if approximately 20 percent of spending is captured at the Village.

- In addition, approximately 900 residents will live at the Transit Village and generate approximately $1.75 million in neighborhood-serving retail demand.

- BART riders will only supplement local retail demand with an estimated $320,000 per year in retail sales at the Transit Village. This is partially due to the assumed low capture rate; BART riders who do not also live or work in the area will typically bypass the retail during their commute trip.

### HOTEL MARKET HIGHLIGHTS

- Hotel occupancy and average room rates in Walnut Creek and for the larger Central Contra Costa County hotel market area have steadily increased from 2003 to 2007.

- Monthly hotel market information indicates a recent decline in room rates and hotel occupancy which is likely a reflection of the overall business climate.

- The City of Walnut Creek has designated land for future hotel development in the Ygnacio Valley Road/North Main Street Special Plan, as well as in its General Plan.

### MARKET OPPORTUNITIES

Based on an evaluation of local competitors, real estate conditions, surrounding office retail expenditures, and future spending of village residents, the market analysis estimates the Transit Village could conservatively capture approximately 45,000 square feet of transit-friendly commercial demand. The market analysis identifies the following near-term retail and office opportunities at the Transit Village:

- Neighborhood-serving Retail—15,000 square feet
- Transit-serving Retail—1,000 square feet
- Office—28,000 square feet

### OFFICE

With negative net absorption of office space in Walnut Creek over the last three years and a vacancy rate of around 11 percent for Downtown Walnut Creek, the current economic conditions suggest that the City of Walnut Creek has an adequate supply of office space. Furthermore, many of Walnut Creek’s office tenants are in the finance and real estate sectors, which are currently experiencing financial difficulties due to the subprime housing debacle. That said, ABAG projections of employment growth between 2005 and 2015 indicate increased office demand and a need for additional supply to meet that demand.

The Transit Village’s location at the BART station gives it a strategic advantage, increasing the likelihood of finding an office tenant, even in a declining market. Professional spaces sized between 1,000 to 6,000 square feet are appropriate for the Transit Village. In addition, a mid-size company that is interested in having transportation mode alternatives for its employees may also be appropriate for the Transit Village, as might an executive suite operator. An executive suite operator would also provide business amenities for the residents of the Transit Village. Office should be co-located with Transit Village retail to maximize commercial synergies among uses and offer visibility for its tenants. Also, offering a small number of executive parking spaces immediately adjacent to their office can ultimately influence site selection.
RETAIL

Neighborhood-oriented retail is a near-term development opportunity in the Transit Village. Specifically, these uses should focus on convenience retail, prepared food, and restaurants, in order to capture demand generated from new residents in the Transit Village, the office workers, and the BART riders. Potentially successful uses include a small grocery store, café, drugstore, full-service restaurant, florist, dry cleaners, postal store (such as a UPS Store), or specialty food store (such as a bakery or wine shop).

A minimum building height 10 feet for conventional retail and 12 feet for full-service restaurants is recommended. Store depths can vary by retail type, with grocery and drug stores requiring depths of more than 40 feet and cafés, florists, and other small retailers requiring less. Restaurants and cafés often prefer retail locations with available outdoor eating and dining space that is protected from harsh weather conditions (i.e., wind, extensive shade, road noise), but also visible from the street.

Overall, retail placement is best in highly visible and accessible locations. Given the retail demand potential of the office market, the most logical retail location is the northeast corner facing the Golden Triangle. The southwest corner of the site, within the new BART parking garage, could also be an ideal location because of the visibility along Ygnacio Valley Road and the potential to capture BART riders. Local merchants and real estate brokers suggested a fitness club, for example, might be an appropriate use in this location. A small retail plaza may also be suitable for this development, catering both to Transit Village residents and BART riders. Appropriate locations include the highly visible southeast corner of Ygnacio Valley Road and North California Boulevard, along with office-serving retail on Pringle. Important to the success of the retail space would be improved pedestrian access from the Transit Village to the Golden Triangle and on-street parking on the southern corner of North California Boulevard near Ygnacio Valley Road.

LIVE/WORK

As live/work units are a unique housing type with very few examples in Contra Costa County, it is difficult to determine the demand for this product within Walnut Creek. That said, Walnut Creek does have a larger percentage of residents that work from home and a larger percentage of self-employed workers than Contra Costa County as a whole. This indicates that Walnut Creek may have nascent demand for Live/Work space which has yet to be captured by the local real estate market. The extent of this demand is unclear as only two proposed Live/Work developments in Walnut Creek were identified for this market study, and there are few surrounding comparables that would apply to the City.

Live/work units provide a means to connect the Transit Village’s smaller retail nodes, creating the visual ground floor interest necessary for a vibrant pedestrian environment. For example, live/work units could be situated along a pedestrian green between the transit-serving retail located at the BART entrance/exit and retail located at the corner of Ygnacio Valley Road and
North California Blvd. Live/work units might also be appropriate to connect retail on Pringle Avenue to the BART station entrance/exit.

The City of Hercules recently completed several live/work units as part of its Waterfront District Master Plan. The intent of these units for Waterfront District was to provide a transition between single family residences and more intensive commercial uses. Live/work units could provide a similar function within the Transit Village, providing a transition between the BART station entrance/exit or retail and the residential units.

**KEY ISSUES**

Key issues for this analysis are the impact of site design and parking. The project site is located at the intersection of major regional routes (Interstate 80 and Highway 24), placing it in a visible location, but high volumes of vehicular traffic present a challenge to creating a space conducive to pedestrian traffic, as well as alternative transportation modes like buses and bicycles. The intersection of Ygnacio Valley Road and North California Boulevard is recognized by the City of Walnut Creek’s General Plan as a gateway due its unique reference point and orientation.

Although BART riders currently use several transportation modes to arrive at the station, the Transit Village is anticipated to attract greater numbers of visitors and riders, further congesting the area. In particular, the placement of retail uses within the Transit Village deserves careful consideration. Placement of retail uses geared towards attracting BART riders is a challenge, as transit riders are unlikely to travel out of their way between the station and their preferred mode of transportation for arriving to, and leaving from, the BART station (e.g. car, bus, bicycle, etc.). The intersection of Ygnacio Valley Road and North California Boulevard presents accessibility challenges for retail sited at this corner due to constrained pedestrian crossings and limited street parking. The addition of a mid-block crossing at North California Boulevard and on-street parking closer to the southeast corner of the site would improve retail conditions at this iconic intersection. The type and size of office space, restaurants, and art and entertainment offerings must also be carefully considered given the BART station’s close proximity to many of these uses.

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16 Source: Phone interview with City of Hercules Assistant Planner Robert Reber, December 3, 2008.
OTHER USES EVALUATED

In addition to the other uses previously discussed, the market analysis evaluated large-format commercial, hotel, and arts and entertainment uses at the Transit Village. As the success of arts and entertainment uses often depend on their collocation with other day and evening activity centers, such as downtowns, major retail centers, and sporting venues, these uses would be better placed in the downtown core rather than the Transit Village. After reviewing prevailing market conditions and the physical site characteristics preferred by large retail builders and hotels, there are a number of constraints which would also limit the viability of large retail stores and hotels.

- Full-service hotels generally require a floor plate of 10,000 square feet for 100 rooms (7 stories). The eastern parcel is the most visible site but is constrained by its size and height limits (50 feet).
- The significant number of retail competitors in the Downtown would limit viability of a new isolated retail center.
- Significant floor area, parking, and loading/unloading space is required for many types of large format commercial uses. This is incompatible with a transit-friendly project.

NEXT STEPS

This report is accompanied by a Fiscal Impact Analysis to determine the projects’ direct impacts on the City of Walnut Creek’s General Fund, and the City’s discretionary operations funds used for the ongoing operation and maintenance of municipal services. The applicant, BRE Properties, has also submitted a Transit Village Development Plan to the City that expresses the developer’s intent for guiding policy and design themes for the Walnut Creek BART Station.
Transit Village Market Opportunities Matrix

<table>
<thead>
<tr>
<th>Prevailing Market Conditions/Opportunities</th>
<th>Challenges</th>
<th>Local Capture Assumptions</th>
<th>Baseline Outcome</th>
<th>Strategies</th>
<th>Improved Outcome</th>
</tr>
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<tbody>
<tr>
<td>Neighborhood and Office-Serving Retail</td>
<td>• Village residents will add an essential base for retail tenants located at the Transit Village</td>
<td>• Disjointed retail markets of BART riders and office workers split demand and limit opportunities of commercial retail synergies</td>
<td>• 5–30% of village resident expenditures, depending on retail category</td>
<td>• Provide on-street parking on North California, with opportunity for valet</td>
<td>• 20,000–25,000 square feet</td>
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<td></td>
<td>• Adjacent office buildings currently contain approximately 3,400 workers and generate a daytime retail demand of approximately $18 million. Office employment accounts for the largest share of retail demand at the Transit Village</td>
<td>• Pedestrian access to the BART station is discouraged by heavy traffic corridors</td>
<td>• 15% of office worker day time retail demand</td>
<td>• Create mid-block crossings at North California Boulevard to access office workers to the east.</td>
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<td></td>
<td>• Lack of on-street parking on North California Boulevard, directly north of Ygnacio Valley Road</td>
<td>• Significant competition directly south of the site limits retailing options</td>
<td></td>
<td>• Include multiple points of entry into retail areas</td>
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<tr>
<td></td>
<td>• Access to the site difficult due to topography and heavy traffic</td>
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</tbody>
</table>
### Transit-Serving Retail

- Approximately 6,000 daily BART riders (12,000 riders, totaling entries and exits) generate approximately $360,000 in total transit retail demand.
- Over 50,000 daily auto trips on Ygnacio Valley Road present excellent store-front visibility.
- Small share of total retail demand likely to be generated from transit riders.
- BART rider ingress and egress oriented towards parking structure, not the Transit Village.
- Include retail articulation and signage to Ygnacio Valley Road.
- Encourage transit circulation through the retail corridors.
- Provide nighttime after-work retail environment (e.g., destination restaurant).
- 10% of total BART rider spending.
- 1,000 square feet.

### Office

- Office-related employment is projected to grow by 1,800 workers from 2005 to 2015.
- Transit Village has clear location advantages due to its proximity to transit, freeway, and downtown retail areas.
- Large competitive supply and increasing vacancies.
- Current economic climate in finance and real estate industries.
- 1% of total Walnut Creek office demand.
- 5% of projected office growth.
- Provide visibility and available signage to major transportation corridors.
- Link to retail in village.
- Include immediately accessible executive parking.
- 28,000 square feet.

**Source:** EDAW, 2008.
D  Walnut Creek Transit Village Fiscal Impact Analysis

Executive Summary

PURPOSE

The purpose of this Fiscal Impact Analysis is to determine the direct net fiscal impact of the proposed Walnut Creek Transit Village (Transit Village) to the City of Walnut Creek’s General Fund, the City’s discretionary operation funds used for the ongoing operation and maintenance of municipal services. This analysis takes into account departmental costs and revenues, future taxes, fees, and intergovernmental revenues directed to the City’s General Fund, and provides details regarding EDAW’s methodology, assumptions and findings.

METHODOLOGY AND ASSUMPTIONS

The fiscal analysis methodology utilizes standard fiscal impact practices to project costs and revenues to the City’s discretionary fund. EDAW contacted local municipal department representatives to identify their service population and evaluate how the growth in population would affect service provision. In consultation with department representatives, EDAW analyzed program budgets for the proposed fiscal year 2008-09, delineating staff levels, core services, program revenues, and recent changes to departments that may affect its service levels and department costs in the future.

MAJOR ASSUMPTIONS

- Transit Village fiscal impacts are estimated at stabilized occupancy
- Current service standards provide the best estimate of future revenues and costs
- All costs and revenues are represented in 2008 dollars
- Current intergovernmental transfers from the state remain constant

Generally, the fiscal model uses the average out method to project future impacts. The average cost method applies current service standards (by service population) to the projected increase in service population resulting from the Transit Village. The average cost method was superseded when Departments identified specific fiscal impacts directly attributable to the proposed Transit Village.

Once the analysis determined the net departmental cost to the General Fund, the next step was to determine net revenues. These include projections for property tax, sales tax, intergovernmental transfers, fees, and fines. Overall, the fiscal analysis uses conservative assumptions to project future revenues to the City, and excludes potential General Fund revenues from property transfer tax or from additional Transient Occupancy Tax. Appendixes A and B provide a list of sources used in this report, including local municipal department contacts.

Note that the fiscal impact analysis assumes no economies of scale will be realized by the City as an urban infill project as City services are assumed to increase commensurate with its increase in the resident and employment population. The fiscal analysis also conservatively assumes no increase in transient occupancy tax, vehicle license fees, and property transfer taxes which the City is likely to receive due to an increase in economic activity at the Transit Village.

NET FISCAL IMPACT

Overall, the Transit Village would generate a net fiscal benefit to the City of Walnut Creek’s General Fund, estimated conservatively at approximately $8,000 per year (applying a 10% margin of error to the revenue and cost projections, the net fiscal impact range is from a deficit of approximately $83,000 to a surplus of $99,000). The standard error takes into account marginal shifts in City costs, revenues, and service provision to the Transit Village, recognizing the fiscal impact analysis provides the best fiscal projection feasible but also that fiscal conditions can change over time.

17 See the main body of the report for an explanation. Transient Occupancy Tax is considered in the Appendix.
CITY EXPENDITURE HIGHLIGHTS

The following section summarizes the Transit Village’s projected impact to General Fund expenditures:

- **The Net Annual Cost** (before accounting for net revenues) to the General Fund is $451,000 (applying a 10% margin of error, the net fiscal impact range is from $406,000 to $496,000).
- **Police Department** net annual impact would be $220,000, and would be primarily generated by the need for additional police staffing to address the increase in service population. Fines and Forfeiture revenues (comprised of Traffic and Parking revenues) offset costs by about $24,450.
- **Public Services** net annual costs for resident-based services amounted to an estimated 70 percent of net costs to the Public Services Department. Traffic light maintenance costs and service population-based costs comprise the remaining 30 percent, for a total annual net departmental impact of $105,000.
- **Community Development Department’s (CDD)** costs would be impacted by a $17,000 increase to its annual budget. Although BART and BRE Properties are responsible for all on-site land improvements, the increase in service population would impact areas around the Transit Village, as well as increase pedestrian and vehicle traffic around the City, resulting in increased service levels to the Department. CDD would allot $2,000 per year to manage the Transit Village’s inclusionary housing units.
- **Arts, Recreation and Community Services (ARCS)** Department would be impacted by a net annual cost of $17,000. Many of ARCS’s programs generate revenue, and some have the capacity to absorb increased service level demand. This fiscal analysis assumes Transit Village residents would have fewer children than the average Walnut Creek household, and would therefore use fewer ARCS services. Conservatively, the analysis assumes Transit Village residents would generate 25 percent less program revenue than the average Walnut Creek resident.
- **Administrative Department and General Government** costs accounted for 20 percent of total department costs of the project, totaling $56,000 and $36,000, respectively. Costs to these two departments increase proportionally with the rise in additional costs borne by all other city departments because they provide essential supporting services.

CITY REVENUE HIGHLIGHTS

The following section summarizes the Transit Village’s projected revenue impact to the City’s General Fund:

- **Total General Fund** (before accounting for net costs) revenues would increase by $459,000 (applying a 10% margin, total gross revenues fall between $413,000 and $505,000 per year).
- **Property Tax Revenue** would increase by $227,000, representing 49 percent of total General Fund revenues of the project. Construction costs were used to estimate the Project’s improved value.
- **Sales and Use Taxes** represent 24 percent of new revenue to the City’s General Fund, amounting to $110,000 per year. The impact is determined by estimating the Transit Village’s taxable retail sales generated from the commercial space, as well as the impact of Transit Village resident spending captured in the City of Walnut Creek.
- **In-Lieu Motor Vehicle License Fee (ILVLF)** represent 21 percent of increased revenues to the City’s General Fund, resulting in $97,000 per year. No increase in **Vehicle License Fee (VLF)** revenues is assumed.
- **Proposition 172** (half-percent public safety tax) revenue is estimated to increase $2,000 per year, based on a 0.4 percent increase in total taxable sales to the City as a result of the Transit Village.
- **Business License Fees** are expected to generate $3,000 in annual revenues, based on an average business license fee cost per Transit Village employee.
- **Franchise Fees** for utility and municipal services would be $20,000, taking into account a 30 percent decrease in the Transit Village’s energy consumption due to the construction of energy efficient units.

NEXT STEPS

This Fiscal Impact Analysis is one part of a three-part project description/evaluation. The **Walnut Creek Transit Village Market Study** evaluates the amount, nature, and placement of viable commercial space at the Transit Village (Transit Village). The **Walnut Creek Transit Village Development Plan** presents the overall vision and policy guidelines for the Walnut Creek BART station.