

Working Paper #10

Transit Access and Connecting Communities to Priority Development Areas and Future Priority Production Areas for Jobs

Overview

Priority Development Areas (PDAs) and future Priority Production Areas (PPAs) have been designated by the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG) for analysis within their respective regional long-term land-use and transportation plans. PDAs have a greater focus on housing while future PPAs emphasize industrial, middle-wage employment centers.

Increasing the density of residents or employees within these areas is intended to reduce vehicle miles traveled (VMT) via infill development and attracting or retaining industrial employment. Access to public transit can reduce congestion and VMT, and can support regional initiatives to increase density. Furthermore, included within the PDA qualifying criteria is a minimum standard regarding transit accessibility. Therefore, transit accessibility within each designated area of Solano County will be identified, PDA transit accessibility will be contrasted with the current standard, recommendations to meet the adopted standard, and timing and forecast cost for said improvements will be addressed.

10.1 Priority Development Areas (PDAs)

Priority Development Areas receive designation by city and county governments. However, certain qualifying criteria must be met. A potential PDA must be:

- Located within an urbanized area;
- Forecast for significant housing growth, including affordable housing; and
- **Served by an existing or planned rail station, ferry terminal, or bus stop served by a route, or routes, with peak headways of 30 minutes or less.**¹

Plan Bay Area 2050 is proposed for adoption in Summer 2021. Subsequent to the adoption of this Plan the current PDA designation will be split into two new ones; 1) locations with higher transit standards and 2) locations with lower transit standards. Transit-Rich PDAs will reflect a higher standard of transit-access while Connected Community PDAs will have lower transit-access standards.

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¹ Plan Bay Area 2050: MTC/ABAG Regional Growth Framework Revisions – Next Steps Memo, May 5, 2019.

Benicia

North Gateway Benicia Industrial Park PDA

The North Gateway Benicia Industrial Park PDA is located in northeast Benicia bounded by Lake Herman Road to the north, Reservoir Road to the west, and Industrial Way to the south and east. The SolanoExpress Blue Line, which runs from Pleasant Hill to Sacramento, serves Benicia Park Road/Industrial Way approximately every 30 minutes during peak hours, and every 60 minutes during off-peak hours and weekends. Given this route currently operates on a 30-minute headway, this PDA meets the current standard for a Connected Community PDA.

Downtown Benicia PDA

The Downtown Benicia PDA is located between West Second Street and East Third Street (west to east), and N Street to the Carquinez Strait (north to south). The SolanoExpress Yellow Line stops at City Park (located at First & Military) and runs every 30 minutes during peak hours between Vallejo and Walnut Creek. Additionally, SolTrans Routes 15 and 17 serve the area, but the focus is on local schools, and therefore the service runs only three times per day Monday-Thursday and four times on Friday. Given this area has a route with 30-minute frequency, this PDA qualifies.

Dixon

Downtown Dixon PDA

The Downtown Dixon PDA is bounded by D Street on the north, Adams Street and Porter Road on the west, Chestnut Street on the south, and Second Street to the east. There is no fixed-route transit service within this area, and therefore this PDA does not qualify. A general public Dial-A-Ride service operates within Dixon city limits. The City of Dixon park & ride, which is served by the SolanoExpress Blue Line, is within one mile of this location.

Fairfield

Fairfield Downtown South PDA

The Fairfield Downtown South PDA lies between Kentucky Street and Highway 12 (north to south), and Pennsylvania Avenue to the train tracks (west to east). Fairfield and Suisun Transit (FAST) Routes 1 and 5 serve the area. Route 1 operates every 30 minutes and Route 5 hourly. Given Route 1 offers 30-minute service, this PDA qualifies.

Fairfield-Vacaville Train Station PDA

The Fairfield-Vacaville Train Station PDA lies approximately half way between the centers of Fairfield and Vacaville, and is situated along the Fairfield-Vacaville *Capitol Corridor* station. It is bordered by Vacaville city limits to the north, Peabody Road to the west, Vanden Road to the south, and Gate Road to the east. *Capitol Corridor* trains stop at the station offering 15 round trips each weekday between Sacramento and Oakland, seven of which extend to San Jose. While Vacaville City Coach does not serve the station, FAST Route 2 does, with service every 30 minutes. Given this route offers 30-minute frequency, this PDA qualifies.



North Texas Gateway PDA

The North Texas Gateway PDA is located between Air Base Parkway and Travis Boulevard (north to south) and approximately 700 feet on either side of Texas Street (east to west). FAST Routes 1, 2, and 6 serve this corridor, and each offers 30-minute service. Given these routes have 30-minute frequency, this PDA qualifies.

West Texas Gateway PDA

The West Texas Gateway PDA is bordered by Texas Street to the north, Hamilton Drive to the west, Woolner Avenue to the south, and Pennsylvania Avenue to the east. The Fairfield Transportation Center is located here, and is served by FAST Routes 1, 3, 5, and 7; Rio Vista 50; and SolanoExpress Blue, Green, and Red Lines. FAST Route 5 operates hourly, while Routes 1, 3, and 7 offer 30-minute frequency. Rio Vista Route 50 provides two round trips daily on weekdays between Rio Vista and Fairfield. The SolanoExpress Red Line operates hourly on weekdays, and every other hour on weekends. During peak-hours, SolanoExpress Blue Line operates every 30 minutes and the Green Line every 20 minutes. Given the 30-minute frequency provided on multiple routes, this PDA qualifies.

Rio Vista

Rio Vista Downtown PDA

The Rio Vista Downtown PDA is located between Highway 12 and California Street from north to south, and Seventh Street to the Sacramento River from west to east. Rio Vista Routes 50 and 52 serve the area. Route 50 provides two round trips to Fairfield each weekday, while Route 52 provides one round trip to Antioch each weekday. Given these routes do not provide 30-minute frequency, this PDA does not qualify.

To fulfill the 30-minute service requirement, two round trips (for example, departing Rio Vista at 8:00 a.m. and 8:30 a.m. for the AM peak and at 5:00 p.m. and 5:30 p.m. for the PM peak) would need to be added in both the morning and evening to Route 50. Doing so would result in an additional 5.2 VSH per day, estimated at approximately \$720 per service day. This translates to an annual cost of approximately \$184,000. A second option would be to add two southbound morning trips (for example, departing Rio Vista at 5:45 a.m. and 6:15 a.m.) and two northbound evening runs (for example, at 5:30 p.m. and 6:30 p.m.) to Route 52, resulting in an additional 5.0 VSH per day at an estimated cost of approximately \$695 per service day. This translates to an annual cost of approximately \$178,000.

Suisun City

Suisun City Downtown & Waterfront PDA

The Suisun City Downtown & Waterfront PDA is bordered by the train tracks to the northwest, Suisun Slough to the south, and Marina Boulevard to the east. The Suisun-Fairfield Amtrak Station is located within this PDA. The station is served by the *Capitol Corridor*, FAST Route 5, Rio Vista Route 50, and the SolanoExpress Green and Red Lines. The Red Line offers limited service to this location, operating hourly during peak-hours only and four times on Saturday. However, given the Green Line operates every 30 minutes, this PDA qualifies.

Vacaville

Allison Area PDA

The Allison Area PDA lies within the section bounded by Interstate 80 to the northwest, Ulatis Creek to the south, and Putah South Canal to the east. The Vacaville Transportation Center is located within this PDA, near the intersection of Interstate 80 and Allison Drive. Vacaville City Coach (VCC) Routes 1, 3, 4, 5, and 6 serve this location, as does the SolanoExpress Blue Line and Yolobus Route 220. VCC Routes 1 and 3 operate on 60-minute headways; while Routes 4, 5, and 6 operate on 30-minute headways. The SolanoExpress Blue Line operates on a 30-minute headway during peak-hours, and hourly during off-peak. Yolobus Route 220 provides three round trips between Vacaville and Davis, Monday through Saturday. Given these routes provide 30-minute frequency, this PDA qualifies.

Downtown Vacaville PDA

The Downtown Vacaville PDA is bordered by Monte Vista Avenue to the north, Cernon and Boyd Streets to the west, Interstate 80 to the south, and Depot Street to the east. This area is served by VCC Routes 2, 5, and 6. While Routes 5 and 6 operate on 30-minute headways, Route 2 runs every 60 minutes. Given these routes offer 30-minute frequency, this PDA qualifies.

Vallejo

Sonoma Boulevard PDA

The Sonoma Boulevard PDA lies along Sonoma Blvd from Redwood Street in the north to Curtola Parkway in the south. SolTrans Routes 1, 2, 3, 4, 5, 7A, 7B, 8, and 82 serve this area. The SolanoExpress Red Line also serves this location. Routes 1, 2, 3, 4, 5, 7A, and 7B each provide 30-minute service, Route 8 offers hourly service, and Route 82 runs once daily to San Francisco and returns to Vallejo. The Red Line operates every 15 minutes during peak hours. As a result, this PDA qualifies.

Vallejo Downtown & Waterfront PDA

The Vallejo Downtown & Waterfront PDA includes two sections. The main section is bordered by Capitol Street to the north, Solano Avenue to the south, Sutter Street to the east, and the Napa River to the west. This section includes the Vallejo Transit Center and Vallejo Ferry Terminal. SolTrans Routes 1, 2, 3, 4, 5, 6, 7A, 7B, 8, and 82 each serve the Vallejo Transit Center. The SolanoExpress Red and Yellow Lines, and VINE Routes 11 and 11X also serve the Transit Center.

The Vallejo Ferry Terminal is served by SolTrans Routes 5 and 82, SolanoExpress Yellow Line, and VINE Routes 11 and 11X. Here these routes connect with the San Francisco Bay Ferry, which links Vallejo with the San Francisco Ferry Building, along with limited service to Pier 41 and Mare Island. The Ferry Terminal is two city blocks from the Transit Center.

The Vallejo-San Francisco Ferry operates every 30-45 minutes during peak-hours. SolTrans Route 6 and VINE Route 11 each provide 60-minute service, while the SolanoExpress Yellow Line runs every half-hour. VINE Route 11X operates six times per day during peak-hours only. This bi-directional routes links Vallejo with Napa.

Located four blocks north of the main section is the second section, an area bounded by the Mare Island Causeway on the north, Napa River on the southwest, and Mare Island Way on the east. SolTrans Routes 5 and 82 serve this section.

Given the Red Line operates every 15 minutes during peak hours, this PDA qualifies.



Exhibit 10.1.1 PDA Transit Access in Solano County

Community	Priority Development Area (PDA)	Boundaries (Counter-Clockwise)	Transit Access	Meets Requirement?	*Daily/Annual Cost Estimate
Benicia	North Gateway Benicia Industrial Park	N: Lake Herman Rd W: Reservoir Rd SW, SE: Industrial Way	SE Blue	Yes	-
	Downtown Benicia	N: N St W: W 2nd St S: Carquinez Strait E: E 3rd St	SE Yellow ST 15, 17	Yes	-
Dixon	Downtown Dixon	N: D St N W: Adams St, Porter Rd S: Chestnut St E: 2nd St		No	-
Fairfield	Fairfield Downtown South	N: Kentucky St W: Pennsylvania Ave S: Highway 12 E: Train Tracks	FAST 1, 5	Yes	-
	Fairfield-Vacaville Train Station	N: Vacaville city limits W: Peabody Rd S: Vanden Rd E: Gate Rd	CC FAST 2	Yes	-
	North Texas Gateway	N: Air Base Pkwy W, E: approx 700 ft on either side of Texas St S: Travis Blvd	FAST 1, 2, 6	Yes	-
	West Texas Gateway	N: Texas St W: Hamilton Dr S: Woolner Ave W: Pennsylvania Ave	FAST 1, 3, 5, 7 Rio Vista 50 SE Blue, Green, Red VINE 21	Yes	-
Rio Vista	Rio Vista Downtown	N: Highway 12 W: 7th St S: California St E: Sacramento River	Rio Vista 50, 52	No	\$695-\$725/ \$178,000- \$184,000
Suisun City	Suisun City Downtown & Waterfront	NW: train tracks S: Suisun Slough E: Marina Blvd	CC FAST 5 Rio Vista 50 SE Green, Red VINE 21	Yes	N/A
Vacaville	Allison Area	NW: Interstate 80 S: Ulatis Creek E: Putah South Canal	SE Blue VCC 1, 3, 4, 5, 6 YOLO 220	Yes	-



Community	Priority Development Area (PDA)	Boundaries (Counter-Clockwise)	Fixed-Route Transit Access	Meets Requirement?	*Daily/Annual Cost Estimate
Vacaville	Downtown Vacaville	N: Monte Vista Ave W: Cernon St, Boyd St S: Interstate 80 E: Depot St	VCC 2, 5, 6	Yes	-
	Sonoma Blvd	N: Redwood St S: Curtola Pkwy	SE Red ST 1, 2, 3, 4, 5, 7A, 7B, 8, 82	Yes	N/A
Vallejo	Vallejo Downtown & Waterfront	N: Capitol St W: Napa River S: Solano Ave E: Sutter St	SE Red, Yellow SFBF ST 1, 2, 3, 4, 5, 6, 7A, 7B, 8, 82 VINE 11, 11X	Yes	N/A
	Vallejo Downtown & Waterfront	N: Mare Island Causeway SW: Napa River E: Mare Island Way	ST 5, 82	Yes	N/A

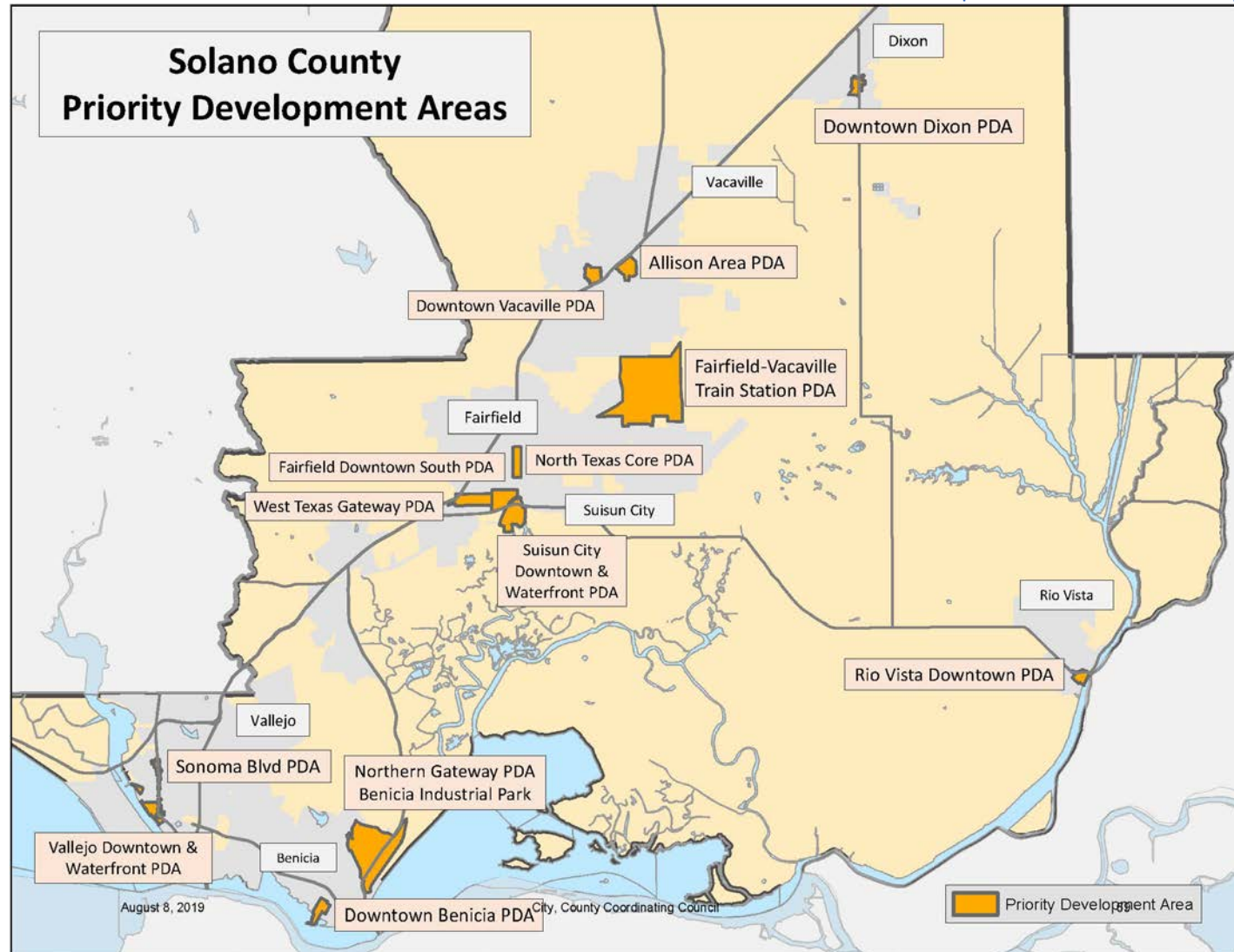
*Cost estimates are based on FY 2018/19 operating-cost/VSH by mode. Daily cost estimate is to meet the PDA requirements.

Exhibit 10.1.2 Transit Provider Legend

Transit Provider	
CC	Capitol Corridor
FAST	Fairfield and Suisun Transit
RV	Rio Vista
SE	SolanoExpress
SFBF	San Francisco Bay Ferry
ST	SolTrans
VCC	Vacaville City Coach
VINE	The VINE (NVTA)
YOLO	Yolobus



Exhibit 10.1.3 Map of PDAs in Solano County



Source: Solano City-Council Coordinating Council Staff Report. Agenda Item No. VI.3 "Priority Development Areas (PDAs), Priority Conservation Areas (PCAs), and Priority Planning Area (PPA) Designations. August 8, 2019. Accessed March 2020.

10.2 Future Priority Production Areas (PPAs)

Unlike PDAs, future Priority Production Areas do not require inclusion in MTC's minimum standard of transit-access. However, transit access to future PPAs in Solano County will be evaluated. The PPA criteria employed is:

- Zoned for industrial use or has a high concentration of Production, Distribution, and Repair (PDR) activities;
- Does not overlap with a Priority Development Area and does not include land within one-half mile of a regional rail station; and
- Jurisdiction has a certified Housing Element.²

Benicia

Benicia Industrial PPA

The Benicia Industrial PPA is located in northeast Benicia bounded by Lake Herman Road to the north, Reservoir Road to the west, and Industrial Way to the south and east. It has boundaries identical to the North Gateway Benicia Industrial Park PDA. PDAs and PPAs cannot be shared jurisdictions. The SolanoExpress Blue Line, which runs from Pleasant Hill to Sacramento, serves Benicia Park Road and Industrial Way approximately every 30 minutes during peak hours, and every 60 minutes during off-peak hours and on weekends.

Dixon

Northeast PPA

The Northeast PPA is located in the northeast section of Dixon. It is bordered by Interstate 80 to the northwest, First Street (Highway 113) to the west, Vaughn Road to the south, and Pedrick Road to the east. There is currently no fixed-route public transit service within this area. However, the Dixon ReadyRide (general-public Dial-A-Ride) provides service within Dixon city limits.

Fairfield

Solano Business Park PPA

The Solano Business Park PPA is bordered by Highway 12 to the north, Chadbourne Road to the west, Cordelia Road to the south, and Beck Avenue to the east. FAST Route 7 and Rio Vista Route 50 serve this area.

Train Station Employment Center PPA

The Train Station Employment Center PPA is located just east of the Solano Business Park PPA. It is bounded by Highway 12 to the north, Beck Avenue to the west, Cordelia Road to the south, and Pennsylvania Avenue to the east. FAST Route 5 serves this area.

² Plan Bay Area 2050: Regional Growth Framework Update – Overview of Existing and Updated Geographies. Table A.2 Overview of Current and Updated Regional Growth Framework Designations. August 8, 2019. Accessed March 2020.

Rio Vista

Rio Vista Industrial Park PPA

The Rio Vista Industrial Park PPA is located in the northwest portion of Rio Vista. It is bounded by Rustic Oak Path to the north, Province Path to the west, and Liberty Island Road to the southeast. Rio Vista Routes 50 and 52 serve this area.

Suisun City

East Side PPA

The East Side PPA is located in the eastern portion of Suisun City bounded by Petersen Road to the north, Walters Road to the west, Highway 12 to the southwest, and Union Creek to the east. FAST Route 6 serves this area via service along Walters Road. Rio Vista Route 50 also serves the Suisun City Walmart, located adjacent to this area across Walters Road.

Gentry PPA

The Gentry PPA is located adjacent to the Suisun-Fairfield rail station. It is bounded by Pennsylvania Avenue to the west, Cordelia Street to the south, and Peytonia Slough to the northeast. The *Capitol Corridor*, FAST Route 5, Rio Vista Route 50, SolanoExpress Green and Red Lines, and VINE Route 21 each serve the Suisun-Fairfield rail station.

Vacaville

Vacaville Industrial PPA

The Vacaville Industrial PPA is composed of two sections. The first section is located north of downtown Vacaville, and is bordered by Midway Road to the north, Putah South Canal to the west, Nut Tree Road to the south, and Interstate 505 to the east. This section has no fixed-route transit access.

The second section is located in downtown Vacaville bordered by Interstate 80 to the northwest, Shasta Drive and Elmira Road to the southwest, Hume Way and Peabody Road to the southeast, and Ulatis Creek and Allison Drive to the northeast. VCC Route 3 is the only fixed-route transit service directly serving this location. However, the Vacaville Transportation Center is only one-quarter mile away from this PPA, and it is served by the SolanoExpress Blue Line; VCC Routes 1, 3, 4, 5, and 6; and Yolobus Route 220.

Vallejo

North Sonoma & Broadway Corridor PPA

The North Sonoma & Broadway Corridor PPA is located north of Downtown Vallejo, north to south from Lewis Brown Drive to Redwood Street and east to west from Broadway to Sonoma Boulevard. The SolanoExpress Red Line; SolTrans Routes 1, 2, 4, 5, 7A, and 7B; and VINE Route 11 each serve this area.



South Vallejo PPA

The South Vallejo PPA is located south of Downtown Vallejo; bordered by Solano Avenue and Curtola Parkway to the north, the Napa River to the west, Lemon Street to the south, and Fifth Street to the east. The SolanoExpress Red Line as well as SolTrans Routes 3, 8, and 82 serve this area.

Mare Island PPA

The Mare Island PPA is located on Mare Island, across the Napa River from Downtown Vallejo. It is divided into two sections. The northern section is bordered by Elm Street to the north, L Street to the west, J Street to the south, and Azuar Drive to the east. This section has no fixed-route transit service, though STA does provide first/last mile service through Lyft.

The southern section lies along the waterfront from the Mare Island Causeway on the north to 15th Street on the south. The Vallejo-San Francisco Ferry serves the Mare Island Ferry Terminal every 30 minutes during peak hours, and otherwise provides limited service.



Exhibit 10.2.1 PPA Transit Access in Solano County

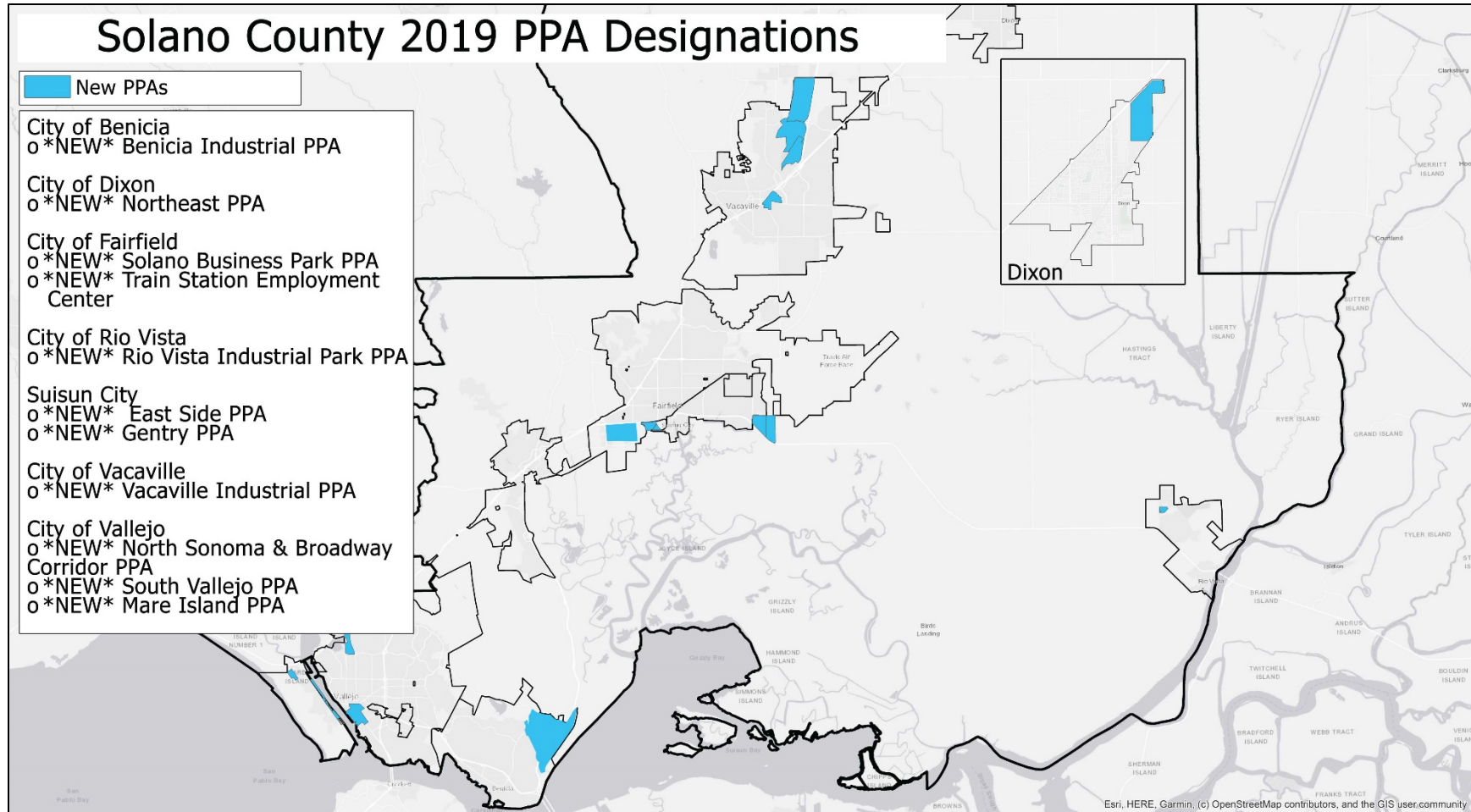
Community	Priority Production Area (PPA)	Boundaries (Counter-Clockwise)	Fixed-Route Transit Access
Benicia	Benicia Industrial	N: Lake Herman Rd W: Reservoir Rd SW, SE: Industrial Way	SE Blue
Dixon	Northeast	NW: Interstate 80 W: 1st St (CA SR 113) S: Vaughn Rd E: Pedrick Rd	-
Fairfield	Solano Business Park	N: Highway 12 W: Chadbourne Rd S: Cordelia Rd E: Beck Ave	FAST 5, 7 Rio Vista 50
	Train Station Employment Center	N: Highway 12 W: Beck Ave S: Cordelia Rd E: Pennsylvania Ave	FAST 5 Rio Vista 50
Rio Vista	Rio Vista Industrial Park	N: Rustic Oak Path W: Province Path SE: Liberty Island Rd	Rio Vista 50, 52
Suisun City	East Side	N: Petersen Rd W: Walters Rd SW: Highway 12 E: Union Creek	FAST 6 Rio Vista 50
	Gentry	W: Pennsylvania Ave S: Cordelia St NE: Peytonia Slough	CC FAST 5 Rio Vista 50 SE Green, Red VINE 21
Vacaville	Vacaville Industrial	N: Midway Rd W: Putah South Canal S: Nut Tree Rd E: Interstate 505	-
		NW: Interstate 80 SW: Shasta Dr, Elmira Rd SE: Hume Way, Peabody Rd NE: Ulatis Creek, Allison Dr	VCC 3



Community	Priority Production Area (PPA)	Boundaries (Counter-Clockwise)	Fixed-Route Transit Access
Vallejo	North Sonoma & Broadway Corridor	N: Lewis Brown Dr W: Sonoma Blvd S: Redwood St E: Broadway	SE Red ST 1, 2, 4, 5, 7A, 7B VINE 11
	South Vallejo	N: Solano Ave, Curtola Pkwy W: Napa River S: Lemon St E: 5th St	SE Red ST 3, 8, 82
	Mare Island	N: Elm St W: L St S: J St E: Azuar Dr	SFBF



Exhibit 10.2.2 Map of PPAs in Solano County



Source: Solano Transportation Authority. December, 2019. Accessed March 2020.

