



Plan Bay Area 2040:  
Amendment

March 2018



METROPOLITAN  
TRANSPORTATION  
COMMISSION



Association of  
Bay Area Governments

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# 1. Introduction

The Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) jointly adopted Plan Bay Area on July 26, 2017 (MTC Resolution No. 4300 and ABAG Resolution No. 10-17).

Plan Bay Area 2040 (the “Plan”) is the updated long-range Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS) for the nine-county San Francisco Bay Area. Plan Bay Area 2040 is the Bay Area’s roadmap for forecasting transportation needs through the year 2040, preserving the character of our diverse communities, and adapting to the challenges of future population growth. The Plan discusses how the Bay Area will grow over the next two decades and identifies transportation and land use strategies to enable a more sustainable, equitable and economically vibrant future. Starting with the current state of the region, the Plan describes Plan Bay Area 2040 and its goals, a proposed growth pattern and supporting transportation investment strategy, and key actions needed to address ongoing and long-term regional challenges. The Plan also includes supplemental reports for additional details. These documents and the adopted Plan can be found at <http://2040.planbayarea.org/reports>.

# 2. Amendment to Plan Bay Area 2040

An amendment is a major revision to the Plan, including adding or deleting a project, major changes in project costs and scope (e.g., changing project locations or the number of through traffic lanes). As stipulated in MTC’s Public Participation Plan (2015), a Plan amendment requires public review and comment, demonstration that the project can be completed based on expected funding, and/or a finding that the change is consistent with federal transportation conformity mandates. Amendments that require an update to the air quality conformity analysis will be subject to the conformity and interagency consultation procedures described in MTC Resolution No. 3757.

In December 2017, the City/County Association of Governments of San Mateo County (C/CAG) requested an amendment to Plan Bay Area 2040 to modify the scope and project cost of the U.S. Highway 101 Managed Lanes Project in San Mateo County (RTPID 17-06-0007). The work planned by C/CAG and the San Mateo County Transportation Authority to upgrade U.S. Highway 101 in San Mateo County was initially described in Plan Bay Area 2040 as:

*“Modify existing lanes to accommodate an HOV lane from Whipple to San Francisco County Line and/or an Express Lane from approximately 2 miles south of the Santa Clara County Line to San Francisco County Line. Work may include shoulder modification, ramp modifications and interchange modifications to accommodate an extra lane. Work will be phased.”*

The amendment to the Plan clarifies the project description and changes specific lane configuration assumptions along the project corridor to accommodate a proposed Express Lane. The amendment aligns the Plan’s assumptions to the assumptions of the preferred alternative in the project’s Draft Environmental Impact Report (EIR).

The amendment also increases the total project cost to \$534 million. The U.S. Highway 101 Managed Lanes Project was included in the adopted Plan’s fiscally constrained transportation investment strategy with a cost estimate of \$365 million. The amendment increases this cost to \$534 million to match the revised scope and the latest cost estimates of the preferred alternative in the project’s Draft EIR.

Funds for the amendment’s cost increase are derived from the Plan’s set aside for project cost overruns

via the Cost Contingency and Financing programmatic project (RTPID 17-10-0016), also included in the adopted Plan’s fiscally constrained transportation investment strategy. Because the project funding is redirected from one adopted project to another within the Plan’s fiscally constrained transportation investment strategy, and no new funds are added to the Plan as part of this amendment, the Plan remains fiscally constrained as required by federal and state planning laws.

The Amendment to Plan Bay Area 2040 consists of the following updates:

- 1) Change the description, cost, and schedule of the U.S. Highway 101 Managed Lanes Project in San Mateo County (RTPID 17-06-0007):
  - a. **Basic Information** >> *What would this project/program do?*  
~~“Modify existing lanes US 101 to accommodate an HOV lane from Whipple to San Francisco County Line and/or an Express Lane from approximately 2 miles south of the Santa Clara County Line to San Francisco County Line Grand Avenue interchange near the I-380 interchange. Work may include shoulder modification, ramp modifications and interchange modifications to accommodate an extra lane. Work will be phased.”~~
  - b. **Cost and Funding** >> *How much does this project/program cost?*  
~~\$365~~ 534 (millions)
  - c. **Schedule** >> *By when is the project/program anticipated to open?*  
~~2020~~ 2021
  
- 2) Change the cost of the Cost Contingency and Financing Project (RTPID 17-10-0016):
  - a. **Cost and Funding** >> *How much does this project/program cost?*  
~~\$621~~ 452 (millions)

No other changes or revisions are proposed in this amendment.

### 3. Comments & Response to Comments

In accordance with MTC’s public participation plan, MTC and ABAG released the Draft Amendment to Plan Bay Area 2040 for a 30-day public review and comment period, beginning January 22, 2018, and closing February 21, 2018. Opportunities to comment were publicized via MTC’s website, email notifications, and a news release. The following is a list of the public comments submitted to MTC along with staff’s responses to these comments.

No.	Name	Agency/Organization	Dated	Response
1	Gladwyn d’Souza (Chair)	Loma Prieta Transportation Committee, Sierra Club	Email 2/14/2018	Response #1
2	Ben Tripousis (Regional Director) Mark A. McLoughlin (Director of Environmental Services)	California High-Speed Rail Authority, Northern California Regional Office	Mail 2/16/2018	Response #2

## RESPONSE #1

The Sierra Club submitted four comments regarding the proposed amendments, below:

***Comment 1: if the lanes are constructed, will that help to make the Sustainable Communities Strategy more successful, or less so? The simultaneously released new Transportation-Air Quality Conformity Analysis implies no.***

The Addendum to the Final Environmental Impact Report for Plan Bay Area 2040 (Addendum) discloses potential environmental impacts of implementing the Amendment to Plan Bay Area 2040. Table 10 of Section 4.3, "Climate Change and Greenhouse Gases" of the Addendum discloses the amended Plan's ability to meet the region's per-capita greenhouse gasses (GHG) emissions reductions for cars and light duty trucks set forth by Senate Bill 375. This table ("Table 10") discloses that the amended Plan meets SB 375's per-capita reduction targets for 2020 (7%) and 2035 (15%). The amended Plan does not perform as well on the 2020 reduction target as the EIR had presented (9% vs 14% reduction); however, that difference is attributed to correction of an error and not related to the amendment. It is important to note that both the amended and adopted Plans meet the region's 2020 and 2035 SB 375 per-capita GHG emissions reduction targets from cars and light duty trucks.

The Transportation-Air Quality Conformity Analysis for the Amended Plan Bay Area 2040 and Amended 2017 Transportation Improvement Program (TIP) is conducted to ensure federally funded or approved highway and transit activities are consistent with ("conform to") the purpose of the state air quality implementation plan (SIP). Conformity to the purpose of the SIP means that transportation activities will not cause or contribute to new air quality violations, worsen existing violations, or delay timely attainment of the relevant national ambient air quality standards (NAAQS). This conformity analysis is a regional emissions analysis and applies to federally designated nonattainment and maintenance area for the transportation-related NAAQS criteria pollutants: ozone, PM2.5, PM10, carbon monoxide, and nitrogen dioxide. The conformity analysis does not include GHG emission results and/or inventories and, therefore, makes no implication about the amended Plan's ability to meet GHG reduction targets.

***Comment 2: if the lanes are constructed, will regional Vehicle Miles Traveled increase, remain constant, or decrease? The EIR for the 101 expansion forecast a 1% increase in the corridor which is business as usual.***

The Addendum to the Final Environmental Impact Report for Plan Bay Area 2040 (Addendum) discloses potential environmental impacts of implementing the Amendment to Plan Bay Area 2040. As disclosed in Table 3 of Section 4.1, "Transportation" of the Addendum, the amended Plan's impact to regional traffic metrics, including Vehicle Miles Traveled (VMT) and VMT per-capita, are slightly reduced relative to the adopted Plan (191,503,300 vs 191,528,600 regional average daily miles of travel). However, the difference (0.01%) in regional VMT between the amended and adopted Plans is negligible and is in essence the same relative to baseline conditions.

Similarly, the Transportation-Air Quality Conformity Analysis also includes regional VMT estimates as a result of the amended Plan and amended TIP as inputs into the emissions model. These regional VMT estimates also show a 0.01% reduction in VMT in the 2030 analysis year and a 0.05% reduction in the 2040 analysis year relative to the adopted Plan.

***Comment 3: shouldn't the available funds be used for making the SCS a success? On CCAG the dictum is that Caltrain relieves almost 8-10% of 101 traffic. Caltrain service needs to at least be doubled to make up for the capacity increase "between 4 and 7 percent in just the next three years" forecasted for the lane expansion by Leo Scott, deputy project manager at Caltrans. And tripled to reduce***

***congestion to have a freer flowing freeway for "consistent travel time for carpools and buses". Please consider not building the lanes but instead using some or all of the funds to electrify Caltrain and extended to the Transbay Transit Center in San Francisco. The right of way of the railroad is very close to the right of way of U.S. Highway 101. Would transit ridership increase more with an electrified and extended Caltrain than with the construction of the freeway lanes?***

As previously mentioned, both the amended and adopted Plans exceed the region's per-capita GHG emissions reduction targets set forth by SB 375 as evidenced in Table 10 of Section 4.3, "Climate Change and Greenhouse Gases" of the Addendum to the Final EIR for Plan Bay Area 2040. The amended Plan demonstrates it can achieve a 15.6% per-capita GHG emissions reduction from 2005 levels, thereby meeting the reduction target of 15% in 2035.

The electrification of Caltrain has been included in the fiscally constrained transportation investment strategy of the adopted Plan as RTPID #17-10-0008. Likewise, the extension of Caltrain to the Transbay Transit Center was also included in the adopted Plan as RTPID #17-10-0038. Please explore the Final Project Database, <http://projects.planbayarea.org/explore>, for the adopted Plan to learn more.

***Comment 4: instead of freeway expansion, why didn't SCS and VMT considerations in Plan Bay Area 2040 bias the EIR in favor of alternative 3 which was the cheapest: convert an existing general purpose lane to an express lane, allowing free access for buses and carpools (of 3+ people)?***

The Transportation-Air Quality Conformity Analysis nor the Addendum to the Final EIR assessed project level build alternatives. Instead, these technical analyses relied on the assumptions provided by the lead agency(s) implementing the project. Build alternatives were assessed in the project's environmental analysis. These amendments to the Plan and to the TIP seek to reflect the preferred alternative of the project level environmental analysis, and to determine whether the preferred alternative would be consistent with ("conform to") the purpose of the state air quality implementation plan (SIP), and/or result in the identification of any new or an increase in severity to previously disclosed environmental impacts to the region.

## **RESPONSE #2**

***Comment: The Authority ("California High-Speed Rail Authority") respectfully requests that MTC and local jurisdictions recognize the proposed high-speed rail blended service and how it may interact with the proposed Highway 101 Express Lane project. It is important to note that the Millbrae Station will serve as an important multi-modal connection opportunity for high-speed rail, BART, and Caltrain. Please keep the Authority informed of any ramp modifications at this location that could afford opportunities to improve access to the Millbrae Station.***

MTC and ABAG have staff have shared with Caltrans, the City/County Association of Governments of San Mateo County, and the San Mateo County Transportation Authority the California High-Speed Rail Authority's comment letter.

## **4. Adoption of the Amendment to Plan Bay Area 2040**

Plan Bay Area 2040 and this Amendment to Plan Bay Area 2040, taken together, constitute the complete Plan Bay Area 2040 document. Refer also to the companion technical documents that accompany this Amendment: (1) Addendum to the Final Environmental Impact Report (EIR) for Plan Bay Area 2040, (2) Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040

and 2017 Transportation Improvement Program, as amended by Revision 2017-28, and (3) 2017 Transportation Improvement Program, as amended by Revision 2017-28.

This amendment is scheduled for review and approval of the governing boards of the MTC and ABAG in March 2018. These pending resolutions – MTC Resolution No. 4327 and ABAG Resolution No. 03-18 – approving the amendment will be included for reference as part of the Amendment to Plan Bay Area 2040 (see Attachment A).



Date: March 28, 2018  
W.I.: 1121  
Referred by: Planning

ABSTRACT

MTC Resolution No. 4327

This resolution approves the Amendment to Plan Bay Area 2040, which includes both the Regional Transportation Plan and Sustainable Communities Strategy for the San Francisco Bay Area.

Further discussion of this subject is contained in the Executive Director's memorandum to the MTC Planning Committee and ABAG Administrative Committee dated March 2, 2018.

Date: March 28, 2018  
W.I.: 1121  
Referred by: Planning

Re: Approval of the Amendment to Plan Bay Area 2040, which includes both the Regional Transportation Plan and Sustainable Communities Strategy for the San Francisco Bay Area

METROPOLITAN TRANSPORTATION COMMISSION  
RESOLUTION NO. 4327

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to California Government Code Section 66500 *et seq.*; and

WHEREAS, MTC is the federally designated Metropolitan Planning Organization (MPO), pursuant to Section 134(d) of Title 23 of the United States Code (USC) for the nine-county San Francisco Bay Area region (the region); and

WHEREAS, Part 450 of Title 23 of the Code of Federal Regulations (CFR), require MTC as the MPO to prepare and update a long-range Regional Transportation Plan (RTP) every four years; and

WHEREAS, California Government Code § 65080 *et seq.* requires MTC to prepare and update a long-range RTP, including a Sustainable Communities Strategy (SCS) prepared in conjunction with the Association of Bay Area Governments (ABAG), every four years; and

WHEREAS, MTC and ABAG jointly adopted the Final Plan Bay Area 2040 (Plan) (MTC Resolution No. 4300 and ABAG Resolution No. 10-17) on July 26, 2017; and

WHEREAS, MTC and ABAG staff have prepared an Amendment to the Final Plan to modify the scope and projected cost of the U.S. Highway 101 Managed Lanes Project to accommodate an Express Lane in each direction (RTPID 17-06-0007); and

WHEREAS, the modification of the projected cost of the U.S. Highway 101 Managed Lanes Project (RTPID 17-06-0007) is within the financial constraint of the Final Plan because the additional funding for the project comes from the Cost Contingency and Financing

programmatic project (RTPID 17-10-0016) that is already included in the financially constrained Final Plan; and

WHEREAS, no other changes or revisions are made as part of the Amendment to the Final Plan; and

WHEREAS, MTC and ABAG staff circulated the Draft Amendment to the Plan for a 30-day public comment period, starting January 22, 2018, and closing on February 21, 2018, in following with the requirements of the MTC 2015 Public Participation Plan (MTC Resolution No. 4174); and

WHEREAS, MTC and ABAG staff prepared the Final Amendment to the Final Plan, consisting of the Draft Amendment, including all revisions (Final Amendments); and

WHEREAS, prior to taking action on the Final Amendment, MTC and ABAG have heard, been presented with, reviewed, and considered all of the information and data in the administrative record, including the Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the 2017 Transportation Improvement Program, as amended by Revision Number 2017-28 (MTC Resolution No. 4325), the Addendum to the Final Environmental Impact Report prepared for Plan Bay Area (MTC Resolution No. 4326 and ABAG Resolution No. 02-18), and all oral and written evidence presented to it during all meetings; now, therefore, be it

RESOLVED, that MTC hereby certifies that the foregoing recitals are true and correct and incorporated by this reference; and be it further

RESOLVED, MTC and ABAG staff prepared the Final Amendment, consisting of the Draft Amendment, including all revisions; and be it further

RESOLVED, that prior to taking action on the Final Amendment, MTC has heard, been presented with, reviewed, and considered all of the information and data in the administrative record, including the Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the Amended 2017 Transportation Improvement Program, as amended

by Revision Number 2017-28 (MTC Resolution No. 4325), the Addendum to the Final Environmental Impact Report prepared for Plan Bay Area (MTC Resolution No. 4326 and ABAG Resolution No. 02-18), and all oral and written evidence presented to it during all meetings; and be it further

RESOLVED, that MTC finds that the Final Amendment complies with the requirements of applicable laws; and be it further

RESOLVED, that MTC, as a decision-making body, hereby approves the Final Amendment to Plan Bay Area 2040 (Attachment A) as presented; and be it further

RESOLVED, that MTC directs staff to publish a copy of Final Amendment to Plan Bay Area 2040 and place it on file at the offices of MTC and to post an electronic copy onto the MTC website at [www.mtc.ca.gov](http://www.mtc.ca.gov).

METROPOLITAN TRANSPORTATION COMMISSION

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Jake Mackenzie, Chair

This resolution was entered into by the Metropolitan Transportation Commission at a meeting of the Commission held in San Francisco, California on March 28, 2018.

Date: March 28, 2018  
W.I.: 1121  
Referred by: Planning

Attachment A  
Resolution No. 4327  
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### **Amendment to Plan Bay Area 2040**

The Amendment to Plan Bay Area 2040 is on file in the offices  
of the Metropolitan Transportation Commission, Bay Area Metro Center,  
375 Beale Street, Suite 800, San Francisco, CA 94105.

**ASSOCIATION OF BAY AREA GOVERNMENTS  
EXECUTIVE BOARD**

**RESOLUTION NO. 03-18**

**RE: APPROVAL OF THE ADDENDUM TO PLAN BAY AREA 2040  
(SCH# 2016052041)**

**WHEREAS**, the Association of Bay Area Governments (ABAG), a joint exercise of powers entity created pursuant to California Government Code Sections 6500 et seq., is the Council of Governments and the regional land use planning agency for the San Francisco Bay Area; and

**WHEREAS**, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to California Government Code Section 66500 et seq.; and

**WHEREAS**, Part 450 of Title 23 of the Code of Federal Regulations (CFR), requires MTC as the MPO to prepare and update a long-range Regional Transportation Plan (RTP) every four years; and

**WHEREAS**, California Government Code Section 65080 requires ABAG and MTC to prepare a sustainable communities strategy (SCS) for the San Francisco Bay Area; and

**WHEREAS**, the Plan Bay Area 2040 ("Plan") constitutes the RTP and SCS for the San Francisco Bay Area; and

**WHEREAS**, the Plan, contains an integrated set of strategies and fiscally-constrained investments to maintain, manage, and improve the transportation system in the San Francisco Bay Area through the year 2040 and calls for development of an integrated intermodal transportation system that facilitates the efficient, economic movement of people and goods; and

**WHEREAS**, ABAG and MTC jointly adopted the Final Plan Bay Area 2040 (Plan) (ABAG Resolution No. 10-17 and MTC Resolution No. 4300) on July 26, 2017; and

**WHEREAS**, ABAG and MTC staff have prepared an Amendment to the Final Plan to modify the scope and projected cost of the U.S. Highway 101 Managed Lanes Project to accommodate an Express Lane in each direction (RTPID 17-06-0007); and

**WHEREAS**, the modification of the projected cost of the U.S. Highway 101 Managed Lanes Project (RTPID 17-06-0007) is within the financial constraint of the Final Plan because the additional funding for the project comes from the Cost Contingency and Financing programmatic project (RTPID 17-10-0016) that is already included in the financially constrained Final Plan; and

**ASSOCIATION OF BAY AREA GOVERNMENTS  
RESOLUTION NO. 03-18**

**WHEREAS**, no other changes or revisions are made as part of the Amendment to the Final Plan; and

**WHEREAS**, ABAG and MTC circulated the Draft Amendment to the Plan for a 30-day public comment period, starting January 22, 2018, and closing on February 21, 2018, in following with the requirements of the MTC 2015 Public Participation Plan (MTC Resolution No. 4174); and

**WHEREAS**, ABAG and MTC staff prepared the Final Amendment to the Final Plan, consisting of the Draft Amendment, including all revisions (Final Amendments); and

**WHEREAS**, prior to taking action on the Final Amendment, ABAG and MTC have heard, been presented with, reviewed, and considered all of the information and data in the administrative record, including the Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the 2017 Transportation Improvement Program, as amended by Revision Number 2017-28 (MTC Resolution No. 4325), the Addendum to the Final Environmental Impact Report prepared for Plan Bay Area (ABAG Resolution No. 02-18 and MTC Resolution No. 4326), and all oral and written evidence presented to it during all meetings; now, therefore, be it

**RESOLVED**, that ABAG hereby certifies that the foregoing recitals are true and correct and incorporated by this reference; and be it further

**RESOLVED**, ABAG and MTC staff prepared the Final Amendment, consisting of the Draft Amendment, including all revisions; and be it further

**RESOLVED**, that prior to taking action on the Final Amendment, ABAG has heard, been presented with, reviewed, and considered all of the information and data in the administrative record, including the Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the Amended 2017 Transportation Improvement Program, as amended by Revision Number 2017-28 (MTC Resolution No. 4325), the Addendum to the Final Environmental Impact Report prepared for Plan Bay Area (ABAG Resolution No. 02-18 and MTC Resolution No. 4326), and all oral and written evidence presented to it during all meetings; and be it further

**RESOLVED**, that ABAG finds that the Final Amendment complies with the requirements of applicable laws; and be it further

**RESOLVED**, that ABAG, as a decision-making body, hereby approves the Final Amendment to Plan Bay Area 2040 (Attachment A) as presented; and be it further

**RESOLVED**, that ABAG directs staff to publish a copy of Final Amendment to Plan Bay Area 2040 and place it on file at the offices of ABAG and to post an electronic copy onto the ABAG website at [www.abag.ca.gov](http://www.abag.ca.gov).

**ASSOCIATION OF BAY AREA GOVERNMENTS  
RESOLUTION NO. 03-18**

The foregoing was adopted by the Executive Board this 15<sup>th</sup> day of March, 2018.

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David Rabbitt  
President

**Certification of Executive Board Approval**

I, the undersigned, the appointed and qualified Clerk of the Board of the Association of Bay Area Governments (Association), do hereby certify that the foregoing resolution was adopted by the Executive Board of the Association at a duly called meeting held on the 15<sup>th</sup> day of March, 2018.

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Frederick Castro  
Clerk of the Board

**Approved as to Legal Form**

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Adrienne Weil  
General Counsel  
Metropolitan Transportation Commission