



# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort  
MetroCenter  
Oakland, CA

## Meeting Agenda

### Policy Advisory Council

*Randi Kinman, Chair   Carlos Castellanos, Vice Chair*

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Wednesday, September 9, 2015

1:30 PM

Lawrence D. Dahms Auditorium

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#### Call Meeting to Order

*Quorum: A quorum of this council shall be a majority of its regular voting members (14).*

1. [15-0830](#)

Welcome

**Presenter:**

Randi Kinman, Council Chair

2. [15-0818](#)

Approval of August 12, 2015 Meeting Minutes  
(5 minutes)

**Action:**

Approval

**Presenter:**

Randi Kinman, Council Chair

**Attachments:**

[2\\_Minutes\\_Aug 2015.pdf](#)

3. [15-0819](#)

Public Comment on Items Not on the Agenda†  
(5 minutes)

†Note: The Council will not take action on items not listed on today's agenda

**Action:**

Information

**Presenter:**

Randi Kinman, Council Chair

4. [15-0820](#)

Subcommittee Reports  
(5 minutes)

The Subcommittee may refer an item from its agenda to the full Council for action at its next meeting if needed.

**Action:**

Information

**Presenter:**

Alan Talansky, Subcommittee Chair

5.     [15-0822](#)     Vital Signs: Environment  
(20 minutes)
- Staff presentation of the final round of indicators from the Vital Signs performance monitoring initiative, including measures related to air quality, road safety, and the San Francisco Bay.
- Action:**             Information
- Presenter:**       Dave Vautin, MTC Staff
- Attachments:**     [5 Vital Signs Environment.pdf](#)
6.     [15-0826](#)     Plan Bay Area 2040 Goals & Targets - Revised Staff Recommendation  
(30 minutes)
- Revised staff recommendation of goals and performance targets related to Plan Bay Area 2040 in advance of Commission and ABAG Board consideration for approval in September.
- Action:**             Information and Discussion
- Presenter:**       Dave Vautin, MTC staff
- Attachments:**     [6 Plan Bay Area 2040 Goals & Targets - Revised Staff Recommendation.pdf](#)
7.     [15-0825](#)     Understanding Displacement in the Bay Area - Definition, Measures and  
Potential Policy Approaches  
(40 minutes)
- Staff presentation on recent trends in the Bay Area, a working definition, potential methods to measure risk, and existing policy tools for discussion.
- Action:**             Information and Discussion
- Presenter:**       Ken Kirkey, MTC staff and Vikrant Sood, MTC staff
- Attachments:**     [7 Understanding Displacement in the Bay Area – Definition and Measures - rev](#)
8.     [15-0827](#)     Staff Liaison Report  
(5 minutes)
- Relevant MTC policy decisions and other activities.
- Action:**             Information
- Presenter:**       Pam Grove,  
MTC Staff Liaison
- Attachments:**     [8 Staff Liaison Report with Work Plan.pdf](#)
9.     [15-0828](#)     Council Member Reports  
(5 minutes)
- Members of the Council may report on locally relevant issues or events.
- Action:**             Information
- Presenter:**       Randi Kinman, Council Chair

10.     [15-0829](#)     New Business  
                          (5 minutes)  
                          Members of the Council may bring up new business for discussion or  
                          addition to a future agenda.
- Action:             Discussion
- Presenter:     Randi Kinman, Council Chair

**11. Public Comment / Other Business**

**12. Adjournment / Next Meeting**

**The next meeting of the Policy Advisory Council will be held Wednesday, October 14, 2015 at 1:30 p.m. in the Lawrence D. Dahms Auditorium at 101 Eighth Street Oakland, CA 94607.**

**Public Comment:** The public is encouraged to comment on agenda items at committee meetings by completing a request-to-speak card (available from staff) and passing it to the committee secretary. Public comment may be limited by any of the procedures set forth in Section 3.09 of MTC's Procedures Manual (Resolution No. 1058, Revised) if, in the chair's judgement, it is necessary to maintain the orderly flow of business.

**Meeting Conduct:** If this meeting is willfully interrupted or disrupted by one or more persons rendering orderly conduct of the meeting unfeasible, the Chair may order the removal of individuals who are willfully disrupting the meeting. Such individuals may be arrested. If order cannot be restored by such removal, the members of the committee may direct that the meeting room be cleared (except for representatives of the press or other news media not participating in the disturbance), and the session may continue.

**Record of Meeting:** MTC meetings are recorded. Copies of recordings are available at a nominal charge, or recordings may be listened to at MTC offices by appointment. Audiocasts are maintained on MTC's Web site ([mtc.ca.gov](http://mtc.ca.gov)) for public review for at least one year.

**Accessibility and Title VI:** MTC provides services/accommodations upon request to persons with disabilities and individuals who are limited-English proficient who wish to address Commission matters. For accommodations or translations assistance, please call 510.817.5757 or 510.810.5769 for TDD/TTY. We require three working days' notice to accommodate your request.

可及性和法令第六章：MTC 根據要求向希望來委員會討論有關事宜的殘疾人士及英語有限者提供服務/方便。需要便利設施或翻譯協助者，請致電 510.817.5757 或 510.817.5769 TDD / TTY。我們要求您在三個工作日前告知，以滿足您的要求。

**Acceso y el Titulo VI:** La MTC puede proveer asistencia/facilitar la comunicación a las personas discapacitadas y los individuos con conocimiento limitado del inglés quienes quieran dirigirse a la Comisión. Para solicitar asistencia, por favor llame al número 510.817.5757 o al 510.817.5769 para TDD/TTY. Requerimos que solicite asistencia con tres días hábiles de anticipación para poderle proveer asistencia.

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Attachments are sent to committee members, key staff and others as appropriate. Copies will be available at the meeting.

All items on the agenda are subject to action and/or change by the Committee. Actions recommended by staff are subject to change by the Committee.

MTC's Chair and Vice-Chair are ex-officio voting members of all standing committees.





# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

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**File #:** 15-0830      **Version:** 1      **Name:**

**Type:** Report      **Status:** Informational

**File created:** 8/14/2015      **In control:** Policy Advisory Council

**On agenda:** 9/9/2015      **Final action:**

**Title:** Welcome

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:**

Date	Ver.	Action By	Action	Result
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**Subject:**  
Welcome

**Presenter:**  
Randi Kinman, Council Chair



# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

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**File #:** 15-0818      **Version:** 1      **Name:**

**Type:** Minutes      **Status:** Committee Approval

**File created:** 8/13/2015      **In control:** Policy Advisory Council

**On agenda:** 9/9/2015      **Final action:**

**Title:** Approval of August 12, 2015 Meeting Minutes  
(5 minutes)

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [2 Minutes Aug 2015.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**  
Approval of August 12, 2015 Meeting Minutes  
(5 minutes)

**Presenter:**  
Randi Kinman, Council Chair

**Recommended Action:**  
Approval



# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort  
MetroCenter  
Oakland, CA

## Meeting Minutes - Draft

### Policy Advisory Council

*Randi Kinman, Chair   Carlos Castellanos, Vice Chair*

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Wednesday, August 12, 2015

1:30 PM

Lawrence D. Dahms Auditorium

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#### Call Meeting to Order

1. [15-0735](#) Welcome

**Presenter:** Randi Kinman

**Present:** 18 - Chairperson Kinman, Vice Chair Castellanos, Armenta, Baker, Burnett, Clary, Din, Florez, Galvez, Glover, Hedges, Kaufman, Levine, Malekafzali, Schweng, Talansky, Wolf and Jeffrey Sailors

**Excused:** 5 - Banuelos, Blacksten, Busenbark, Murray and Pechner

**Absent:** 2 - Nicholson and Rico

2. [15-0736](#) Approval of July 8, 2015 Meeting Minutes  
(5 minutes)

**Action:** Approval

**Presenter:** Randi Kinman

**Upon motion by Florez and second by Hedges, the July 8, 2015 meeting minutes were adopted. The motion carried by the following vote:**

**Aye:** 16 - Chairperson Kinman, Baker, Burnett, Clary, Din, Florez, Galvez, Glover, Hedges, Kaufman, Levine, Malekafzali, Schweng, Talansky, Wolf and Jeffrey Sailors

**Absent:** 7 - Banuelos, Blacksten, Busenbark, Murray, Nicholson, Pechner and Rico

**Abstain:** 2 - Vice Chair Castellanos and Armenta

3. [15-0737](#) Public Comment on Items Not on the Agenda†  
(5 minutes)

†Note: The Council will not take action on items not listed on today's agenda.

**Action:** Information

**Presenter:** Randi Kinman

4. [15-0738](#) Subcommittee Reports  
(5 minutes)

The Subcommittee may refer an item from its agenda to the full Council for action at its next meeting if needed.

**Action:** Information

**Presenter:** Alan Talansky

5. [15-0739](#) Call Box Reduction Update  
(20 minutes)

Update on the status of the Call Box program reduction efforts and future plans.

**Action:** Information

**Presenter:** Stephen Terrin

6. [15-0740](#) Bay Area Regional Prosperity Plan Project  
(30 minutes)

Report on outcomes from the Bay Area Regional Prosperity Plan project and potential future initiatives.

**Action:** Information

**Presenter:** Vikrant Sood

7. [15-0741](#) Policy Advisory Council Work Plan  
(40 minutes)

Discuss and finalize the Council's 2015-2016 work plan for approval.

**Action:** Discussion and Approval

**Presenter:** Randi Kinman

Clary and Glover left before the vote.

Upon motion by Vice Chair Castellanos and second by Hedges to accept the work plan as amended and include an additional item to explore the impact of alternative transportation systems (i.e. Uber/Lyft and private buses operated by companies), the motion was then amended by Malekafzali to group both housing brainstorming topics together and both transportation brainstorming topics together. The motion failed by the following vote:

**Aye:** 8 - Chairperson Kinman, Vice Chair Castellanos, Armenta, Baker, Burnett, Hedges, Malekafzali and Talansky

**Nay:** 8 - Din, Florez, Galvez, Kaufman, Levine, Schweng, Wolf and Jeffrey Sailors

**Absent:** 9 - Banuelos, Blacksten, Busenbark, Clary, Glover, Murray, Nicholson, Pechner and Rico

Upon motion by Vice Chair Castellanos and second by Florez to accept the work plan as amended and include an additional item to explore the impact of alternative transportation systems (i.e. Uber/Lyft and private buses operated by companies), the motion carried by the following vote:

**Aye:** 14 - Chairperson Kinman, Vice Chair Castellanos, Armenta, Baker, Burnett, Florez, Hedges, Kaufman, Levine, Malekafzali, Schweng, Talansky, Wolf and Jeffrey Sailors

**Nay:** 1 - Din

**Absent:** 9 - Banuelos, Blacksten, Busenbark, Clary, Glover, Murray, Nicholson, Pechner and Rico

**Abstain:** 1 - Galvez

8. [15-0742](#) Staff Liaison Report  
(5 minutes)

Relevant MTC policy decisions and other activities.

**Action:** Information

**Presenter:** Pam Grove

9. [15-0743](#) Council Member Reports  
(5 minutes)

Members of the Council may report on locally relevant issues or events.

Action: Information

Presenter: Randi Kinman

10. [15-0744](#) New Business  
(5 minutes)

Members of the Council may bring up new business for discussion or addition to a future agenda.

Action: Discussion

Presenter: Randi Kinman

#### 11. Adjourn / Next Meeting

The next meeting of the Policy Advisory Council will be held Wednesday, September 9, 2015 at 1:30 p.m. in the Lawrence D. Dahms Auditorium at 101 Eighth Street Oakland, CA 94607.



# Metropolitan Transportation Commission

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Oakland, CA

## Legislation Details (With Text)

**File #:** 15-0819      **Version:** 1      **Name:**  
**Type:** Report      **Status:** Informational  
**File created:** 8/13/2015      **In control:** Policy Advisory Council  
**On agenda:** 9/9/2015      **Final action:**  
**Title:** Public Comment on Items Not on the Agenda†  
(5 minutes)  
†Note: The Council will not take action on items not listed on today's agenda

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:**

Date	Ver.	Action By	Action	Result
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### Subject:

Public Comment on Items Not on the Agenda†  
(5 minutes)

†Note: The Council will not take action on items not listed on today's agenda

### Presenter:

Randi Kinman, Council Chair

### Recommended Action:

Information



# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

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<b>File #:</b>	15-0820	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	8/13/2015	<b>In control:</b>		Policy Advisory Council	
<b>On agenda:</b>	9/9/2015	<b>Final action:</b>			
<b>Title:</b>	Subcommittee Reports (5 minutes)				

The Subcommittee may refer an item from its agenda to the full Council for action at its next meeting if needed.

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:**

Date	Ver.	Action By	Action	Result
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**Subject:**

Subcommittee Reports  
(5 minutes)

*The Subcommittee may refer an item from its agenda to the full Council for action at its next meeting if needed.*

**Presenter:**

Alan Talansky, Subcommittee Chair

**Recommended Action:**

Information





# Metropolitan Transportation Commission

101 Eighth Street,  
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Oakland, CA

## Legislation Details (With Text)

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<b>File #:</b>	15-0822	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	8/13/2015	<b>In control:</b>		Policy Advisory Council	
<b>On agenda:</b>	9/9/2015	<b>Final action:</b>			
<b>Title:</b>	Vital Signs: Environment (20 minutes)				

Staff presentation of the final round of indicators from the Vital Signs performance monitoring initiative, including measures related to air quality, road safety, and the San Francisco Bay.

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [5 Vital Signs Environment.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Vital Signs: Environment  
(20 minutes)

*Staff presentation of the final round of indicators from the Vital Signs performance monitoring initiative, including measures related to air quality, road safety, and the San Francisco Bay.*

**Presenter:**

Dave Vautin, MTC Staff

**Recommended Action:**

Information



**METROPOLITAN  
TRANSPORTATION  
COMMISSION**

**Agenda Item 5**

Joseph P. Bort MetroCenter  
101 Eighth Street  
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WEB [www.mtc.ca.gov](http://www.mtc.ca.gov)

***Memorandum***

TO: Policy Advisory Council

DATE: September 4, 2015

FR: Dave Vautin, MTC

RE: Vital Signs: Environment

Over the past eight months, MTC has been releasing performance monitoring data as part of the Vital Signs initiative, which builds upon the performance framework established in Plan Bay Area by tracking regional trends. Vital Signs focuses on the measurement of regional progress towards key transportation, land use, environmental, and economic policy goals. The effort seeks to better inform the public and policymakers about critical regional issues by presenting historical data both at a regional and a local scale through an interactive and customizable website.

**Environmental Indicators**

MTC worked collaboratively with our regional partners at the Bay Area Air Quality Management District (BAAQMD) and the San Francisco Bay Conservation and Development Commission (BCDC) to identify seven key environmental indicators for tracking on Vital Signs. In August, MTC released data on these indicators to the Vital Signs website, marking the fourth and final release of the project:

- Particulate matter concentrations
- Ozone concentrations
- Greenhouse gas emissions
- Fatalities from crashes
- Injuries from crashes
- Bay restoration
- Vulnerability from sea level rise

The attached presentation highlights the four primary themes of the Environment release and incorporates a summary of data relevant to each theme:

1. While the region continues to grapple with particulate emissions in highly impacted areas, the fact remains that the region's air quality has never been better in the last half-century than it is today.
2. Thanks to shorter trip distances and high non-auto mode shares, San Franciscans lead the way with the lowest per-capita emissions amongst Bay Area residents.
3. Improved vehicle technologies have reduced fatalities and injuries from crashes despite growing traffic volumes and increasing regional population; despite this, vulnerable users have not seen declines commensurate with motorists.
4. Strict bay fill regulations enacted in the late 20<sup>th</sup> century have prevented degradation to this natural resources over the past half-century; our region's 21<sup>st</sup> century challenge is to protect residents at risk from sea level rise.

More detailed narratives on environmental trends can be found on the Vital Signs website.

### **Overarching Key Findings**

In total, Vital Signs incorporates nearly 40 performance indicators and approximately 200 datasets – with dozens of findings included across various narratives. Staff was directed by the joint MTC Planning and ABAG Administrative Committee to identify overarching findings across the various performance indicators, given the scope of the Vital Signs analysis. While it is impossible to incorporate every measure and conclusions into this findings, staff has identified four common threads across the measures as the key findings of the overall project:

1. An emphasis on protecting our region's environment has resulted in cleaner air, healthier ecosystems, and more abundant open space.
2. The Bay Area's combination of a booming economy and constraints on development has resulted in limited housing production and serious affordability challenges, leaving residents and companies with the tough choice between the advantages of one of America's most innovative but expensive regions or locating in a more affordable metro.
3. The Bay Area may be just starting to turn a corner towards more sustainable land use patterns – in particular, transit-served urban neighborhoods could have positive effects on transit usage and congestion.
4. We are much more complex than "One Bay Area". The substantial differences that exist across the region – with respect to relative prosperity, housing opportunities, environmental conditions and transportation options, to name just a few – highlight the challenge we face in tailoring policies that benefit the region as a whole.



SEPTEMBER 4, 2015

# VITAL SIGNS

ENVIRONMENTAL INDICATORS & KEY FINDINGS  
POLICY ADVISORY COUNCIL

MTC

ABAG

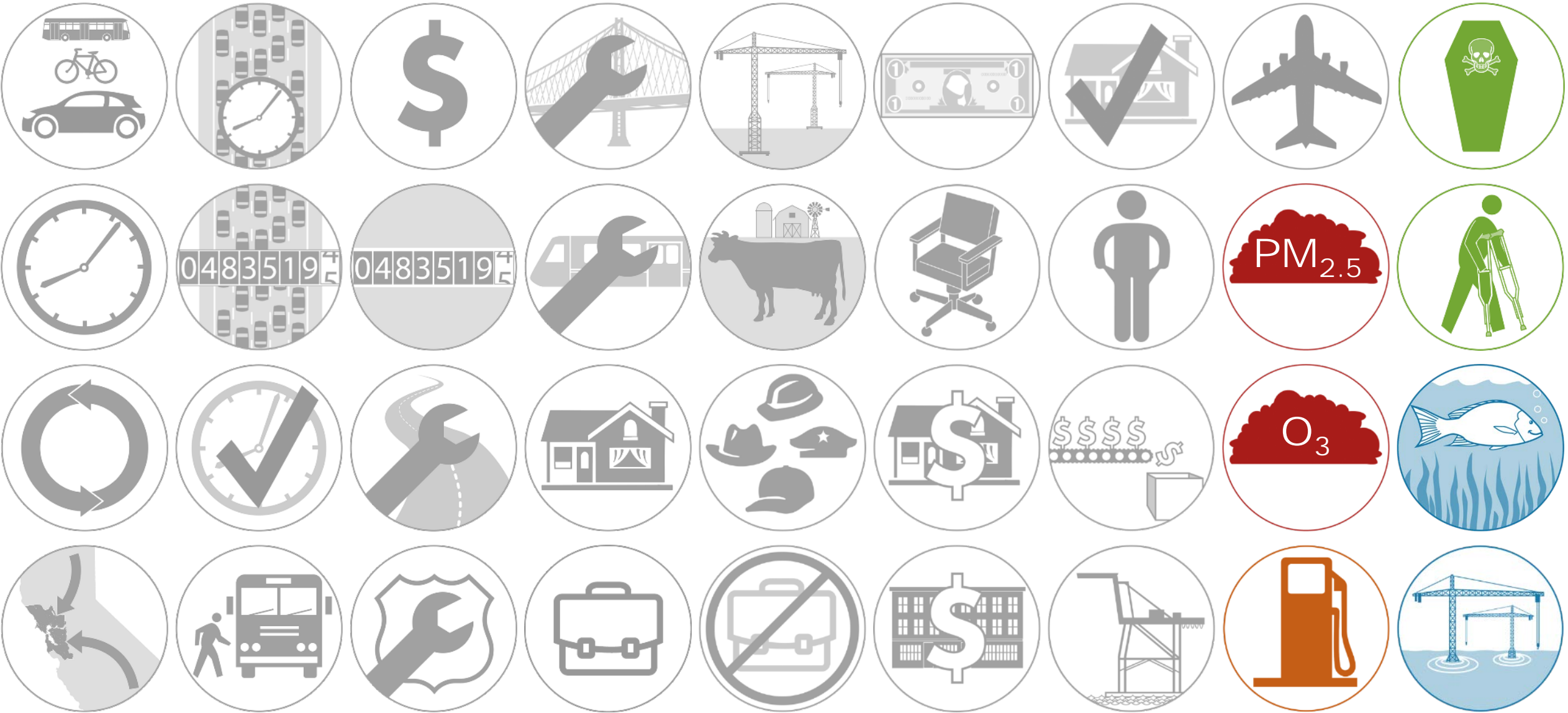
BAAQMD

BCDC

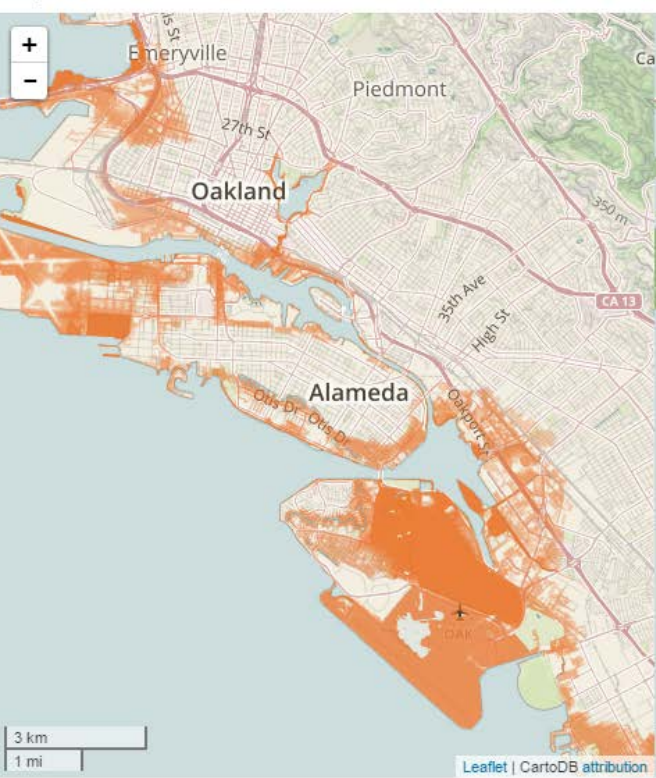




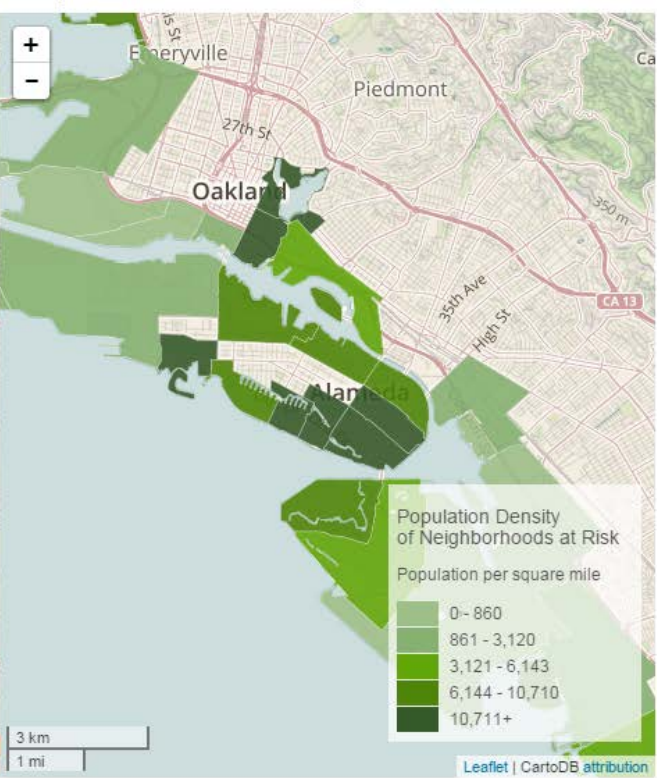
**With the recent release of Vital Signs: Environment, the public now has access to a total of 36 performance indicators via nearly 100 interactive maps & charts.**



Impacted Land Area



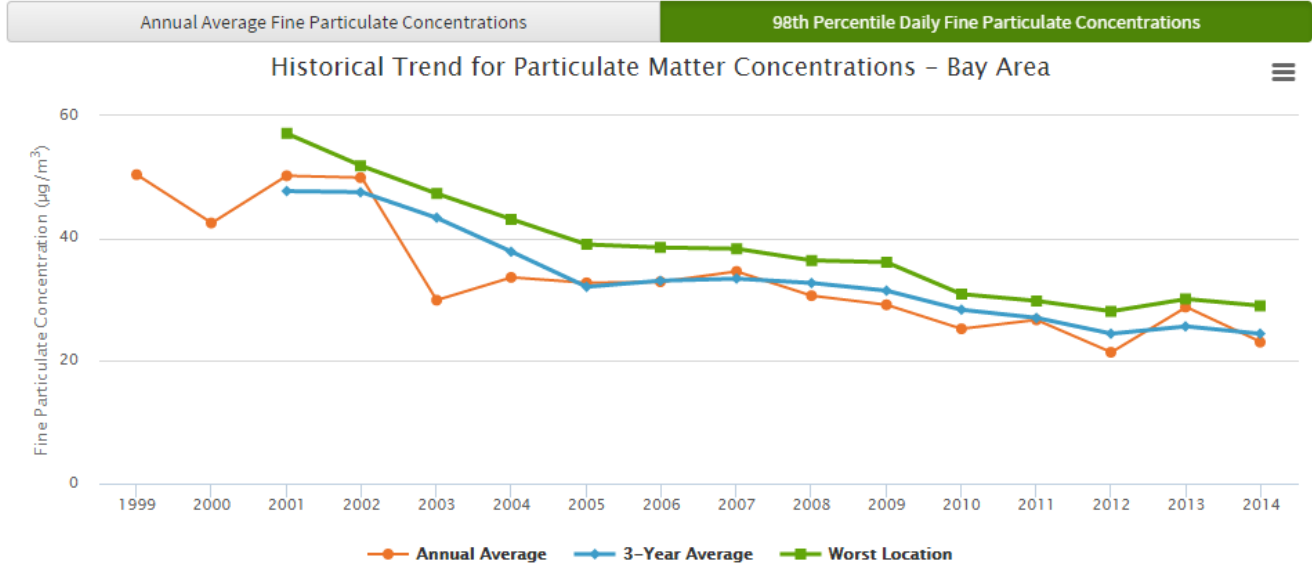
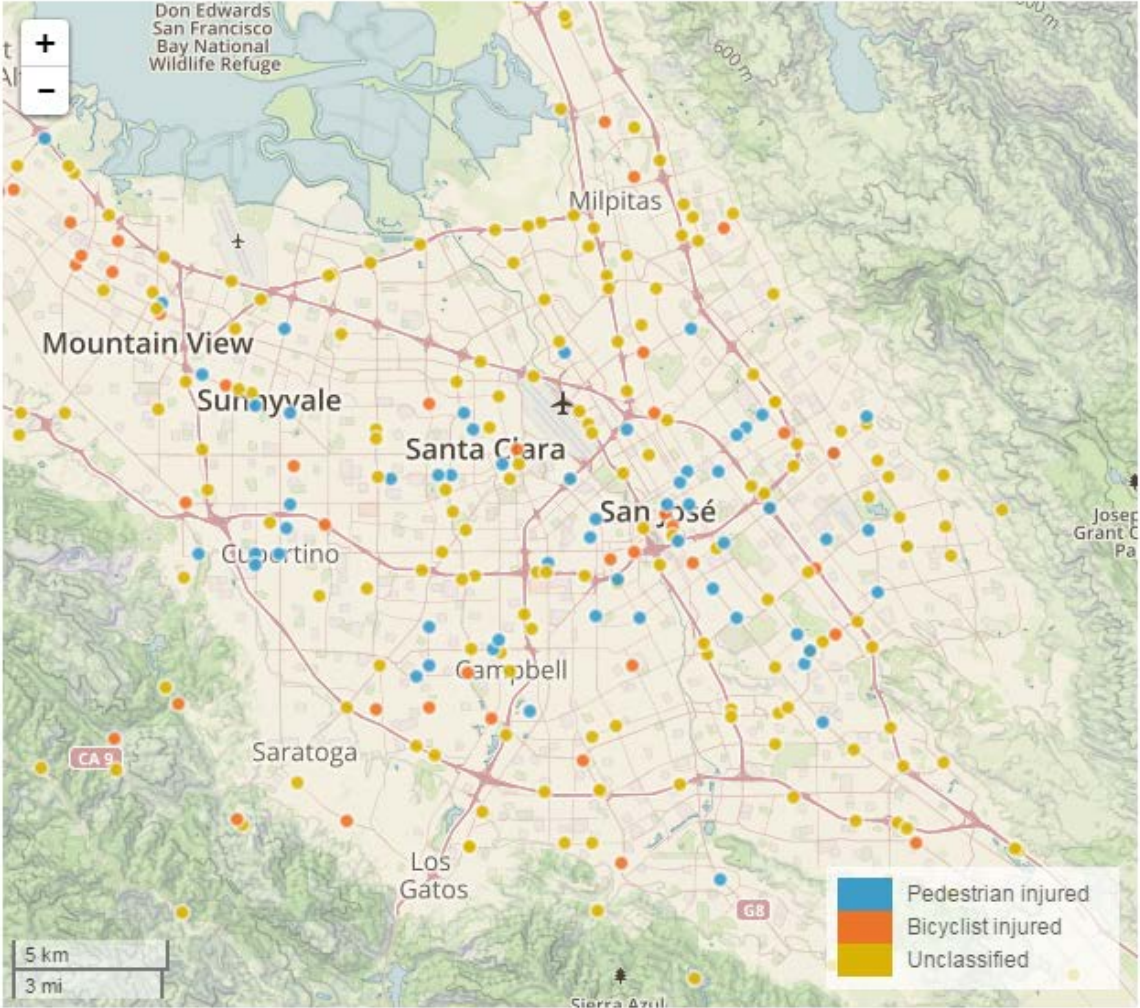
Population at Risk of Impacts



# New interactive maps and charts on air quality, road safety, and San Francisco Bay are now available.

[vitalsigns.mtc.ca.gov](http://vitalsigns.mtc.ca.gov)

2012 Injuries from Crashes





# KEY FINDINGS FROM VITAL SIGNS: ENVIRONMENT

4



While the region continues to grapple with particulate emissions in highly impacted areas, **the fact remains that the region's air quality has never been better in the last half-century** than it is today.



Thanks to shorter trip distances and high non-auto mode shares, **San Franciscans lead the way with the lowest per-capita emissions** amongst Bay Area residents.



**Improved vehicle technologies have reduced fatalities and injuries from crashes despite growing traffic volumes** and increasing regional population; despite this, vulnerable users have not seen declines commensurate with motorists.

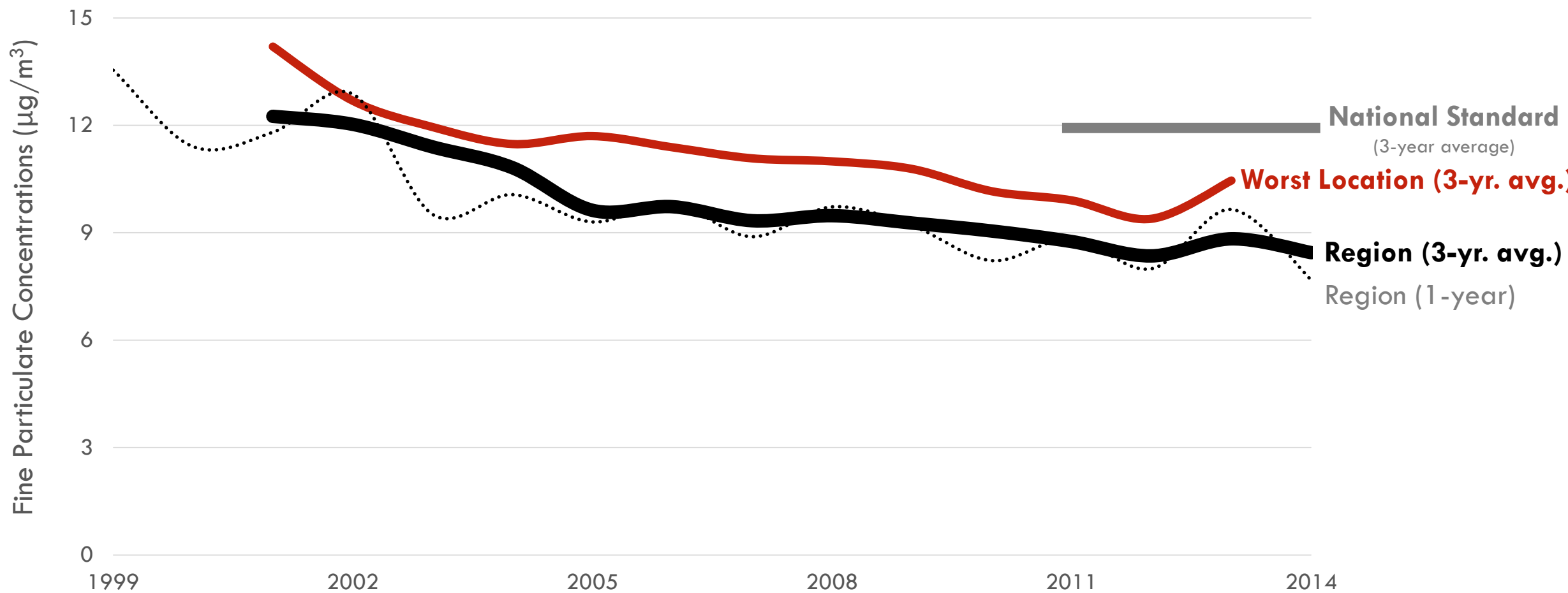


Strict bay fill regulations enacted in the late 20<sup>th</sup> century have prevented degradation to this natural resource over the past half-century; **our region's 21<sup>st</sup> century challenge is to protect residents at risk from sea level rise.**



# PARTICULATE MATTER: REGIONAL PERFORMANCE

## Annual Average



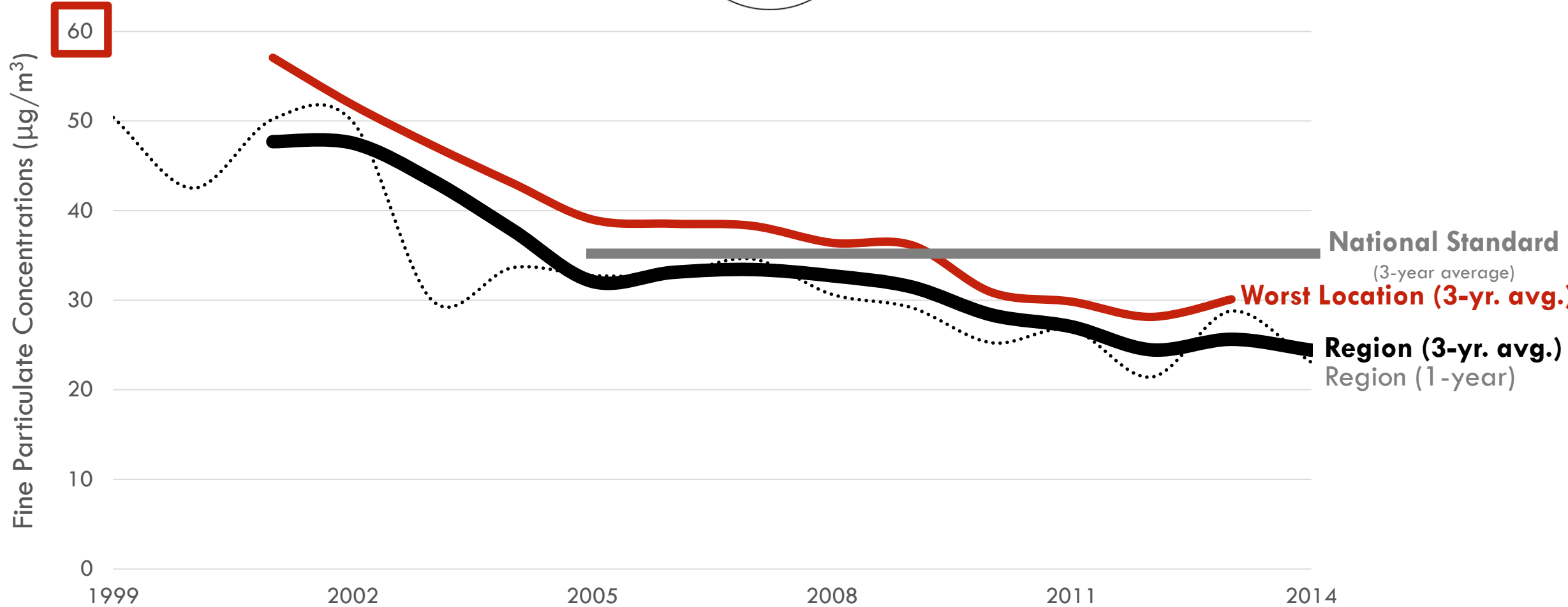
Source: BAAQMD Air Quality Sensors, 2014; regional data measures average concentration of 8 longstanding sensors with iterated 2-way ANOVA for interpolation





# PARTICULATE MATTER: REGIONAL PERFORMANCE

## 98<sup>th</sup> Percentile Day

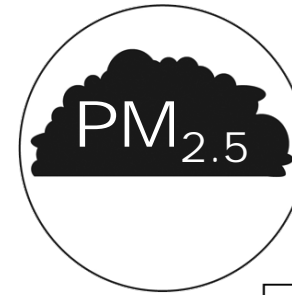


Source: BAAQMD Air Quality Sensors, 2014; regional data measures average concentration of 8 longstanding sensors

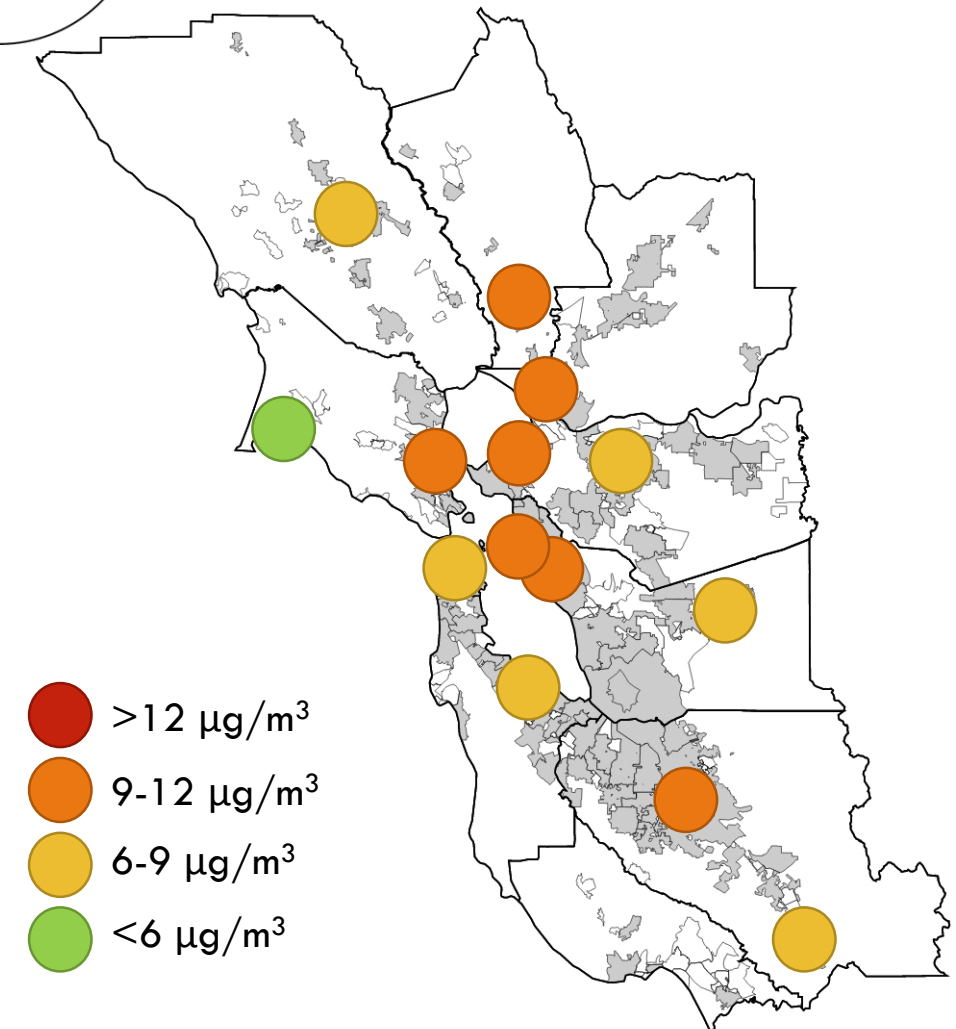
## Ranked List of Fine Particulate Sensors (2012-14)

Annual Mean  $PM_{2.5}$  Concentrations

#1	Napa	11.8 $\mu\text{g}/\text{m}^3$
#2	San Pablo	11.3 $\mu\text{g}/\text{m}^3$
#3	West Oakland	11.2 $\mu\text{g}/\text{m}^3$
#4	San Jose	10.0 $\mu\text{g}/\text{m}^3$
#5	San Rafael	9.8 $\mu\text{g}/\text{m}^3$
#6	Vallejo	9.6 $\mu\text{g}/\text{m}^3$
#7	Oakland	9.4 $\mu\text{g}/\text{m}^3$
#8	Redwood City	8.8 $\mu\text{g}/\text{m}^3$
#9	San Francisco	8.6 $\mu\text{g}/\text{m}^3$
#10	Santa Rosa	8.4 $\mu\text{g}/\text{m}^3$
#11	Gilroy	7.6 $\mu\text{g}/\text{m}^3$
#12	Livermore	7.5 $\mu\text{g}/\text{m}^3$
#13	Concord	7.0 $\mu\text{g}/\text{m}^3$
#14	Point Reyes	5.5 $\mu\text{g}/\text{m}^3$



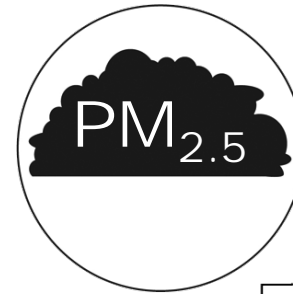
## PARTICULATE MATTER: LOCAL FOCUS



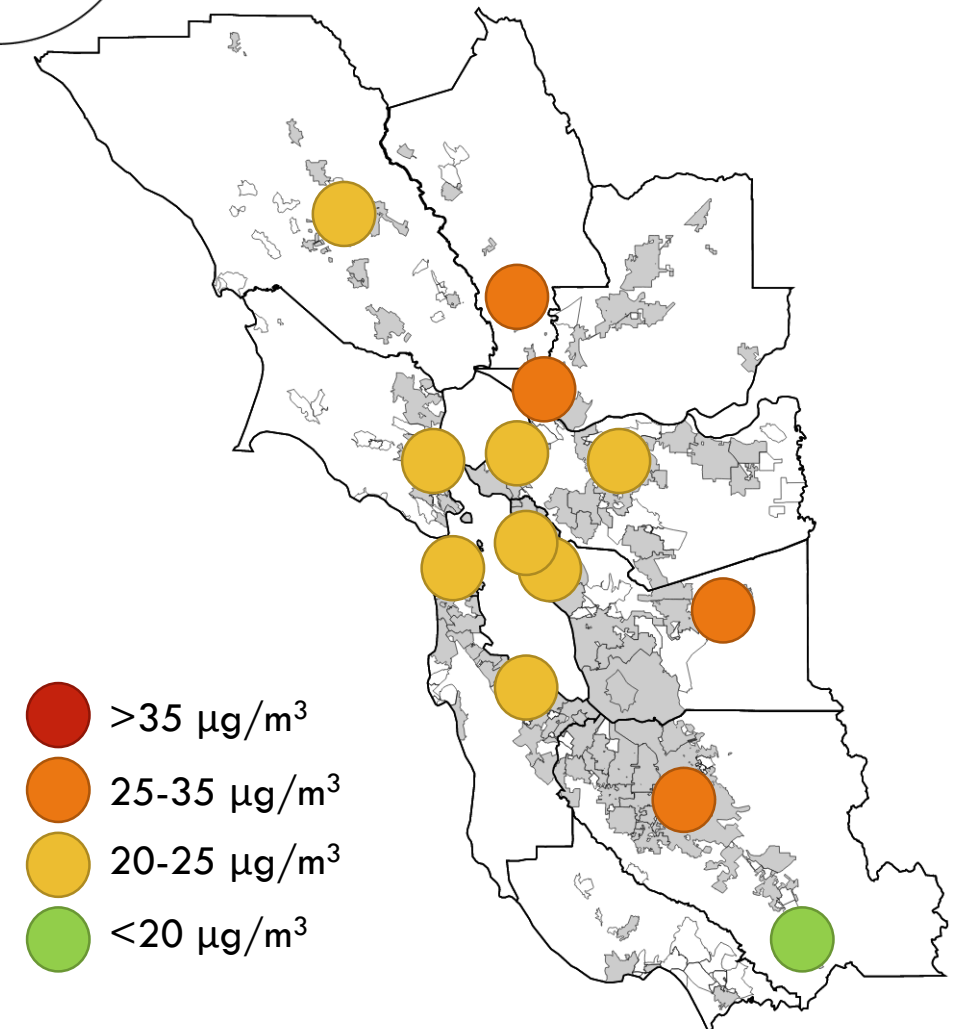
### Ranked List of Fine Particulate Sensors (2012-14)

98<sup>th</sup> Percentile Daily  $PM_{2.5}$  Concentrations

#1	San Jose	29.0 $\mu\text{g}/\text{m}^3$
#2	Livermore	26.6 $\mu\text{g}/\text{m}^3$
#3	Vallejo	26.2 $\mu\text{g}/\text{m}^3$
#4	Napa	25.1 $\mu\text{g}/\text{m}^3$
#5	Oakland	24.2 $\mu\text{g}/\text{m}^3$
#6	Redwood City	23.4 $\mu\text{g}/\text{m}^3$
#7	San Francisco	23.2 $\mu\text{g}/\text{m}^3$
#8	West Oakland	22.7 $\mu\text{g}/\text{m}^3$
#9	San Rafael	22.0 $\mu\text{g}/\text{m}^3$
#10	San Pablo	21.2 $\mu\text{g}/\text{m}^3$
#11	Santa Rosa	21.2 $\mu\text{g}/\text{m}^3$
#12	Concord	20.8 $\mu\text{g}/\text{m}^3$
#13	Gilroy	17.7 $\mu\text{g}/\text{m}^3$

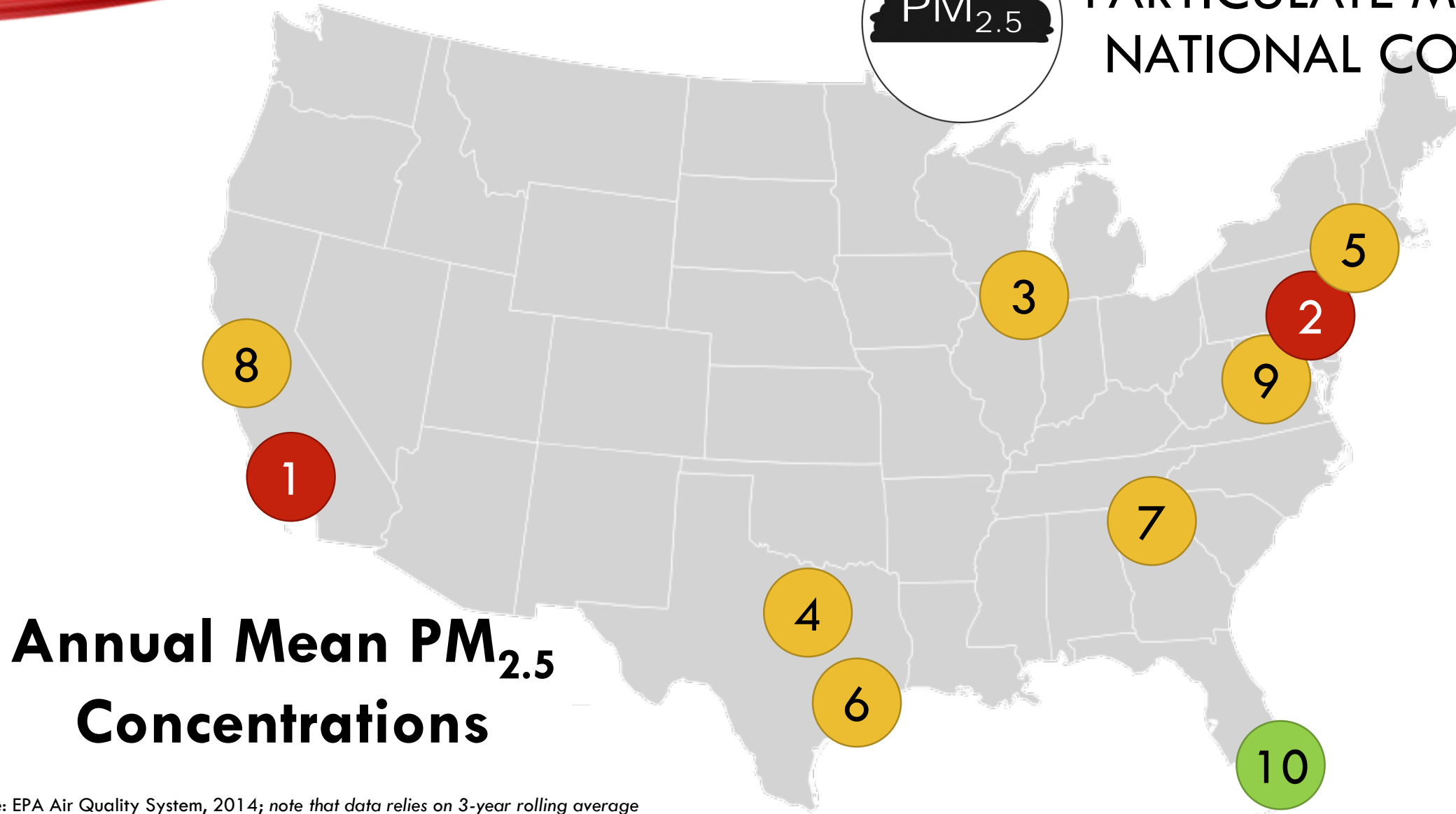


## PARTICULATE MATTER: LOCAL FOCUS





## PARTICULATE MATTER: NATIONAL CONTEXT

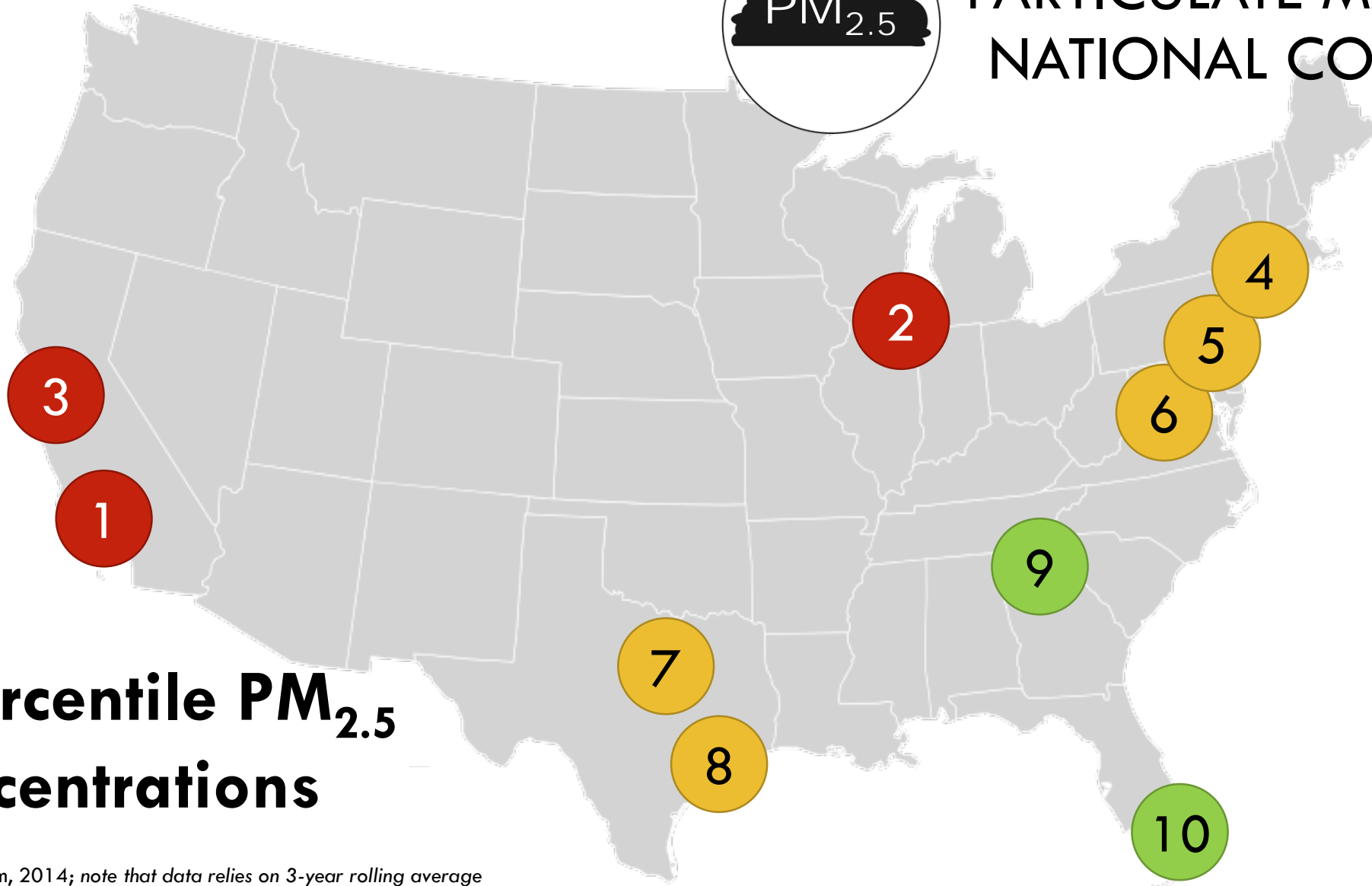


**Annual Mean PM<sub>2.5</sub>  
Concentrations**



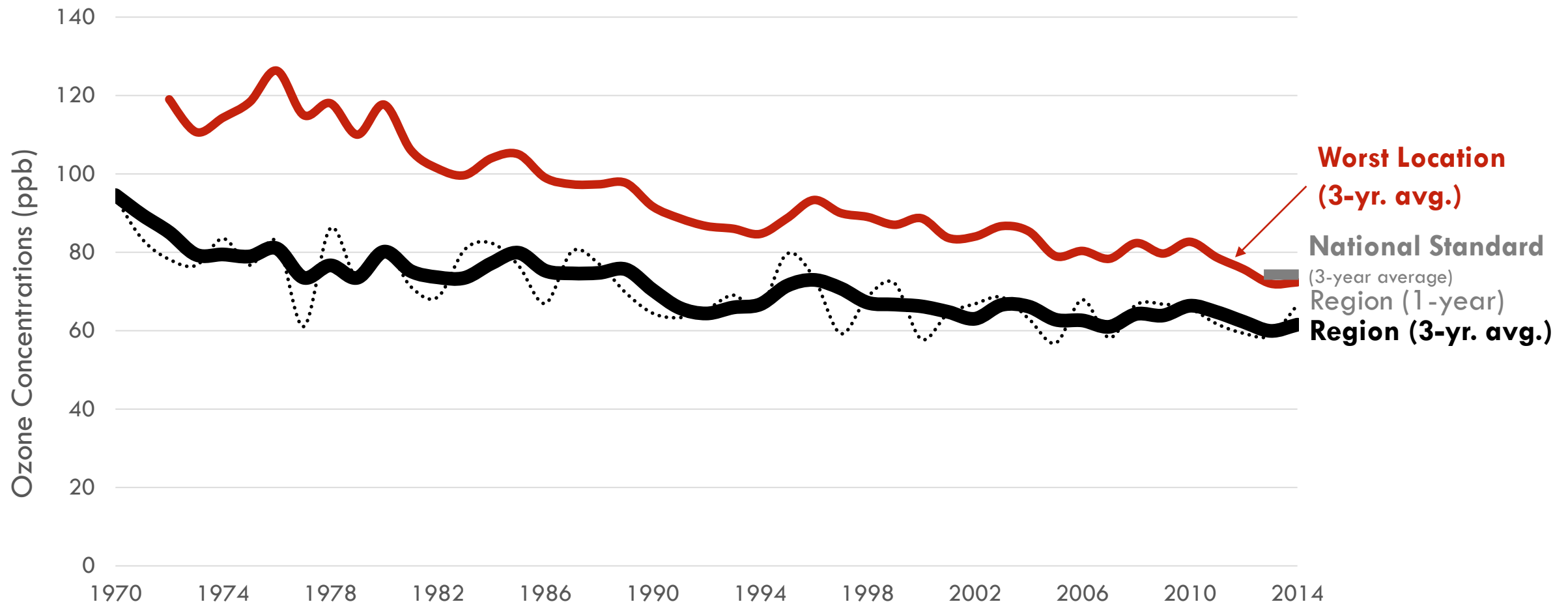
## PARTICULATE MATTER: NATIONAL CONTEXT

### 98<sup>th</sup> Percentile $PM_{2.5}$ Concentrations





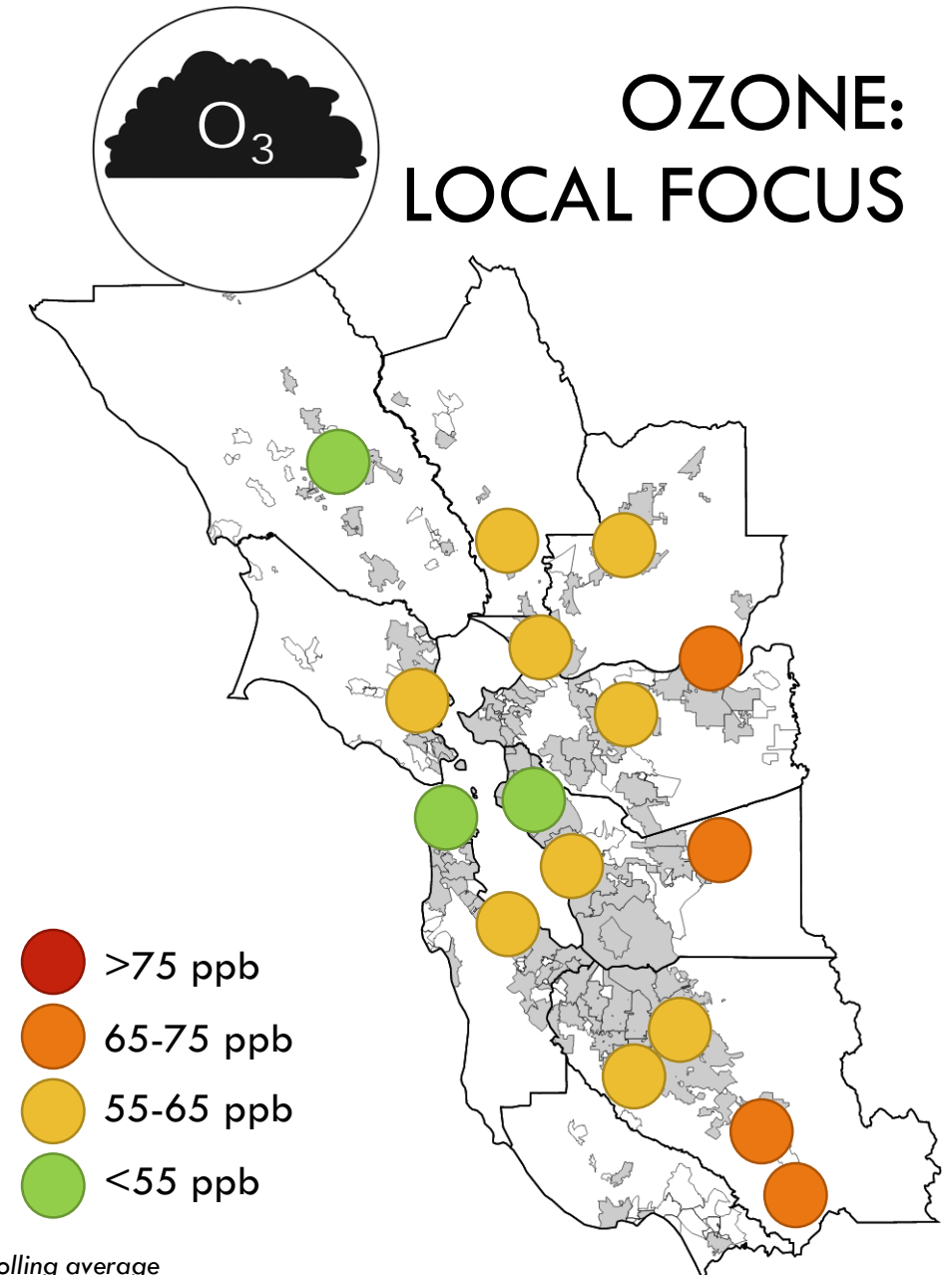
## OZONE: REGIONAL PERFORMANCE





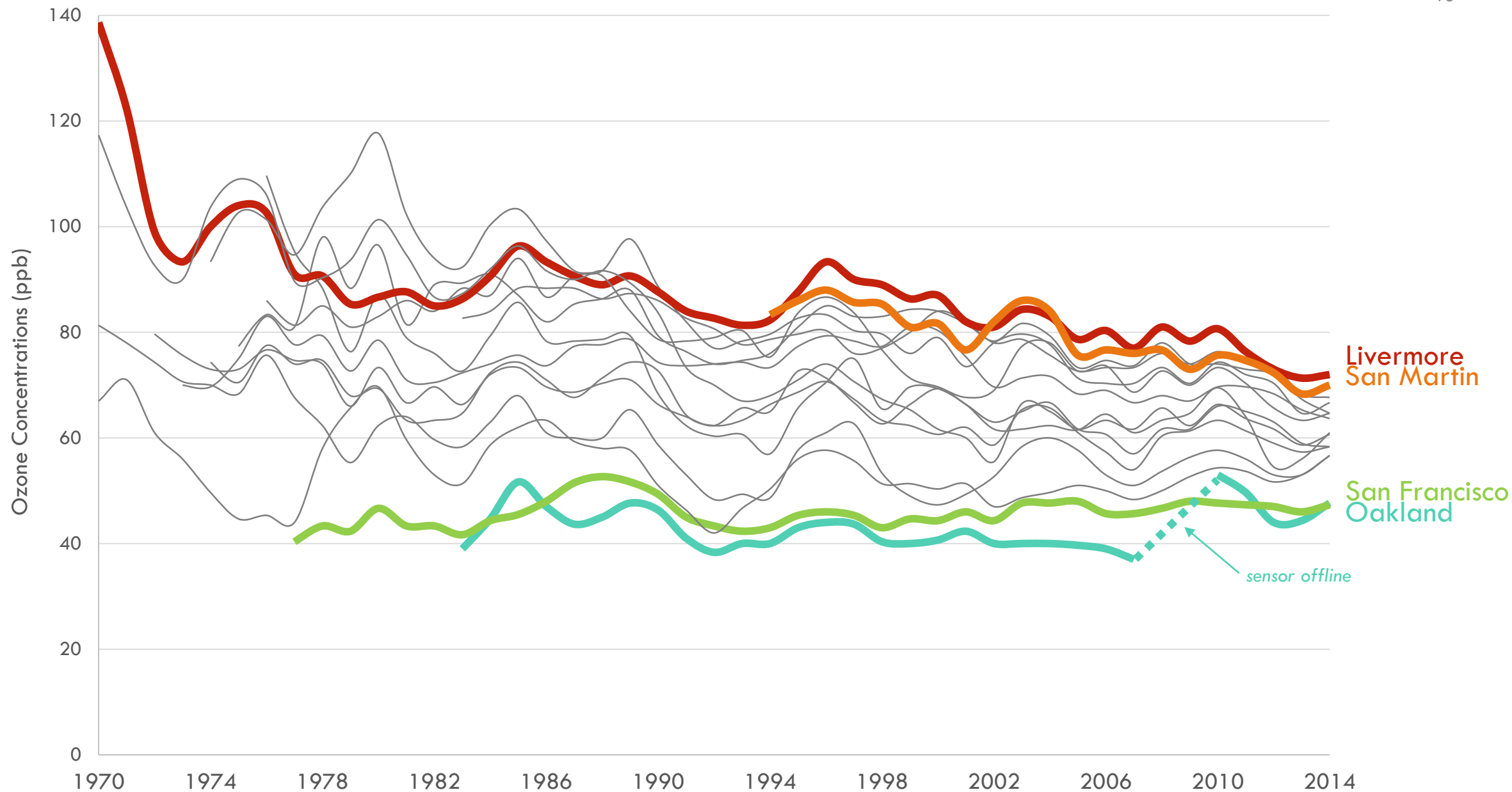
## Ranked List of Ozone Sensors (2012-2014)

#1	Livermore	72 ppb
#2	San Martin	70 ppb
#3	Bethel Island	68 ppb
#4	Gilroy	67 ppb
#5	Concord	65 ppb
#6	Los Gatos	65 ppb
#7	Fairfield	64 ppb
#8	Hayward	61 ppb
#9	San Jose	61 ppb
#10	Napa	58 ppb
#11	Vallejo	58 ppb
#12	Redwood City	57 ppb
#13	San Rafael	57 ppb
#14	Santa Rosa	49 ppb
#15	Oakland	48 ppb
#16	San Francisco	47 ppb

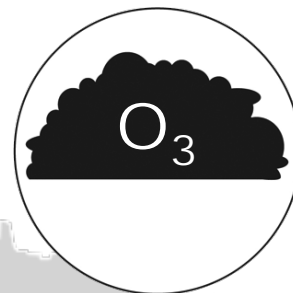


# OZONE CONCENTRATIONS BY SENSOR LOCATION (3-YEAR DATA)

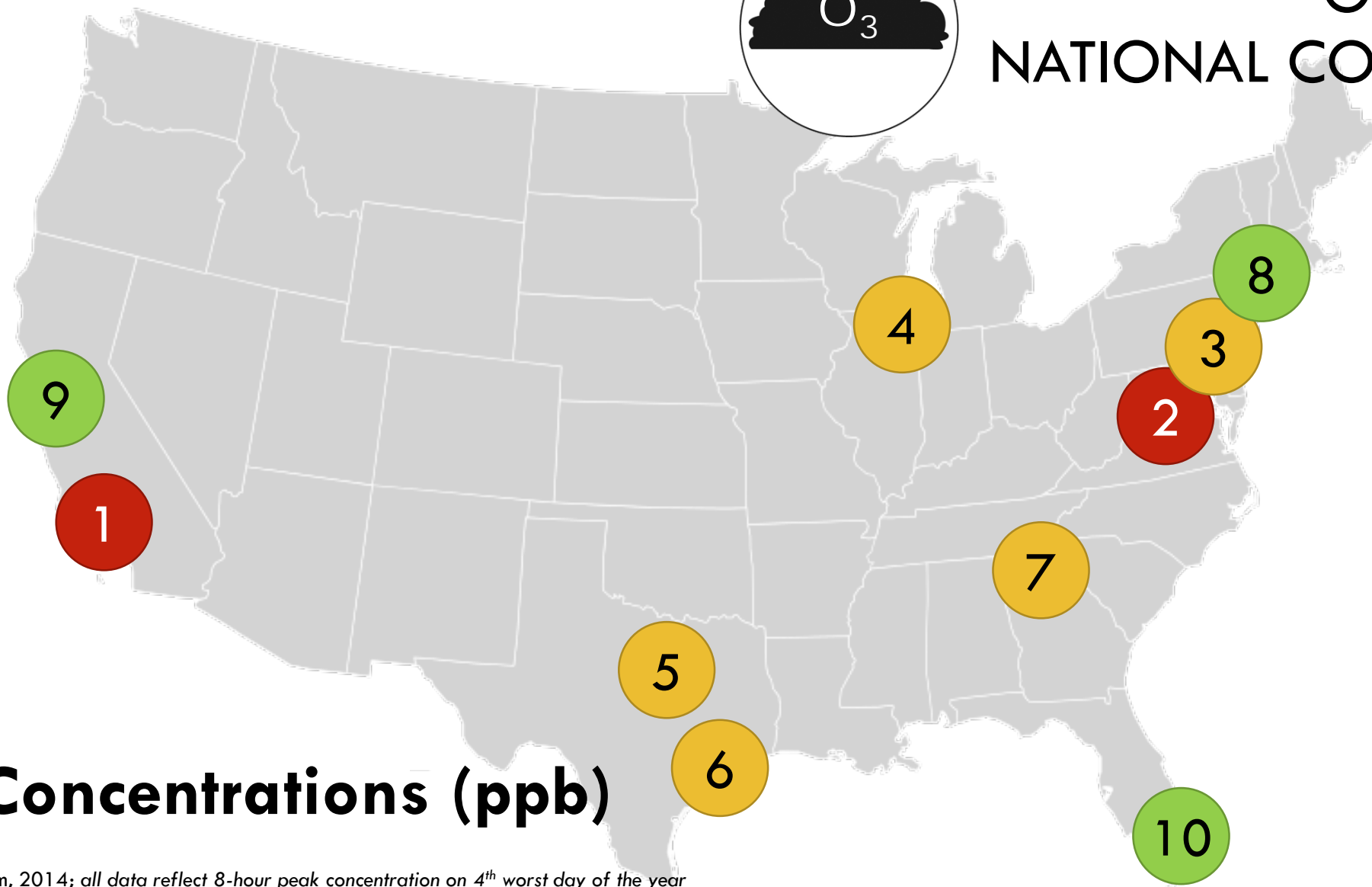
13







## OZONE: NATIONAL CONTEXT



# Ozone Concentrations (ppb)

# KEY FINDINGS FROM VITAL SIGNS: ENVIRONMENT

15



While the region continues to grapple with particulate emissions in highly impacted areas, **the fact remains that the region's air quality has never been better in the last half-century** than it is today.



Thanks to shorter trip distances and high non-auto mode shares, **San Franciscans lead the way with the lowest per-capita emissions** amongst Bay Area residents.



**Improved vehicle technologies have reduced fatalities and injuries from crashes despite growing traffic volumes** and increasing regional population; despite this, vulnerable users have not seen declines commensurate with motorists.

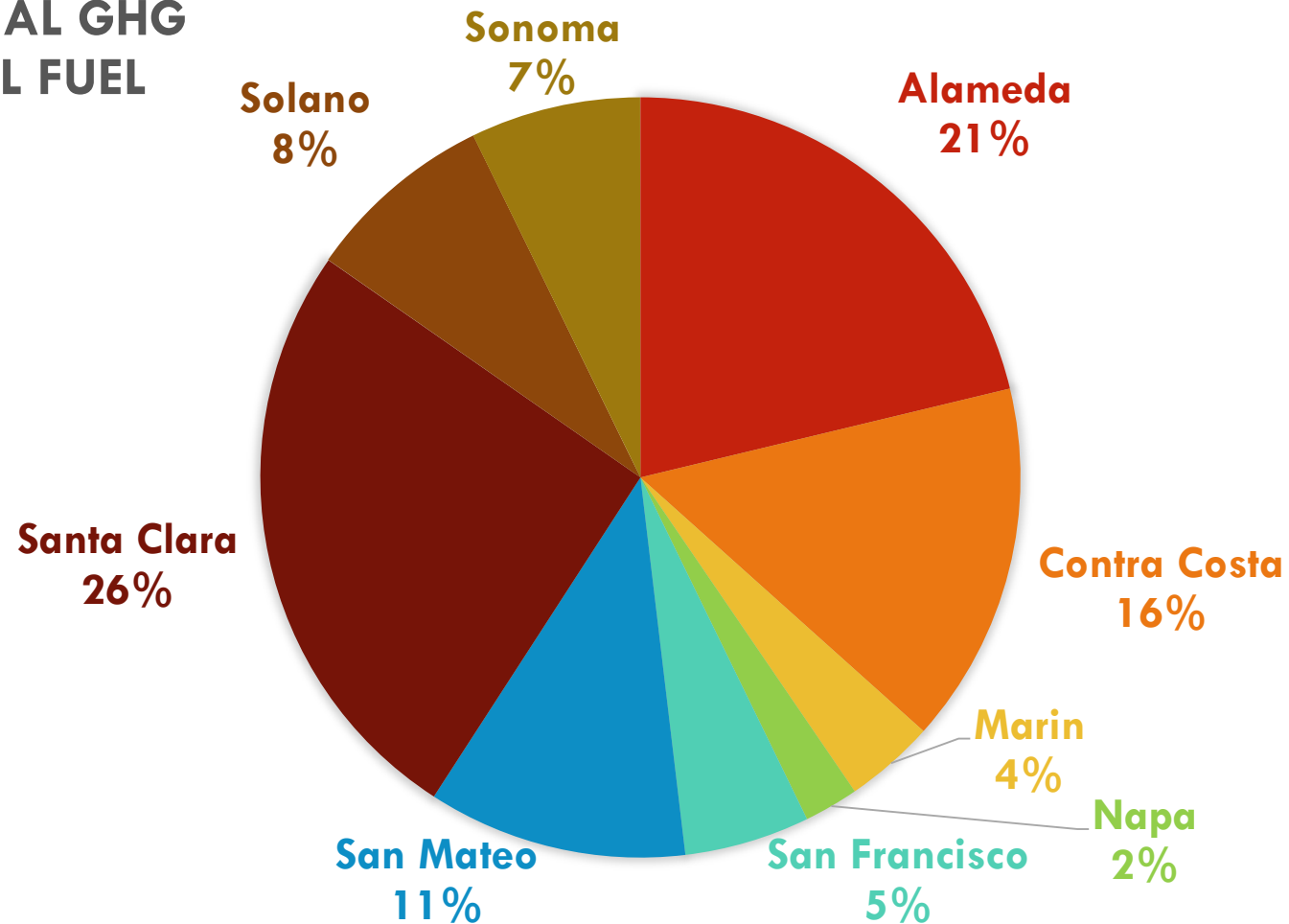


Strict bay fill regulations enacted in the late 20<sup>th</sup> century have prevented degradation to this natural resource over the past half-century; **our region's 21<sup>st</sup> century challenge is to protect residents at risk from sea level rise.**



## GREENHOUSE GAS EMISSIONS: LOCAL FOCUS

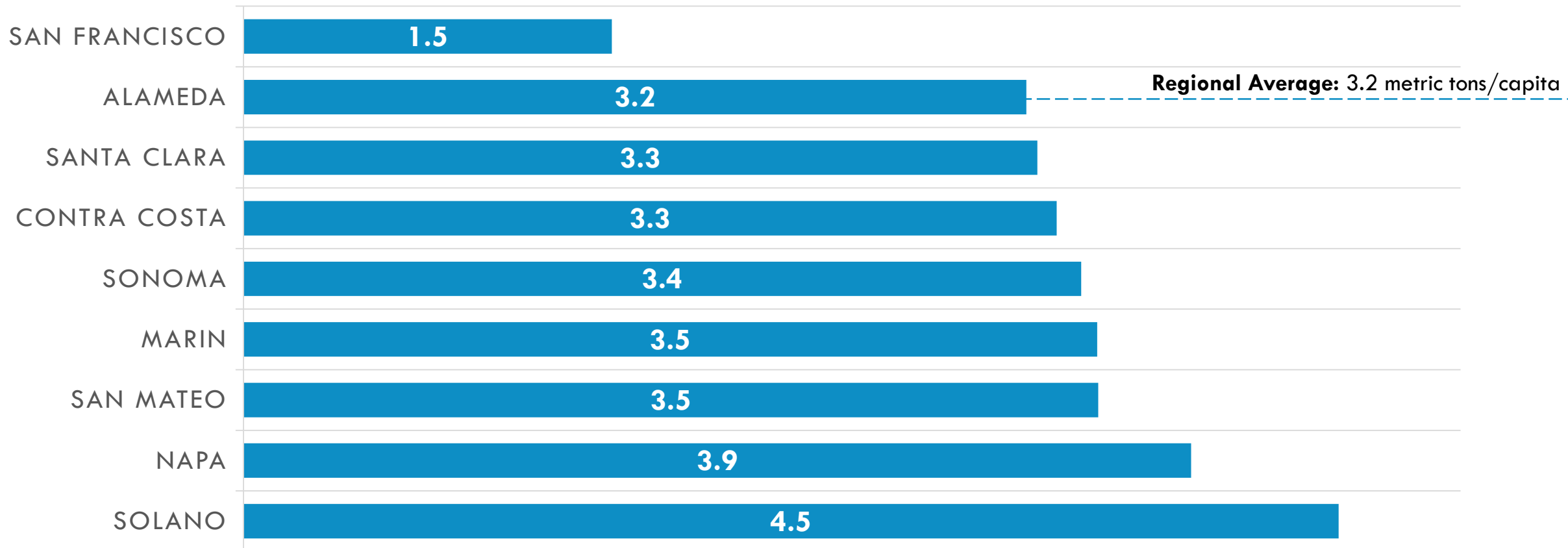
### BREAKDOWN OF REGIONAL GHG EMISSIONS FROM RETAIL FUEL BY COUNTY



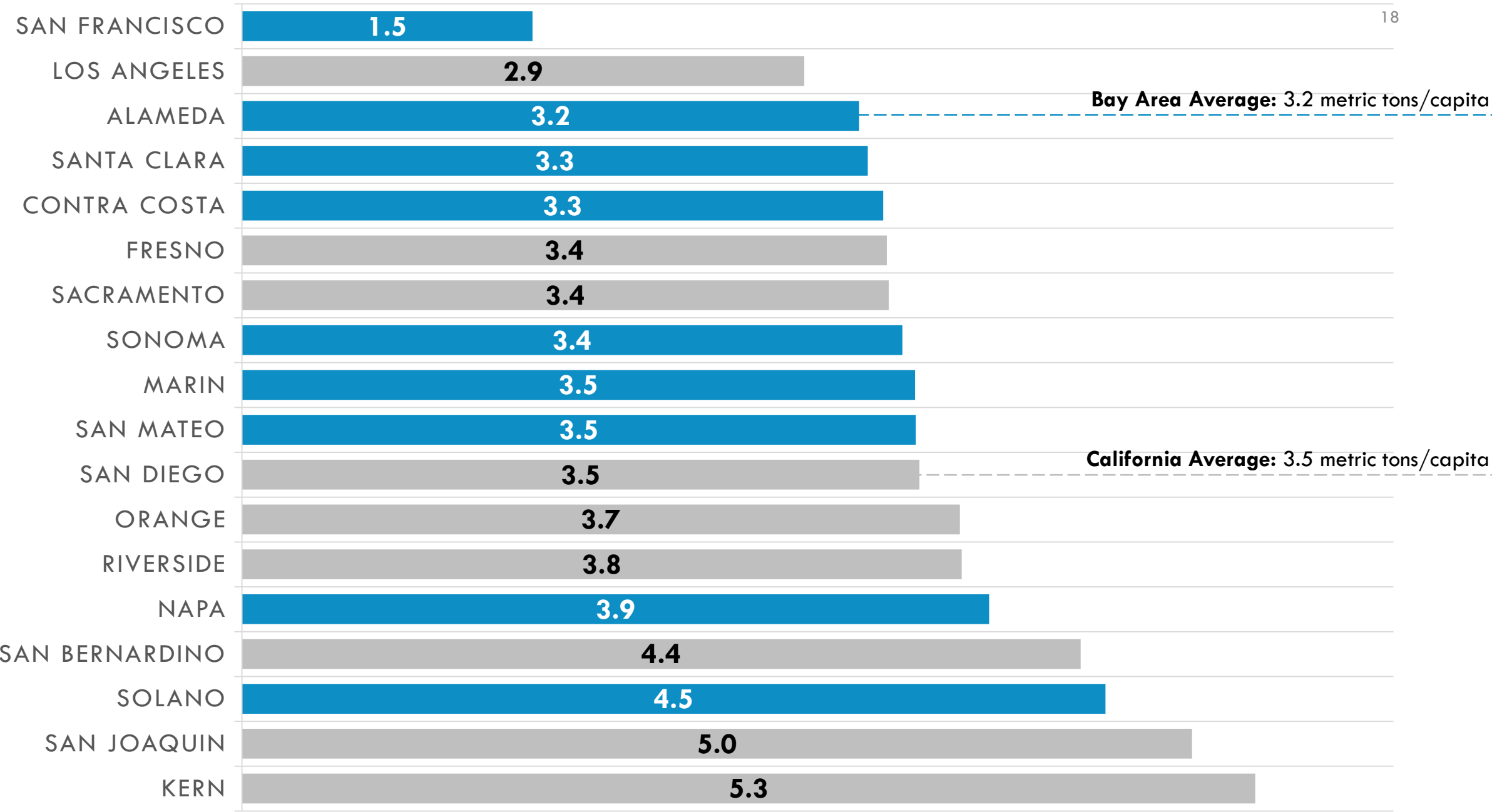


## GREENHOUSE GAS EMISSIONS: LOCAL FOCUS

PER-CAPITA GHG EMISSIONS FROM RETAIL FUEL SALES BY COUNTY (IN METRIC TONS)



PER-CAPITA GHG EMISSIONS FROM RETAIL FUEL SALES BY COUNTY (IN METRIC TONS)



Sources: California Energy Commission, 2012; California Department of Finance, 2012

# KEY FINDINGS FROM VITAL SIGNS: ENVIRONMENT

19



While the region continues to grapple with particulate emissions in highly impacted areas, **the fact remains that the region's air quality has never been better in the last half-century** than it is today.



Thanks to shorter trip distances and high non-auto mode shares, **San Franciscans lead the way with the lowest per-capita emissions** amongst Bay Area residents.



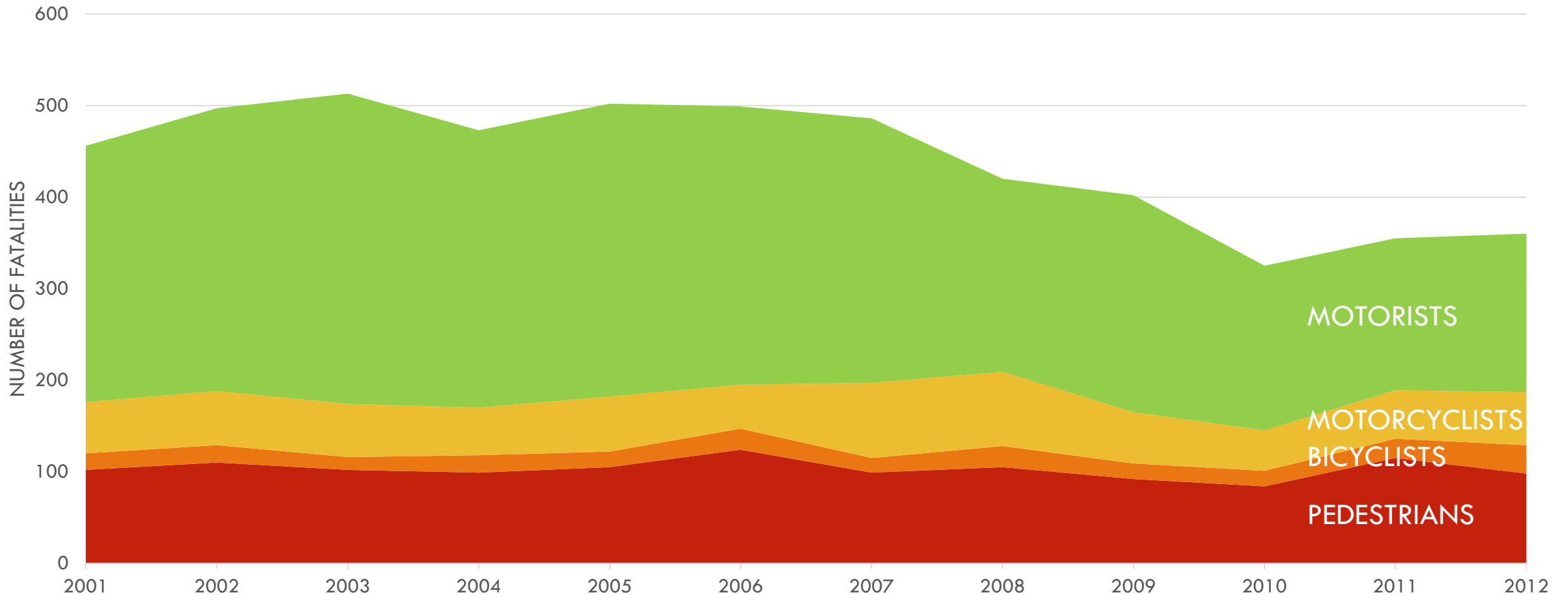
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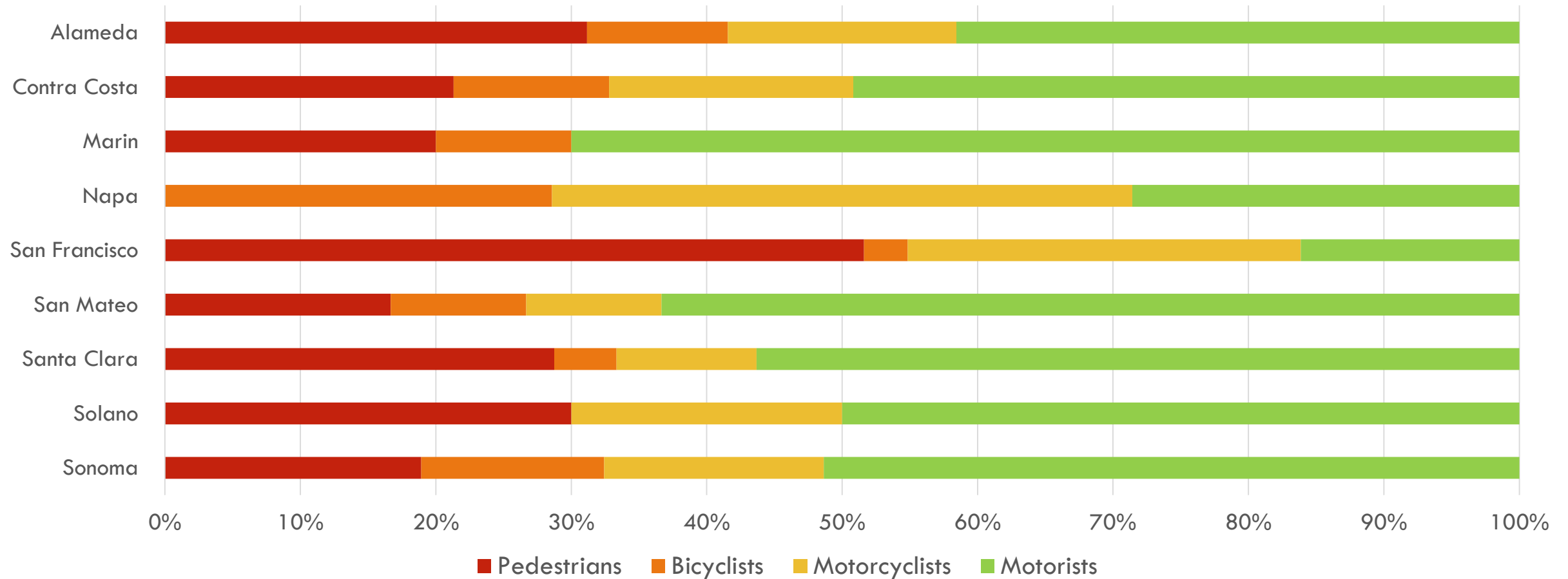
## FATALITIES FROM CRASHES: REGIONAL PERFORMANCE





## FATALITIES FROM CRASHES: LOCAL FOCUS

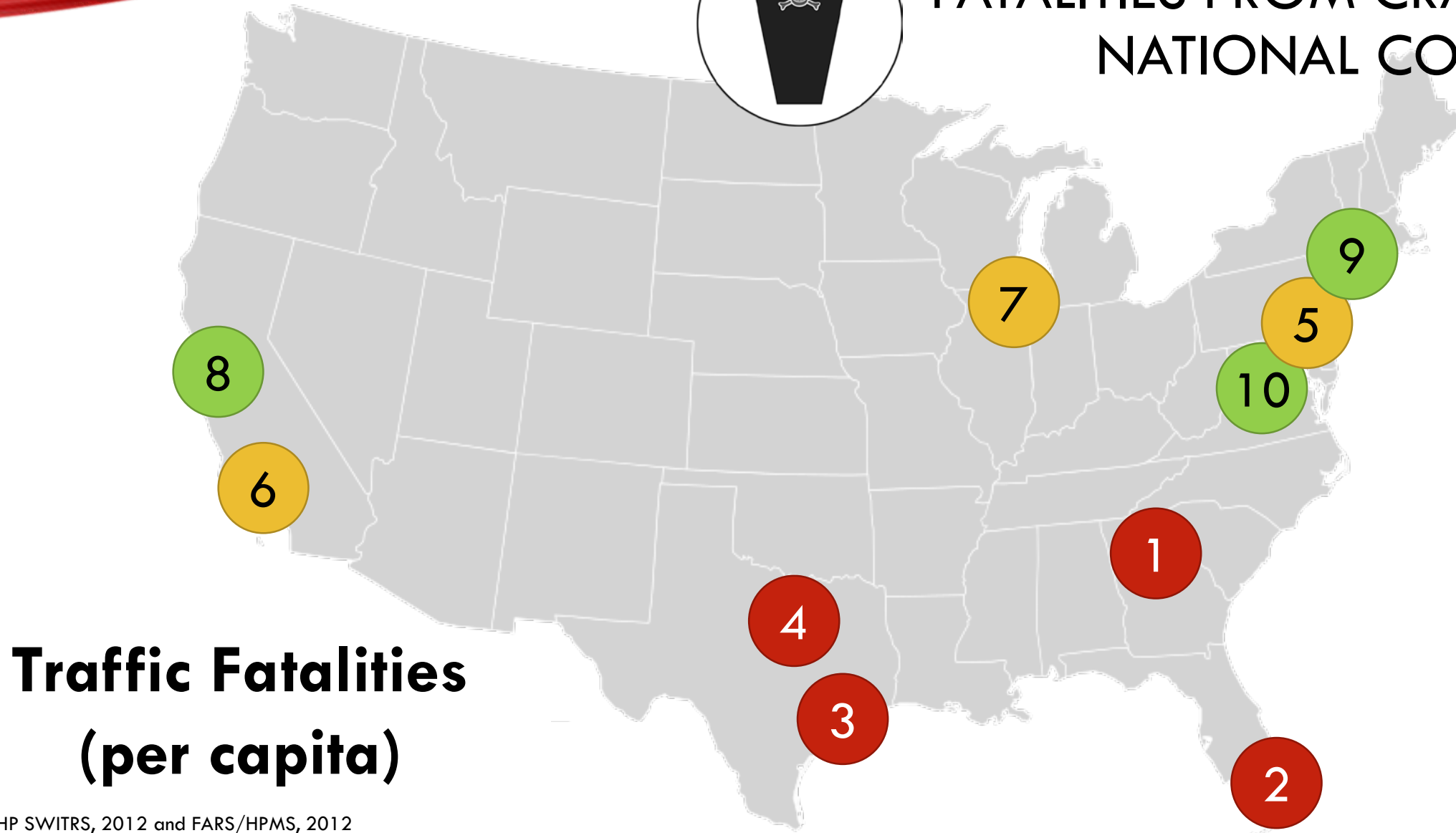
### Modal Breakdown





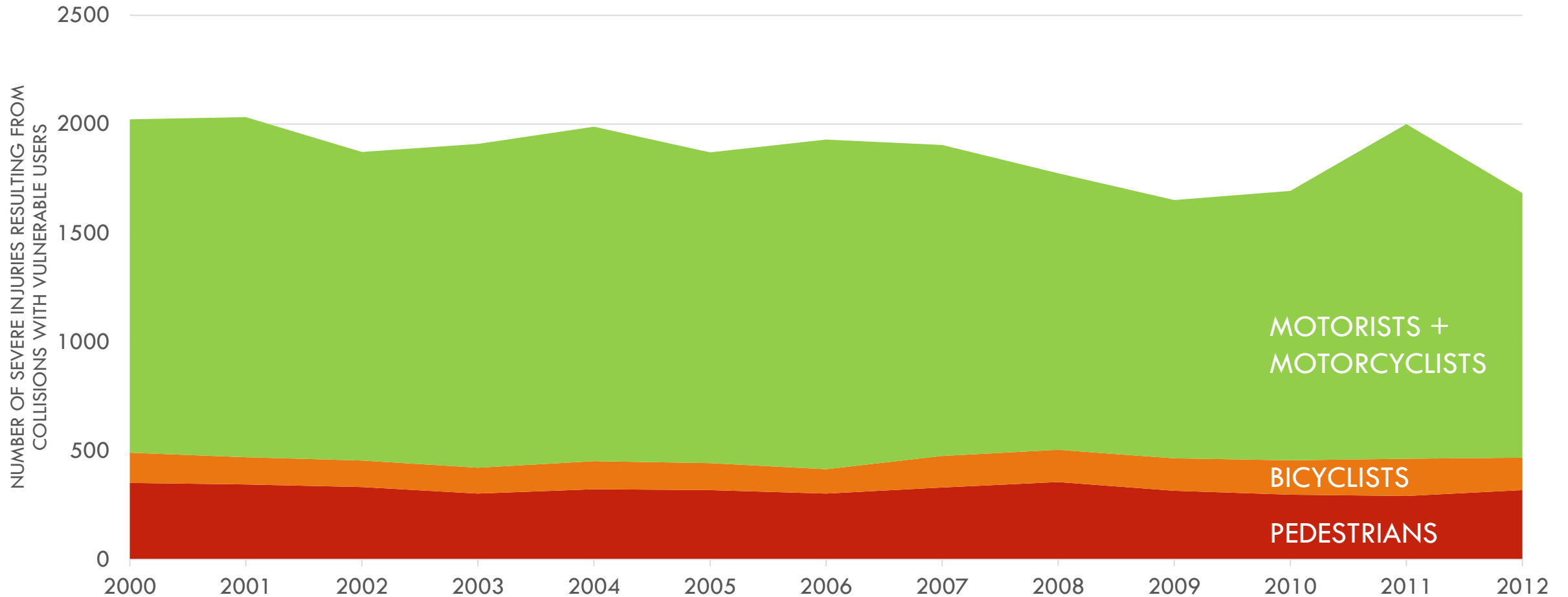


## FATALITIES FROM CRASHES: NATIONAL CONTEXT





## INJURIES FROM CRASHES: REGIONAL PERFORMANCE



# KEY FINDINGS FROM VITAL SIGNS: ENVIRONMENT

24



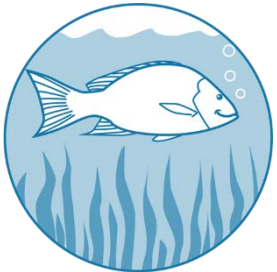
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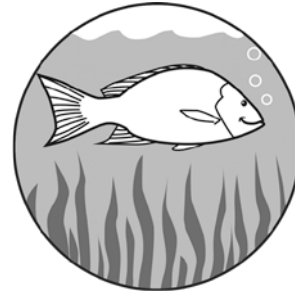
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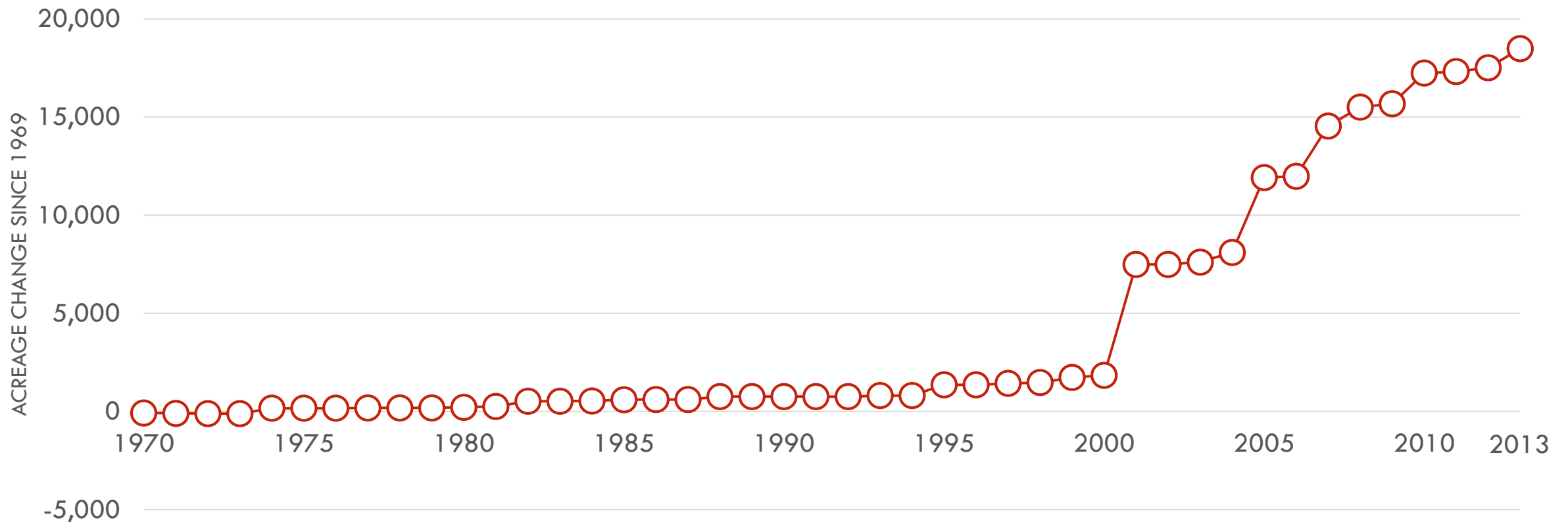


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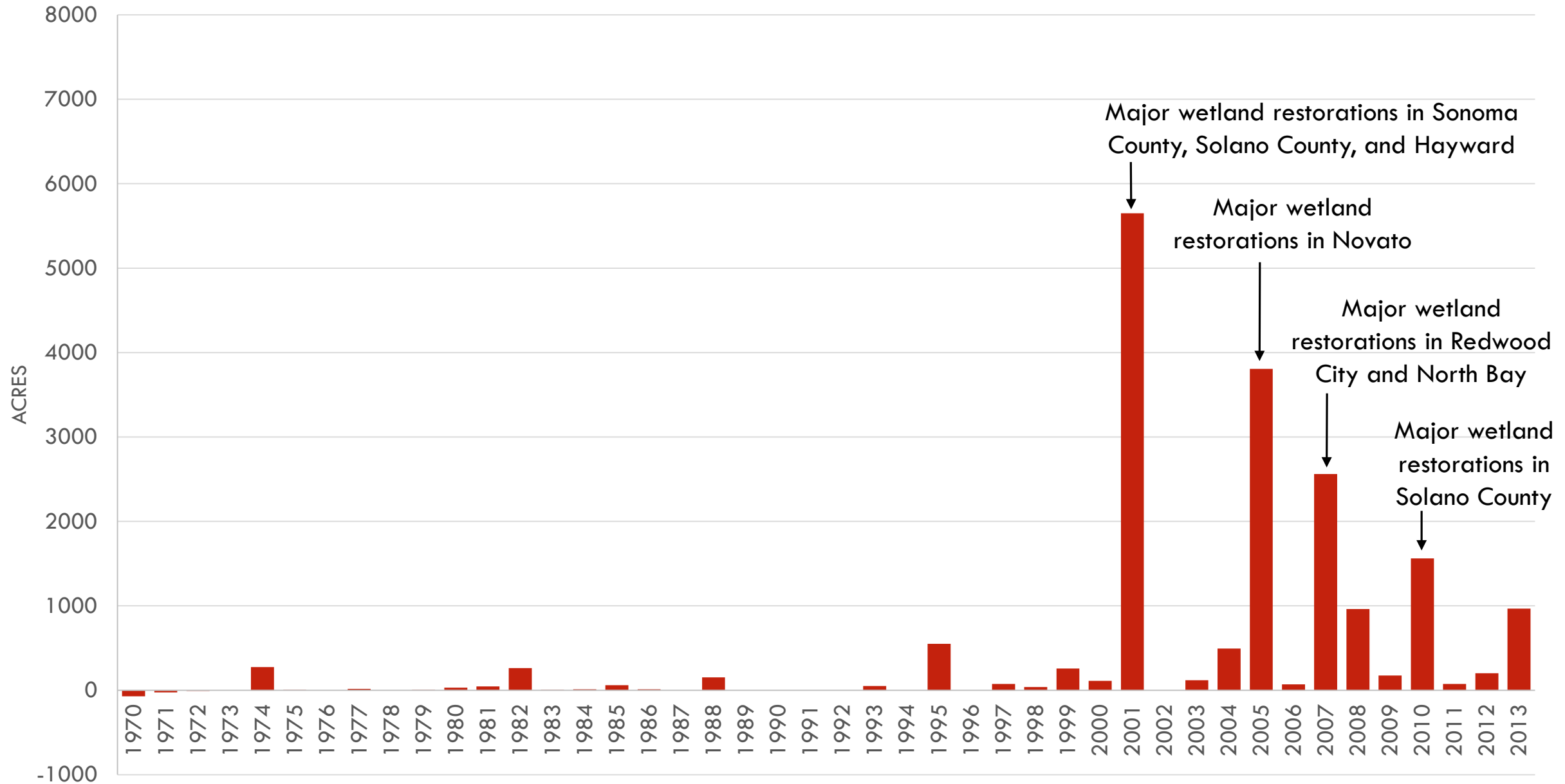


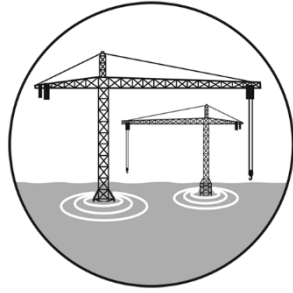
## BAY RESTORATION: REGIONAL PERFORMANCE

NET INCREASE IN SAN FRANCISCO BAY SURFACE AREA SINCE 1969



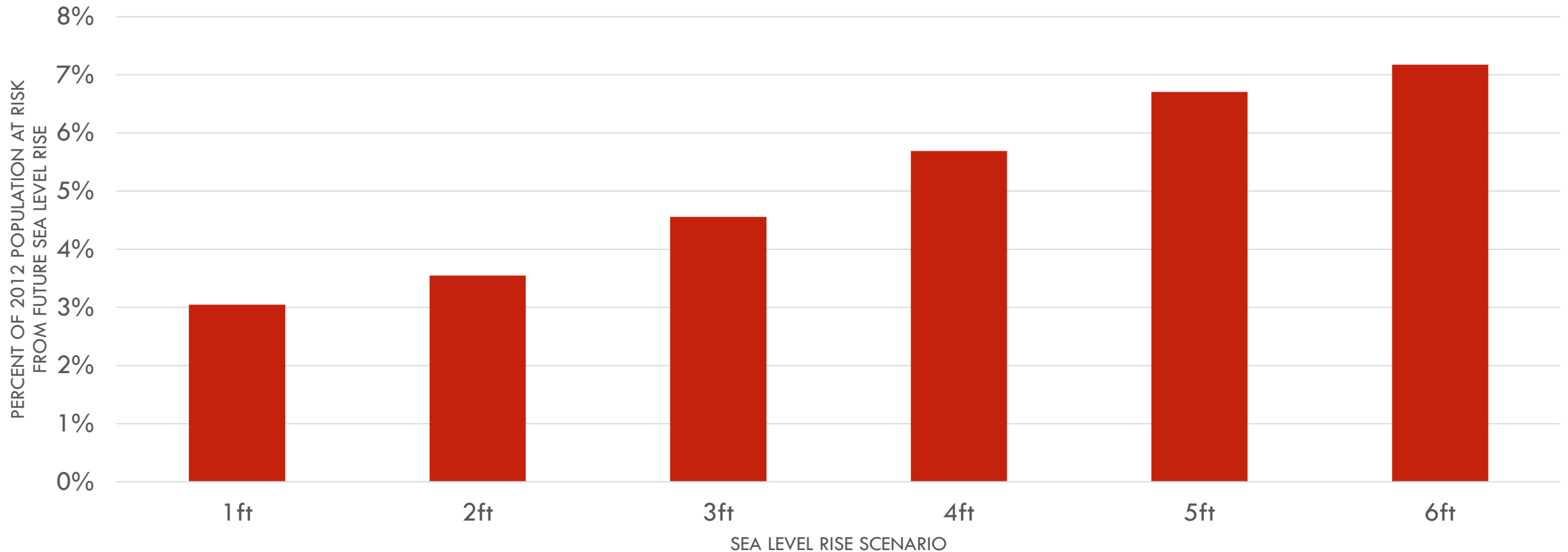
# ANNUAL CHANGE IN SAN FRANCISCO BAY SURFACE AREA

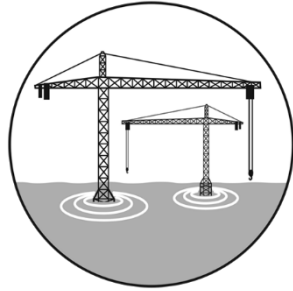




## VULNERABILITY TO SEA LEVEL RISE: REGIONAL PERFORMANCE

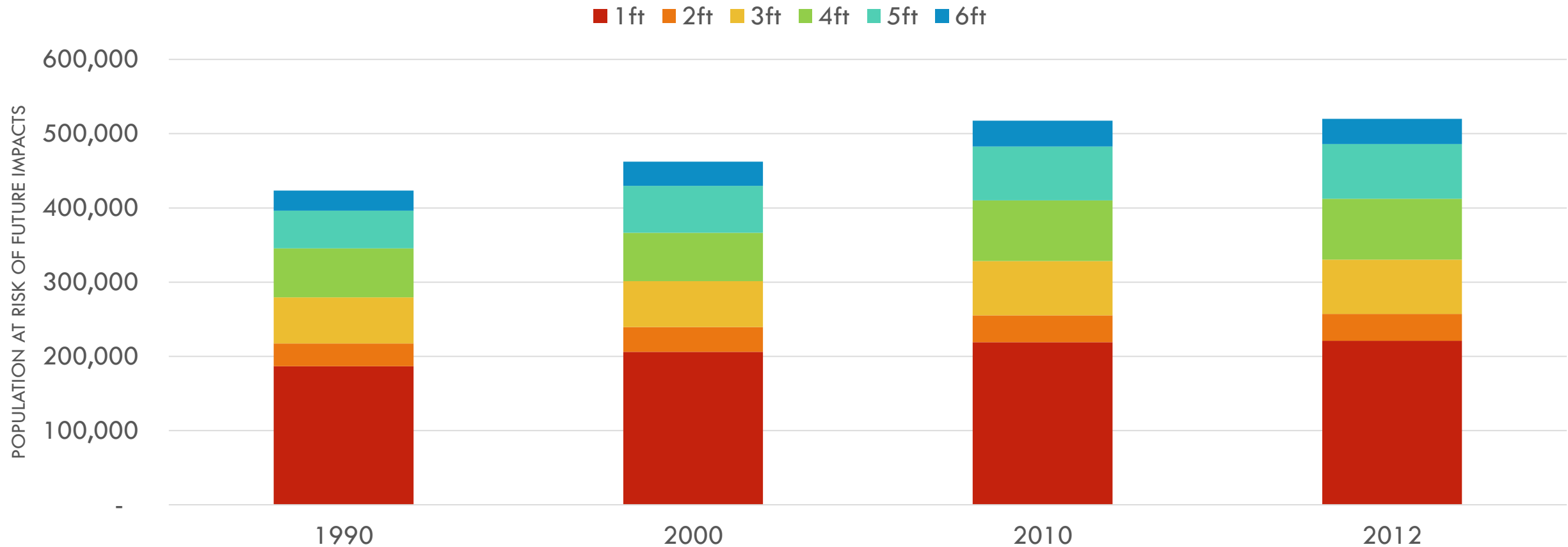
SHARE OF CURRENT BAY AREA POPULATION AT RISK FROM SEA LEVEL RISE

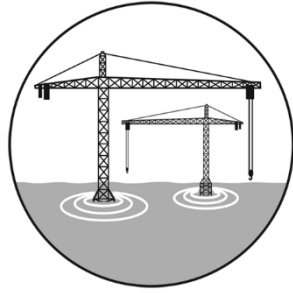




## VULNERABILITY TO SEA LEVEL RISE: REGIONAL PERFORMANCE

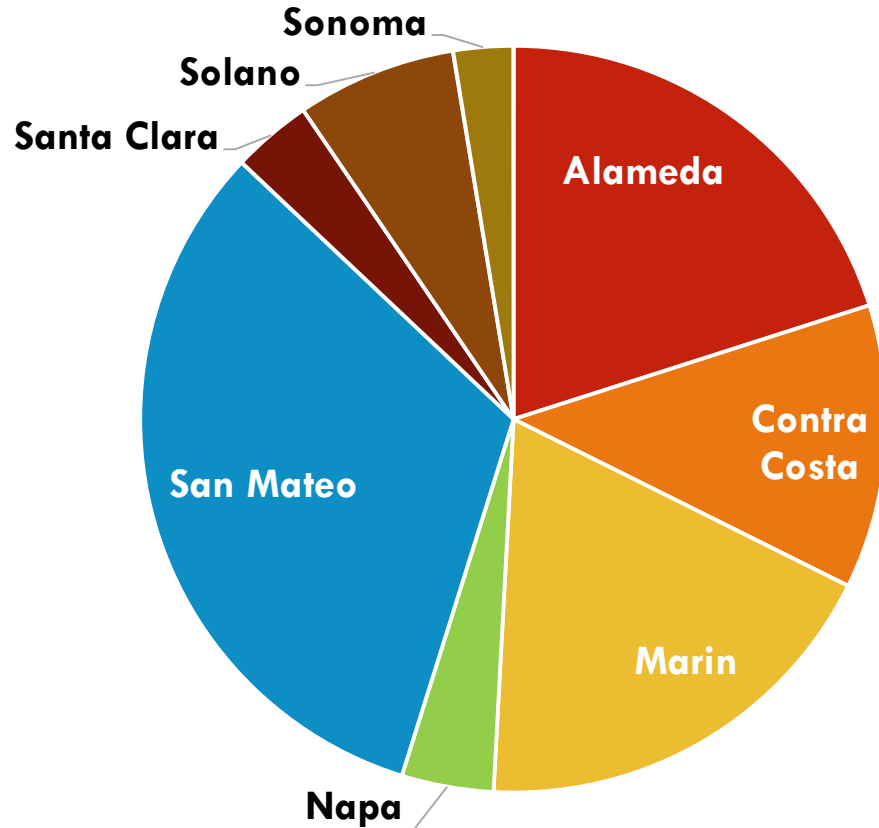
### POPULATION AT RISK FROM SEA LEVEL RISE (HISTORICAL TREND)



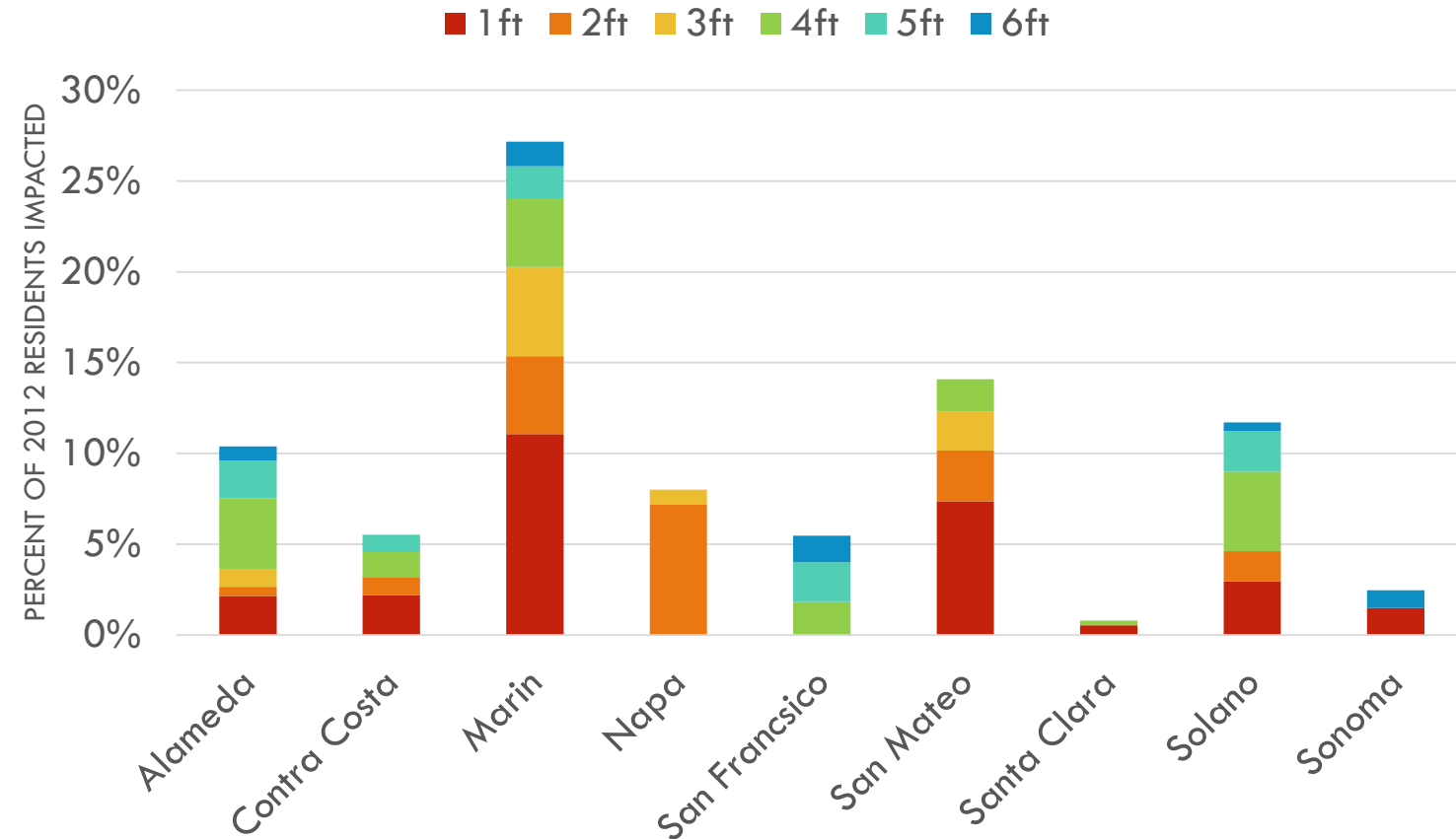


# VULNERABILITY TO SEA LEVEL RISE: LOCAL FOCUS

RESIDENTS AFFECTED BY  
3 FEET OF SEA LEVEL RISE



PERCENT OF COUNTY RESIDENTS AFFECTED  
BY SEA LEVEL RISE





## KEY TAKEAWAYS

## ACROSS ALL PHASES OF VITAL SIGNS

## 4 phases

## 36 indicators

**$\sim 100$  interactives**

~200 datasets





# Overarching Findings: Key Takeaway #1

An emphasis on protecting our region's environment has resulted in cleaner air, healthier ecosystems, and more abundant open space.





# Overarching Findings: Key Takeaway #2

The Bay Area's combination of a booming economy and constraints on development has resulted in limited housing production and serious affordability challenges, leaving residents and companies with the tough choice between the advantages of one of America's most innovative but expensive regions or locating in a more affordable metro.





# Overarching Findings: Key Takeaway #3

The Bay Area may be just starting to turn a corner towards more sustainable land use patterns – in particular, transit-served urban neighborhoods could have positive effects on transit usage and congestion.





# Overarching Findings: Key Takeaway #4

We are much more complex than “One Bay Area”. The substantial differences that exist across the region – with respect to relative prosperity, housing opportunities, environmental conditions and transportation options, to name just a few – highlight the challenge we face in tailoring policies that benefit the region as a whole.





**TRANSPORTATION DATA:**  
NOW AVAILABLE!

**LAND & PEOPLE DATA:**  
NOW AVAILABLE!

**ECONOMY DATA:**  
NOW AVAILABLE!

**ENVIRONMENT DATA:**  
NOW AVAILABLE!

# VITAL SIGNS

**VITALSIGNS.MTC.CA.GOV**





# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

<b>File #:</b>	15-0826	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	8/14/2015	<b>In control:</b>		Policy Advisory Council	
<b>On agenda:</b>	9/9/2015	<b>Final action:</b>			
<b>Title:</b>	Plan Bay Area 2040 Goals & Targets - Revised Staff Recommendation (30 minutes) Revised staff recommendation of goals and performance targets related to Plan Bay Area 2040 in advance of Commission and ABAG Board consideration for approval in September.				

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [6 Plan Bay Area 2040 Goals & Targets - Revised Staff Recommendation.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Plan Bay Area 2040 Goals & Targets - Revised Staff Recommendation  
(30 minutes)

*Revised staff recommendation of goals and performance targets related to Plan Bay Area 2040 in advance of Commission and ABAG Board consideration for approval in September.*

**Presenter:**

Dave Vautin, MTC staff

**Recommended Action:**

Information and Discussion



METROPOLITAN  
TRANSPORTATION  
COMMISSION

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## *Memorandum*

TO: Policy Advisory Council

DATE: September 4, 2015

FR: Ken Kirkey, MTC and Vikrant Sood, MTC

RE: Plan Bay Area 2040 Goals & Targets – Revised Staff Recommendation

This memorandum presents the revised staff recommendation for goals and performance targets for Plan Bay Area 2040. Building upon the draft staff recommendation that incorporated feedback received from the Performance Working Group and from public meetings, the revised staff recommendation reflects revisions to the performance targets based on input from policymakers at the July joint meeting of the MTC Planning and ABAG Administrative committees. Staff is seeking action by the committees to refer the Plan Bay Area 2040 goals and targets for final approval by the ABAG Executive Board on September 17 and the MTC Commission on September 23, with the exception of a potential “displacement target” which is still under development and is discussed in more detail in Agenda Item 7.

### **Background**

Performance-based planning is a central element of the long-range planning process for MTC and ABAG. Plan Bay Area included a set of ten performance targets that were used to evaluate over a dozen different scenarios and hundreds of transportation projects. In line with the limited and focused nature of this update, the goals and performance targets build upon the foundation of the prior Plan; the revised staff recommendation preserves the goals in full from Plan Bay Area and also carries over four of the ten performance targets from the last Plan. The proposed eleven performance targets for Plan Bay Area 2040 will be used to compare scenarios, highlight tradeoffs between goals, analyze proposed investments and flag issue areas where the Plan may fall short. Performance targets will guide Plan development and will be supplemented in the future by required federal performance measures.

### **Goals and Performance Targets: Feedback Received in July**

Staff received a wide array of feedback from policymakers and stakeholders during July meetings of the Regional Advisory Working Group, Policy Advisory Council, and joint meeting of the MTC Planning / ABAG Administrative Committee. By far the most common concern amongst policymakers was the limited reflection of displacement as a key regional planning concern in the draft performance targets. Although the proposed affordable housing target was designed to be reflective of key policy interventions that could help to mitigate the risk of displacement, members of the committees indicated that they wanted additional information on this issue for their September meeting. Refer to the displacement item in this packet for more information. Members of the Policy Advisory Council had similar concerns about displacement and recommended that the affordable housing target should at the very least be expanded beyond Priority Development Areas to incorporate a broader geography for production of affordable units.

Moving beyond displacement and affordable housing, stakeholders also expressed concern about the Economic Vitality target – ranging from interest in having a greater focus on living-wage jobs to a desire to pursue a more traditional traffic congestion measure instead. Other stakeholders sought to incorporate targets on specific issue areas, such as transit crowding, goods movement, or highway safety. Staff responses to the most commonly-received comments can be found in **Attachment A**.



### **Goals and Performance Targets: Revisions Incorporated into Staff Recommendation**

Given the strong interest in reflecting concerns about displacement in the Plan performance targets, staff is recommending several revisions to the targets recommendation presented in July to more prominently address this key regional issue:

1. Staff is proposing to retain the current anti-displacement language in the Adequate Housing target, regardless of which target proposal (MTC or ABAG) is identified as the preferred measure.
2. Staff is proposing to expand the geography of the affordable housing target to include not only Priority Development Areas (PDAs), but also Transit Priority Areas (TPAs) transit-served areas defined under SB 375 and high-opportunity areas, as a means to mitigate displacement risk.
3. Staff is proposing to add a third performance target under Equitable Access that will be focused on the issue of displacement. Members of the Regional Advisory Working Group reviewed an initial proposal for this target on September 1. However, to allow for additional time to develop the most appropriate performance target language and methodology with relevant stakeholders, the revised staff recommendation includes a placeholder for target #7. Staff will return in November – the next month that both the Commission and ABAG Executive Board meet – with a target #7 recommendation related to the issue of displacement risk. Further discussion of potential options for target #7 can be found in the memo in agenda item 6 specifically focused on this issue. This approach allows staff to begin the project performance evaluation while allowing more dialogue and input about the appropriate measure to address displacement risk.

Staff also heard concerns from transportation stakeholders that the proposed access to jobs performance target does not adequately reflect the regional issue of traffic congestion. However, staff recommends preserving the access to jobs target as the best measure of why we seek to reduce congestion. Rather than simply measuring the number of minutes of delay, the proposed target quantifies the economic impact of such delay on residents' ability to access jobs across the region. Note that the proposed target measures access for both motorists and transit users during the AM peak period and therefore reflects the impacts of traffic congestion. Finally, the access to jobs target captures a broader suite of policy actions beyond highway expansion that can be implemented to combat congestion – including transit improvements and land use actions that bring housing and jobs closer together – which would not necessarily be captured by a congestion delay target.

The full set of goals and performance targets included in the revised staff recommendation can be found in **Attachment B**; the criteria used to identify targets can be found in **Attachment C** for reference purposes. In addition to target revisions above, staff has identified numeric values for several performance targets that previously incorporated placeholders. Additional discussion of target methodologies and the justification for the numeric targets identified can be found in **Attachment D**.

Finally, while a number of targets have been updated based on feedback from policymakers and stakeholders in July, there remain two alternative proposals on the table for target #2 related to Adequate Housing. As a result of the changes outlined above related to displacement, the sole remaining inconsistency between the MTC and ABAG proposals is the language related to in-commuting. To ensure compliance with the Building Industry Association settlement agreement, MTC proposes to use the phrase “with no increase in in-commuters over the Plan baseline year” in the target, while ABAG is proposing the phrase “using a Regional Housing Control Total with no increase in in-commuters over the Plan baseline year.” The only difference between the two proposals is the use of the phrase “Regional Housing Control Total.” Staff is seeking direction from policymakers on what language should be adopted as the final Adequate Housing target.

**Next Steps**

- **September 2015:** Seek approval of Plan Bay Area 2040 goals & targets (excluding performance target #7)
- **Fall 2015:** Define scenarios for evaluation in Plan Bay Area 2040
- **November 2015:** Seek approval of performance target #7 (related to displacement)
- **Winter 2015:** Release project performance assessment results for public review
- **Spring 2016:** Release scenario performance assessment results for public review

## **ATTACHMENT A: DISCUSSION OF KEY FEEDBACK RECEIVED**

**Comment: The performance targets do not sufficiently address displacement, a key regional policy issue.**

Response: Refer to discussion in the memo above; staff is recommending several changes to the targets to more explicitly reflect displacement concerns under Adequate Housing and Equitable Access.

**Comment: The affordable housing target is too narrowly focused on Priority Development Areas (PDAs) and should be expanded to include Transit Priority Areas (TPAs) or high-opportunity areas.**

Response: Refer to discussion in the memo above; staff is recommending to incorporate the language proposed by the Policy Advisory Council to reflect a more expansive definition of where affordable housing should be prioritized in the region.

**Comment: The access to jobs target does not reflect key economic concerns, such as those related to the creation of living-wage jobs.**

Response: Given that the Plan is specifically focused on policy levers related to transportation and land use, and given that economic factors such as job creation and unemployment do not differ between scenarios, these measures are not the best way to compare scenarios. Rather, staff recommend preserving the access to jobs target as the best possible measure to consider how transportation and land use policy provide the opportunity for economic advancement – by increasing the share of job opportunities available to the average resident of the region. As discussed in **Attachment D**, research has shown that increasing access to jobs correlates with growth in wages, evidence of the nexus between the proposed target and the goal of Economic Vitality.

**Comment: The access to jobs target does not sufficiently address the issue of traffic congestion.**

Response: Refer to discussion in the memo above.

**Comment: The access to jobs target prioritizes highway expansion as a means of reducing congestion and increasing access to jobs.**

Response: While the proposed access to jobs target does incorporate access by autos as a critical component of getting Bay Area residents to work, highway expansion projects are just one potential policy action that could be advanced to move towards the target. As discussed above, expansion or enhancement of the region's public transit network also would result in progress towards this target; smart growth land use policies could also result in measurable benefits. The proposed target allows the broadest suite of policy actions to make progress, which is critical given how difficult it is to combat congestion in our growing and vibrant region.

**Comment: There are no specific targets explicitly focused on issues such as goods movement, transit crowding or road safety.**

Response: Given that this is intended to be a limited set of performance targets that reflect the region's top priorities, not every target made the final cut after discussion with the Performance Working Group. With regards to goods movement or transit crowding, existing models are quite limited in terms of quantifying impacts, making it difficult to differentiate between scenarios. Other measures have been merged into unified targets; for example, road safety is one component of the unified health and safety target for Plan Bay Area 2040. Given that the overall goal of all three components is to save lives, the vast majority of stakeholders agreed that it was appropriate to measure the combined impact as the performance target. Note the individual components of this target will be reported separately in technical documentation for interested stakeholders.

**Comment: Plan Bay Area targets for state of good repair, which focused on asset condition rather than impacts to the public, should be preserved for the sake of consistency.**

Response: Traditional state of good repair measures, such as pavement condition index (PCI), will continue to be reported in the Plan Bay Area 2040 Needs Assessment for more technical subject area experts. Staff believes that the proposed performance targets for Plan Bay Area 2040 are more tangible and more meaningful to the public, focusing on the impact of asset condition on their day-to-day experience driving on bumpy roads or waiting for delayed transit vehicles. More information about the target methodologies can be found in **Attachment D**.

## ATTACHMENT B: REVISED STAFF RECOMMENDATION FOR PLAN BAY AREA 2040 GOALS AND TARGETS

Proposed Goal	#	Proposed Target*	Same Target as PBA?
Climate Protection	1	Reduce per-capita CO <sub>2</sub> emissions from cars and light-duty trucks by <b>15%</b>	✓
Adequate Housing	2	<p><i>ABAG Proposal:</i> House <b>100%</b> of the region's projected growth by income level without displacing current low-income residents <b>using a Regional Housing Control Total with no increase in in-commuters over the Plan baseline year</b></p> <p>-- OR --</p> <p><i>MTC Proposal:</i> House <b>100%</b> of the region's projected growth by income level <b>without displacing current low-income residents and</b> with no increase in in-commuters over the Plan baseline year</p>	
Healthy and Safe Communities	3	Reduce adverse health impacts associated with air quality, road safety, and physical inactivity by <b>10%</b>	
Open Space and Agricultural Preservation	4	Direct <b>all</b> non-agricultural development within the urban footprint (existing urban development and UGBs)	✓
	5	Decrease the share of lower-income residents' household income consumed by transportation and housing by <b>10%</b>	✓
Equitable Access	6	Increase the share of affordable housing in PDAs, <b>TPAs, or high-opportunity areas</b> by <b>15%</b>	
	7	<i>[placeholder for future performance target related to displacement risk]</i>	
Economic Vitality	8	Increase <b>by 20%</b> the share of jobs accessible within 30 minutes by auto or within 45 minutes by transit in congested conditions	
	9	Increase non-auto mode share by <b>10%</b>	✓
Transportation System Effectiveness	10	Reduce vehicle operating and maintenance costs due to pavement conditions by <b>100%</b>	
	11	Reduce per-rider transit delay due to aged infrastructure by <b>100%</b>	

\* = **text marked in blue** represents target language revision from July draft staff recommendation

## ATTACHMENT C: PRIMARY TECHNICAL CRITERIA FOR SELECTING PERFORMANCE TARGETS

### # Criterion for an Individual Performance Target

- 1 Targets should be able to be forecasted well.**  
A target must be able to be forecasted reasonably well using MTC's and ABAG's models for transportation and land use, respectively. This means that the target must be something that can be predicted with reasonable accuracy into future conditions, as opposed to an indicator that can only be observed.
- 2 Targets should be able to be influenced by regional agencies in cooperation with local agencies.**  
A target must be able to be affected or influenced by policies or practices of ABAG, MTC, BAAQMD and BCDC, in conjunction with local agencies. For example, MTC and ABAG policies can have a significant effect on accessibility of residents to jobs by virtue of their adopted policies on transportation investment and housing requirements.
- 3 Targets should be easy to understand.**  
A target should be a concept to which the general public can readily relate and should be represented in terms that are easy for the general public to understand.
- 4 Targets should address multiple areas of interest.**  
Ideally, a target should address more than one of the three "E's" – economy, environment, and equity. By influencing more than one of these factors, the target will better recognize the interactions between these goals. Additionally, by selecting targets that address multiple areas of interest, we can keep the total number of targets smaller.
- 5 Targets should have some existing basis for the long-term numeric goal.**  
The numeric goal associated with the target should have some basis in research literature or technical analysis performed by MTC or another organization, rather than being an arbitrarily determined value.

### # Criterion for the Set of Performance Targets

- A The total number of targets selected should be relatively small.**  
Targets should be selected carefully to make technical analysis feasible within the project timeline and to ensure that scenario comparison can be performed without overwhelming decision-makers with redundant quantitative data.
- B Each of the targets should measure distinct criteria.**  
Once a set of targets is created, it is necessary to verify that each of the targets in the set is measuring something unique, as having multiple targets with the same goal unnecessarily complicates scenario assessment and comparison.
- C The set of targets should provide some quantifiable metric for each of the identified goals.**  
For each of the seven goals identified, the set of performance measures should provide some level of quantification for each to ensure that that particular goal is being met. Multiple goals may be measured with a single target, resulting in a smaller set of targets while still providing a metric for each of the goals.

## ATTACHMENT D: PROPOSED PERFORMANCE TARGETS – BACKGROUND INFORMATION & METHODOLOGIES

*Unless otherwise specified, performance targets rely upon a baseline year of 2005 and a horizon year of 2040 for forecasting and analysis purposes.*

---

### **Performance Target #1: Climate Protection**

*Proposed Target Language: Reduce per-capita CO<sub>2</sub> emissions from cars and light duty trucks by 15%*

#### Background Information

Under California Senate Bill 375, major metropolitan areas in the state are required to develop a Sustainable Communities Strategy as part of their Regional Transportation Plan. This means that the adopted Plan must achieve per-capita greenhouse gas reduction targets as established by the California Air Resources Board (CARB). CARB established two climate protection targets for the San Francisco Bay Area in 2010, which have incorporated into both Plan Bay Area and Plan Bay Area 2040:

- Per-capita reduction of greenhouse gas emissions by 7 percent by year 2020
- Per-capita reduction of greenhouse gas emissions by 15 percent by year 2035

This is a statutory target and therefore must be reflected in the set of Plan performance targets. Under Senate Bill 375, the Plan must meet state-identified greenhouse gas reduction targets to comply without the adoption of a separate Alternative Planning Strategy (APS).

#### Past Experience

This target is fully consistent with Plan Bay Area; no changes have been made to the target as originally adopted in 2011. Before the passage of Senate Bill 375, previous MTC long-range plans, including Transportation 2035, included non-statutory targets to reduce greenhouse gas emissions.

Plan Bay Area exceeded the greenhouse gas emissions target, achieving a 16 percent reduction for year 2035 and an 18 percent reduction in emissions between 2005 and 2040, while at the same time also exceeding its 2020 interim target. The target performance results incorporate both the emissions reduction from transportation, land use and demographics (from Travel Model One and EMFAC), in addition to the emissions reductions associated with the Regional Climate Program (based on off-model assessments).

#### Evaluation Methodology

The statutory Climate Protection target reflects greenhouse gas emissions reductions, focusing specifically on carbon dioxide emissions per statewide modeling guidance. Travel Model One – the region’s activity-based travel demand model – will be used to forecast emissions reductions as a result of various scenarios. Travel Model One analyzes daily travel patterns as a result of scenarios’ transportation investments and land use patterns, making possible the calculation of vehicle miles traveled (VMT) and speed of travel. The California Air Resources Board’s EMFAC air quality model will then be used to calculate the pounds of carbon dioxide emissions associated with the forecasted levels of regional travel.

For off-model Climate Initiatives, which may include efforts like regional electric vehicle incentives, greenhouse gas emissions reductions will be calculated by estimating the direct greenhouse gas emissions reduction of specific funded programs, rather than forecasting travel impacts in the model. This is appropriate as many of the programs are not designed to necessarily reduce VMT, but instead reduce emissions through cleaner vehicles and improved driving habits. These greenhouse gas emission reductions are added to the model calculations, resulting in combined greenhouse gas emission reductions from the Plan as a whole. Reductions are normalized based on relevant population forecasts developed by ABAG. Refer to additional information on the forecasting methodology in the Plan Bay Area Travel Model One Data Summary, which will likely be updated later in this planning cycle for Plan Bay Area 2040.

Note that the target relies upon a horizon year of 2035 instead of the standard 2040 horizon year used for other performance targets to ensure consistency with the CARB target.

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## **Performance Target #2: Adequate Housing**

*Proposed Target Language (ABAG): House 100% of the region's projected growth by income level without displacing current low-income residents using a Regional Housing Control Total with no increase in in-commuters over the Plan baseline year*

– OR –

*Proposed Target Language (MTC): House 100% of the region's projected growth by income level without displacing current low-income residents and with no increase in in-commuters over the Plan baseline year*

### Background Information

Similar to the greenhouse gas reduction target, California Senate Bill 375 requires Plan Bay Area to house all of the region's growth. This is an important regional issue given that long interregional trips – which typically have above-average emission impacts – can be reduced by planning for sufficient housing in the region.

### Past Experience

A similar version of this target was included in Plan Bay Area, although both proposals for Plan Bay Area 2040 incorporate language clarifying how the in-commute and the regional housing control total will be calculated as agreed to by MTC, ABAG, and the Building Industry Association as part of a 2014 legal settlement. Although the target language was slightly different, Plan Bay Area met the Adequate Housing target. Plan Bay Area housed 100% of the region's projected growth as defined under the adopted language from 2011.

### Evaluation Methodology

Evaluation of this performance target will utilize the methodology relating to the Regional Forecast agreed to by both agencies. See "Plan Bay Area 2040 Regional Forecast Approach" memo dated July 2, 2015.

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## **Performance Target #3: Healthy and Safe Communities**

*Proposed Target Language: Reduce adverse health impacts associated with air quality, road safety, and physical inactivity by 10%*

### Background Information

This target focuses on the issue of public health by evaluating the net impacts of air quality, road safety and physical activity improvements. By creating a unified target that directly measures the net health impact of scenarios, Plan Bay Area 2040 elevates this issue when compared to prior planning cycles. Rather than adopting separate targets for air quality, road safety, and physical activity, this proposed target focuses on the combined impact of the transportation and land use policies that move the region towards a common goal of improved health outcomes. Adverse health impacts are measured in disability-adjusted life-years of impact (DALYs) on a per-capita basis. Note that the individual impacts on all three issue areas will be reported separately in technical documentation for subject area experts interested in how the Plan benefits a specific issue. However, the target will be focused on the combined impact (i.e., progress towards a goal of improved health).

The numeric target was selected based on an analysis by Neil Maizlish, et al. entitled "Health Cobenefits and Transportation-Related Reductions in Greenhouse Gas Emissions in the San Francisco Bay Area", published in the *American Journal of Public Health*. In that paper, Maizlish et al. conducted an analysis of the Bay Area to see how an aggressive scenario focused on increased bicycle and pedestrian mode shares might move the needle for public health. When the net impact of such a policy (versus a business-as-usual scenario) is compared to the total disability-adjusted life-year impacts to the region from MTC model runs, the region yielded a reduction of just over five percent. While active transportation is the largest component of health benefits, road safety and air quality focused investments in the Plan can also move the needle. Given that, it is recommended that a slightly more aggressive target of 10 percent reduction be used for this performance target.

### Past Experience

This is a new target for Plan Bay Area 2040 that incorporates components of multiple Plan Bay Area targets into a single integrated target. It reflects one of the top priorities of the Performance Working Group in terms of advancing public health as a key element of the long-range planning process.

### Evaluation Methodology

To calculate the health impacts of a given scenario, staff will run the Integrated Transportation and Health Impact Model (ITHIM), which has been calibrated for the Bay Area by the California Department of Public Health. The run

requires inputs from Travel Model One, which include travel activity patterns for walking and biking as well as rates related to collisions and air quality. ITHIM then translates those inputs into a detailed suite of health impact measures, including disability-adjusted life-year impacts. The impacts will be normalized based upon population to take into account the overall growth expected in the region between 2005 and 2040.

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#### **Performance Target #4: Open Space and Agricultural Preservation**

*Proposed Target Language: Direct all non-agricultural development within the urban footprint (existing urban development and UGBs)*

##### Background Information

This performance target is focused very specifically on the protection of open space and agricultural lands. In order to move towards this goal, the target seeks to limit development to publicly-defined urban areas. SB 375 legislation asks regions to consider the best available data on resource lands. Special resource lands and farmland are specifically defined in SB 375 and include:

- Publicly owned parks and open space;
- Open space and habitat areas protected by natural resource protection plans;
- Species habitat protected federal or state Endangered Species Acts;
- Lands subject to conservation or agricultural easements by local governments, districts, or non-profits
- Areas designated for open space/agricultural uses adopted in elements of general plans;
- Areas containing biological resources described in CEQA that may be significantly affected by a Sustainable Communities Strategy (SCS) or Alternative Planning Strategy (APS);
- Areas subject to flooding as defined by the National Flood Insurance Program; and
- Lands classified as prime/unique/state-significant farmland or lands classified by a local agency meeting or exceeding statewide standards that are outside of existing city spheres of influence/city limits.

One key difference between this target and the Adequate Housing target is that this measure is not statutory and therefore some scenarios may fall short in achieving the target.

##### Past Experience

This target is fully consistent with Plan Bay Area, which was the first regional plan in the Bay Area to include such a target related to greenfield protection. Plan Bay Area met the target with 100% of non-agricultural development focused in the urban footprint.

##### Evaluation Methodology

Using the localized development pattern forecasted by the UrbanSim land use model for each scenario, staff will calculate the number of acres of new development, as well as significant redevelopment, across the entire region. Once identified, staff will then identify each development as occurring within the urban footprint or outside the 2010 urban footprint. The number of acres of development within the urban footprint will be divided by the total acres of development across the region to calculate this target.

Note that the target relies upon the 2010 urban footprint instead of the standard year 2005 baseline used for other performance targets, per policy action taken during the adoption of Plan Bay Area targets in 2011.

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#### **Performance Target #5: Equitable Access (Affordability)**

*Proposed Target Language: Decrease the share of lower-income residents' household income consumed by transportation and housing by 10%*

##### Background Information

As an affordability target, decreasing the combined costs of housing and transportation for lower-income residents as a share of their income addresses a key challenge for them when they consider where to live and how far to travel to get to work, services and amenities. Often low-income households are not able to afford housing close to where they currently work, or where they may have access to a range of job opportunities and amenities. Being priced out of these high-opportunity areas may result in lower household income (as opportunity costs rise) and higher travel costs.

In the end, a household that can afford to live close to work and use transit or other affordable transportation options, may spend a similar or even lower share of its household income on the combined cost of housing and transportation.



Reducing these costs across the region will increase affordability and boost economic opportunities for lower-income residents.

The numeric target was adapted from a 2006 report by the Center for Housing Policy (“A Heavy Load: The Combined Housing and Transportation Burdens of Working Families”). According to that report, Bay Area families with annual incomes under \$70,000 spend a combined average of 61% of earnings on housing (39%) and transportation (22%). This share of 61% of earnings is approximately 10% above the national average share spent by lower-income households. Therefore, this target is set to improve transportation and housing affordability to approximately match the national average by 2040.

#### Past Experience

This target was included in Plan Bay Area, but the methodology for estimating housing costs has been improved as described below. Under Plan Bay Area, the region was forecasted to move in the opposite direction of this target, with housing and transportation costs as a share of income rising by 3% between 2005 and 2040. This reflects the difficulty of increasing affordability in an economically vibrant region, particularly given the forecasted future costs of housing.

#### Evaluation Methodology

The share of household income consumed by both transportation and housing will be forecasted by combining results from the transportation model (for future transportation costs) and land use model (for future housing costs). Both models are adjusted to identify costs for low-income households. Note that lower-income households are defined as households earning less than \$60,000 in year 2000 dollars, roughly reflecting the lower two quartiles of the income spectrum.

For the transportation model, user costs account for the cost of maintaining and owning an automobile, purchasing transit fares and passes, and paying bridge and roadway tolls, etc. These costs are forecasted using Travel Model One using observed travel behavior for low-income and lower-middle-income residents; and assumptions about gas prices, toll fees, and transit fares, etc. For more information on the travel model and details on assumptions, refer to the Plan Bay Area Travel Model One Data Summary, which will likely be updated later in this planning cycle for Plan Bay Area 2040.

UrbanSim, the land use model developed for use in Plan Bay Area 2040, calculates the portion of income spent on housing by forecasting a detailed micro-database of individual housing units and estimating their prices in year 2040. Similarly, UrbanSim incorporates control total forecasts developed by ABAG and estimates the occupancy of such units by households with forecasted incomes. In each forecast year, the model assigns additional households that enter the housing market to units based on household characteristics (including income) and housing availability.

If unit demand exceeds supply in particular locations, prices in that location increase. The real estate development model then assesses parcels and builds new units if they are profitable under prevailing prices, zoning, interest rates, and construction costs. UrbanSim also accounts for deed restrictions on specific housing units. Combining the forecasted price of each unit for each forecast year with census-derived annual ownership costs provides an estimate of cost burden for future years.

Overall size and growth in regional population, regional income and wealth, and housing market leakage beyond the nine counties are all expected to influence housing prices in the long run. To account for these macroeconomic factors, UrbanSim results are compared to a national model to evaluate the median forecasted price and adjusted as needed. Grounding UrbanSim within an estimate of macro factors provides both a reasonable estimate of the region’s median housing price and the housing burden for a low-income household in the region.

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#### **Performance Target #6: Equitable Access (Affordable Housing)**

*Proposed Target Language: Increase the share of affordable housing in PDAs, TPAs, or high-opportunity areas by 15%*

#### Background Information

The provision of affordable housing is one of the Bay Area’s most pressing issues. This target addresses the region’s need to increase its overall share of housing that is affordable to lower-income households, focusing particularly on communities with strong transit access and communities with high levels of opportunity. The target has a nexus with

anti-displacement efforts, as preservation and expansion of affordable housing in these communities helps to mitigate the risk of displacement for lower-income households.

As of 2010, approximately 15 percent of housing units in these communities have been identified as affordable; the proposed performance target would double this share to approximately 30 percent of housing units, an increase of 15 percentage points. As 2005 data is not available, it is assumed that this percent increase would be comparable between the 2005 baseline and the 2040 horizon year. Relying upon ballpark calculations using Plan Bay Area growth forecasts, this would be the equivalent of locating all affordable housing in PDAs, TPAs or high opportunity areas while still allowing for 80 percent of all market-rate housing to be constructed in these zones as well.

Several definitions are critical for the evaluation of this target:

- **Affordable Housing:** refers to housing that is affordable to lower income households (moderate income making 80-120% AMI, low income making 50%-80% AMI, very low income making 0-50% AMI) that is either deed-restricted or produced by the market (non-deed-restricted).
- **Priority Development Areas (PDAs):** refers to locally-designated areas that are planned to accommodate 78% of the region's projected housing growth and 62% of its jobs under Plan Bay Area.
- **Transit Priority Areas (TPAs):** refers to an area within a ½-mile of high quality transit (i.e., rail stop or a bus corridor that provides or will provide at least 15-minute frequency service during peak hours by the year 2035).
- **High-Opportunity Areas:** refers to areas that score highly in a composite score of 18 indicators, developed by the Kirwan Institute of Race and Ethnicity<sup>1</sup>, pertaining to education, economic mobility, and neighborhood and housing quality.

### Past Experience

This target was not included in Plan Bay Area and represents an expansion of Equitable Access targets to focus specifically on affordable housing development.

### Evaluation Methodology

Baseline and future performance for this target will be calculated using UrbanSim, the regional land use model, which will evaluate housing costs to identify affordable units available. UrbanSim incorporates deed restrictions into its analysis and thus reflects both deed-restricted and non-deed-restricted units in its calculations. GIS layers pertaining to PDAs, TPAs, and high-opportunity areas will then be merged and overlaid on top of that baseline to determine the existing share of housing affordable to moderate to very low-income households in the Bay Area residing in those respective geographies.

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### **Performance Target #7: Equitable Access (Risk of Displacement)**

*Performance target methodology will be identified later this fall, following further review of proposed target alternatives and target language.*

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### **Performance Target #8: Economic Vitality**

*Proposed Target Language: Increase by 20% the share of jobs accessible within 30 minutes by auto or within 45 minutes by transit in congested conditions (see Attachment B).*

### Background Information

Given that economic forecasts for the Plan are consistent across scenarios, the Plan's greatest potential to affect the region's economic vitality can be measured via access to jobs. The general consensus amongst economists is that a higher number of jobs a worker can access within a reasonable commute shed leads to greater prospects for employment and greater potential for economic advancement. This performance measure is designed to capture the ability of workers to get to jobs in congested conditions, reflecting the economic impact of traffic congestion on the region's economy. Rather than a "pure" measure of congestion (such as minutes of delay), which primarily captures the benefit of highway projects and fails to recognize the underlying economic justification for projects that tackle this regional issue, this performance measure reflects the full suite of policy tools that can be used to improve access

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<sup>1</sup> The Kirwan Institute for the Study of Race and Ethnicity is a nationally recognized research center of Ohio State University. It has partnered with regions across the country to craft more equitable regional planning tools, including PolicyLink, the Puget Sound Regional Council (PSRC) in Seattle, and the Capital Area Council of Governments in Texas.

to jobs during congested times of day. These include highway expansion, highway operational improvements, transit expansion, transit operational improvements, and land use strategies to bring workers and jobs closer together (i.e., jobs-housing balance).

Congested conditions are defined as the AM peak period, the most common time of day for commuting to work. The 30 minute and 45 minute thresholds for each mode of transport approximately reflect the average regional door-to-door commute time for each mode per Vital Signs data originally tabulated by the U.S. Census Bureau in 2013. The performance target focuses on all residents connecting to all jobs, given that this is a measure of the region's overall economy (rather than a specific industry or economic class). It is not possible to measure jobs-housing fit as ABAG does not forecast jobs by income level, making it impossible to link residents and jobs based on income classification for future years (e.g. year 2040).

The proposed numeric target was developed relative to the baseline conditions in 2005, at which point one in five (approximately 20%) regional jobs was accessible to the average Bay Area resident within the time and congestion criteria identified above. The numeric target represents an approximate doubling of this level of jobs access from roughly 20% to 40% by year 2040; this is reflected in the target as an increase in jobs access by 20 percentage points. The target was inspired by research incorporated in the "Access to Destinations" report produced by the University of Minnesota Center for Transportation Studies, which cites a 2012 Transportation Research Board paper on productivity effects from accessibility (Melo et al., 2012). The report identified that doubling jobs access correlates to real average wage growth of 6.5 percent for the average U.S. metro area. This linkage between the proposed target and wage growth highlights how improved access to jobs can result in real-world economic benefits for workers.

#### Past Experience

This target is new to Plan Bay Area 2040, as it was not included as a performance target in Plan Bay Area. However, long-range plans developed by MTC in the past have used access to jobs as an economic performance target. The proposed target expands upon that past work by specifically incorporating congestion into the target to highlight the importance of congestion reduction as a regional economic concern. The prior Plan's economic target of gross regional product was removed as a performance target as it will not differ between scenarios, making it a poor target to compare scenarios focused on differing transportation investments and land use patterns.

#### Evaluation Methodology

This performance target relies upon the Travel Model One "skims" for zone-to-zone congested travel times both for single-occupant vehicles and public transit. Using a Python script developed to evaluate accessibility, the "skim" matrices are loaded into the script, which then calculates for each zone which other zones it can reach either within 30 minutes by auto or within 45 minutes by transit. It is assumed that auto users are single-occupant vehicle drivers who decline the use of Express Lanes; the job access target looks specifically at the AM peak period, when the greatest share of the region's residents are commuting to work. By focusing on the AM peak, both auto and transit travel times reflect the impact of congestion on job access. Once the script has calculated which zones are accessible, the number of jobs accessible for the zone is summed and divided by the total jobs in the region. Using the share of jobs accessible for each zone, a regional share is calculated using a weighted average of all 1454 zones based on the number of residents in each zone. The result is a reflection of the average share of jobs accessible to the average number in the Bay Area.

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### **Performance Target #9: Transportation System Effectiveness (Mode Share)**

*Proposed Target Language: Increase non-auto mode share by 10%*

#### Background Information

This target reflects the overall efficiency of the transportation system by capturing the share of trips taken by non-auto modes – public transit, walking and bicycling. By aiming to increase the share of trips taken without a car by 10 percentage points, the target reflects a given scenario's ability to make non-auto modes more convenient and accessible for all. While this target is in many ways a proxy for the benefits associated with sustainable modes of transport, it reflects key policy goals related to modal shift in support of sustainable communities and transport efficiency.

Unlike other performance targets, there was not a strong foundation for this specific target at the time of its identification in Plan Bay Area, as it was a result of target modifications after initial adoption by MTC/ABAG in 2011. The initial target was related to non-auto travel time reduction, which proved problematic given that modal shift tended to increase rather than decrease travel times. However, the performance target does align to a certain extent with the aggressive targets established by the California Department of Transportation (Caltrans) in 2015, which seek to double

mode shares for walking and public transit and triple mode share for target. The proposed Plan Bay Area 2040 target would nearly double non-auto mode share, albeit over a more achievable time period (between 2005 and 2040) when compared to Caltrans' goal to increase mode shares within the next five years (between 2015 and 2020).

#### Past Experience

This target is fully consistent with Plan Bay Area; no changes have been made to the target as originally adopted in 2011. Plan Bay Area fell short on this performance target, achieving only a 4 percentage point increase in non-auto mode share (an increase from 16% non-auto mode share in 2005 to 20% non-auto mode share in 2020). This reflects the difficulty of achieving significant modal shifts in a mature region without more aggressive transportation and land use interventions. While non-auto mode share is particularly strong in the center of the region, a significant share of Bay Area residents live in lower-density communities without time-competitive alternatives to the automobile.

#### Evaluation Methodology

Non-auto mode share is a direct output of Travel Model One. The region's mode share is based on all trips made by Bay Area residents, rather than a narrow focus on commute trips. To calculate non-auto mode share, all non-auto trips (transit, bicycle and pedestrian) trips are first summed. They are then divided by the total number of regional trips (which includes the aforementioned modes but also adds in single-occupant and multi-occupant vehicle trips), which results in the percentage of trips utilizing non-auto modes.

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### **Performance Target #10: Transportation System Effectiveness (State of Good Repair for Roads)**

*Proposed Target Language: Reduce vehicle operating and maintenance costs due to pavement conditions by 100%*

#### Background Information

This target focuses on the user impacts as a result of road maintenance for the region's freeways, arterials, and local streets. In a reflection of the region's "Fix It First" policy, the proposed performance target seeks to bring all roads to a state of good repair and thus reduce the extra vehicle operating and maintenance costs associated with rough roads to zero. This would result in a 100% decrease in such costs between 2005 and 2040.

The proposed target combines two separate targets from Plan Bay Area into a single target, while still respecting the importance of preserving all streets and continuing MTC's long-standing commitment to infrastructure preservation as a top priority. The target incorporates the monetary impacts to drivers, regardless of the facility type in question. Furthermore, it reflects the miles traveled on each type of road – the greater the traffic volumes, the greater the impact on vehicle operating and maintenance costs.

#### Past Experience

This target is new to Plan Bay Area 2040, as it was not included as a performance target in Plan Bay Area. However, every long-range transportation plan adopted by MTC over the past decade has included some measure of road and/or freeway state of good repair as a performance target, reflecting the high-priority nature of this transportation issue area. The proposed target works to quantify the impacts of road maintenance funding levels in terms an average citizen can understand – additional vehicle maintenance costs as a result of system condition – regardless of the facility type the driver chooses to use to get from point A to point B.

#### Evaluation Methodology

This performance target will be calculated using MTC's StreetSaver tool, Caltrans pavement forecasts, and Travel Model One. The specific methodology, which is detailed in the 2015 Transportation Research Board *Annual Meeting Compendium of Papers* (Paterson and Vautin, 2015), relies upon pavement condition index and international roughness index to calculate increased vehicle operating and maintenance costs as a result of rough roads. In general, roads with a PCI greater than 60 and freeways with IRI less than 95 are considered to be in fair, good, or excellent condition, moving us towards the regional goal of bringing our road infrastructure to a state of good repair. The target will be calculated by calculating extra vehicle operating and maintenance costs in Travel Model One for both baseline and horizon year conditions to determine whether cost burdens on drivers increase or decrease over this period. The methodology incorporates all motor vehicles, including trucks; while it does not capture bike or pedestrian impacts, it serves as a useful proxy for potential safety disbenefits on these users due to potholes or other impacts of disrepair.

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## **Performance Target #11: Transportation System Effectiveness (State of Good Repair for Public Transit)**

*Proposed Target Language: Reduce per-rider transit delay due to aged infrastructure by 100%*

### Background Information

MTC has consistently prioritized a “Fix It First” policy in past regional transportation plans, in which preservation of the existing system takes priority over expansion projects. In the past, transit asset condition has been measured with an index known as PAOUL (percent of transit assets over their useful life) – with a goal of replacing all transit assets on time. For Plan Bay Area 2040, the proposed performance target focuses on the impacts of replacing (or not replacing) transit assets on time, with a goal of replacing delay impacts on riders due to aged assets by 100 percent (e.g., achieve zero delays due to aged buses, trains, tracks, etc. failing and thus affecting transit riders).

The numeric target was selected to align the target with the Plan Bay Area PAOUL target (same goal of replacing assets on time) and to reflect the “Fix It First” policy. Given that objective, it seems appropriate to set this aggressive target to bring the entire transit system to a state of good repair. Note that per-rider transit delay will be measured in minutes for Bay Area transit riders.

### Past Experience

This target is new to Plan Bay Area 2040, as it was not included as a performance target in Plan Bay Area. However, every long-range transportation plan adopted by MTC over the past decade has included some measure of transit state of good repair as a performance target, reflecting the high-priority nature of this transportation issue area. The proposed target works to quantify the impacts of transit maintenance funding levels in terms an average citizen can understand – minutes of delay impacting their commute (or non-commute) onboard public transit as a result of system condition.

### Evaluation Methodology

This performance target will be calculated using the Regional Transit Capital Inventory, the Federal Transit Administration’s TERM-Lite transit asset prioritization tool, and Travel Model One. This methodology, which is detailed in *The Journal of Public Transportation* (Paterson and Vautin, 2015), relies upon asset ages to calculate failure rates for vehicle and non-vehicle infrastructure. These failure rates are translated into per-boarding and per-mile delay rates that affect passengers. To calculate a regional impact, the delays for each system will be weighted by the number of passengers experiencing such delay to identify the average delay for the typical transit rider in the Bay Area as a whole.

Delays from assets still within their useful life will not be reflected in the performance target, as the target focuses specifically on “aged infrastructure” – that is, infrastructure past its useful life.



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Supervisor Scott Haggerty, District 1

**Commission Vice Chair**  
Vice Mayor Rebecca Kaplan,  
City of Oakland

**AC Transit**  
Director Esa Ortiz

**Alameda County**  
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Mayor Carol Dutra-Vernaci

**Executive Director**  
Arthur L. Dao

August 19, 2015

Mr. Steve Heminger  
Executive Director  
Metropolitan Transportation Commission  
101 Eighth Street  
Oakland, CA 94607

Dear Mr. Heminger,

Alameda CTC has reviewed the draft targets and performance measures developed for the update of Plan Bay Area (PBA) 2040, and our comments are as follows.

As currently written, the draft goals and targets are heavily focused on housing and health, and only a limited number of them are related to transportation (only three out of ten) under the goal of Transportation System Effectiveness. Since PBA includes the long-range plan for transportation in the Bay Area, the goals and targets should ensure a strong focus on transportation to measure the impact of proposed investments on the region's multimodal transportation infrastructure by explicitly addressing the effectiveness of the system, goods movement, and system resiliency. This comment is in line with what the public stated during your outreach for PBA 2040 in public workshops and stakeholder meetings—that transportation system effectiveness and congestion are major concerns and should be addressed in the Plan.

Alameda CTC also believes that goods movement needs to be a large component of PBA 2040. Over 30 percent of the jobs in the Bay Area are related to goods movement, and the actual movement of goods is a critical economic driver of the region and mega-region; therefore, a performance target that focuses on the movement of goods is needed. While your Target #7 Economic Vitality (increase the share of jobs within 30 min by auto and 45 min by transit by TBD % in congested conditions) focuses on the movement of people,

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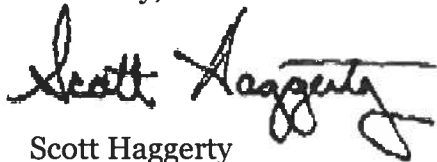
Alameda CTC believes a goods movement performance measure could be added that looks at travel time on select Origin-Destination pairs across the region within goods movement corridors that focuses on the movement of goods.

Transportation system effectiveness is a critical component of the quality of life and economy of the region. Alameda CTC believes that part of the system effectiveness needs to address congestion, both on roads and transit. For example, Target #10 could be modified to reduce per-rider transit delay due to aged infrastructure “and overcrowding.” It should also address transit service coordination and connectivity. In addition, one or two measures related to congestion (travel time/reliability) to comprehensively and directly assess the combined benefit of coordinated land use and investments on the region’s multimodal transportation infrastructure should be included.

Finally, considering the region’s vulnerability to natural disaster and the regional efforts on sea level rise (Adapting to Rising Tides), the performance targets should include a measure to assess resiliency of the region’s transportation infrastructure.

Again, because PBA includes the long-range plan for transportation in the Bay Area, the goals and targets should ensure a strong focus on transportation.

Sincerely,

A handwritten signature in black ink, appearing to read "Scott Haggerty". The signature is fluid and cursive, with a long horizontal stroke extending from the end.

Scott Haggerty

Alameda CTC Chair, Alameda County District 1 Supervisor

August 18, 2015

Metropolitan Transportation Commission  
Association of Bay Area Governments  
101 Eighth Street  
Oakland, CA 94607

**Re: Plan Bay Area Performance Targets**

Dear MTC Commissioners and ABAG Board members:

The 6 Wins for Social Equity Network and its allies strongly believe that the development of the Bay Area's next regional plan must be guided by strong goals, and that the choice among alternative scenarios must be based on an evaluation of both how well and how quickly each one advances those goals.

The 6 Wins Network is dedicated to building the power, voice, and influence of low-income and working families and communities of color in fields of climate and environmental justice in the Bay Area. We take our name from the six major "Win" areas of importance to our communities: (1) Community Power, (2) Investment Without Displacement, (3) Affordable Housing, (4) Robust & Affordable Local Transit Service, (5) Healthy and Safe Communities, and (6) Quality Jobs.

Plan Bay Area as adopted in 2013 fell short on a number of its performance measures. The lesson we take from that is not to water down the regional goals, but rather to develop a new Plan Bay Area that, like the Equity, Environment and Jobs (EEJ) Scenario, does a better job in meeting them.

In the months before your adoption of Plan Bay Area in 2013, the 6 Wins demonstrated with our EEJ scenario that when regional planning leads with social equity, it's also better for the environment and for the economy. The EEJ proposed to increase affordable housing near transit in high-opportunity communities, to run more local transit service, and to provide regional incentives for local anti-displacement protections. When MTC and ABAG analyzed the EEJ, they concluded it was the "environmentally superior alternative" and also that it did a better job than the proposed Plan or the other alternatives studied in promoting a broad range of environmental, health and social equity goals.

Our recommendations for stronger goals and performance measures areas are outlined in the attachment – adequate housing, equitable access, economic vitality, transportation system effectiveness, and public engagement. We particularly emphasize the importance of maintaining a goal of **zero displacement** and of adding a new goal and performance measures related to the **creation of quality jobs and economic inclusion**:

- Displacement of low-income residents from transit-oriented communities to the far reaches of the region is a crisis, both for the affected communities and families and for the economic and environmental sustainability of the region.
- A regional plan for the investment of hundreds of billions of public dollars should not only deliver the most needed transportation services and projects, but also create, and provide access to, quality family-supporting jobs for residents of all income levels.

In addition to the specifics of the goals and performance measures noted in the attachment, we emphasize two overarching points of great importance:

First, **all relevant targets should be disaggregated by income level**, particularly reducing health impacts (#3), reducing commute time to jobs (#7), and transit delay (#10). It is critical to know, for instance, whether an overall reduction in commute times is mostly attributable to reducing commute times for high-income commuters or whether commute times for low-income transit riders are also reduced. Overall benefits must be shared fairly by all segments of the population, and performance measures must be adapted to provide decision makers and the public with that information.

Second, modeled metrics that look at the distant future must be supplemented with off-model and qualitative approaches that **assess near-term outcomes**. The new Plan Bay Area, like the current one, will be in effect for only four years before the next one supersedes it. Performance assessment must therefore focus on the “front-loaded” investments and the timeliness of benefits that underserved communities will receive from them.

The goals and performance measures you adopt now will play an important role, both in guiding the development of plan alternatives that will perform best for all the region’s residents and in selecting from among those alternatives the plan that best promotes those goals across a range of outcomes. They are the vehicle for making sure that Plan Bay Area brings benefits across the “three E’s” of environment, equity and economy, as well as for health. We urge you to adopt the strong goals and performance measures discussed in the attachment, to disaggregate all targets by income, and to assess the near-term performance of alternatives, not just its hypothetical impacts thirty years in the future.

Thank you,

Cheryl Brown, Political and Legislative Director  
AFSCME Council 57

Miya Yoshitani, Executive Director  
Asian Pacific Environmental Network

Makayla Major, Chair, ACCE Riders for Transit Justice  
Association of Californians for Community Empowerment

Carl Anthony, Co-Founder  
Breakthrough Communities

Sarah de Guia, Executive Director  
California Pan-Ethnic Health Network

Wendy Alfsen, Executive Director  
California Walks

Dawn Phillips, Co-Director of Programs  
Causa Justa :: Just Cause

Tim Frank, Director  
Center for Sustainable Neighborhoods

Margaret Hanlon-Gradie, Executive Director  
Contra Costa Central Labor Council

Jill Ratner, Steering Committee Member  
Ditching Dirty Diesel Collaborative

M. Paloma Pavel, President  
Earth House Center

Kate O'Hara, Executive Director  
East Bay Alliance for a Sustainable Economy

Gloria Bruce, Executive Director  
East Bay Housing Organizations

Kathryn Gilje, President  
Genesis

Matt Vander Sluis, Program Director  
Greenbelt Alliance

Joshua S. Hugg, Program Manager  
Housing Leadership Council of San Mateo County

Stella Kim, Project Coordinator  
New Voices Are Rising

Lisa Maldonado, Executive Director  
North Bay Labor Council

Leticia Romero, President  
North Bay Organizing Project

Judith Bell, President  
PolicyLink

David Zisser, Staff Attorney  
Public Advocates Inc.

Tim Little, Executive Director  
Rose Foundation for Communities & the Environment

Jennifer Martinez, Executive Director  
San Francisco Organizing Project / Peninsula Interfaith Action

Shelley Kessler, Executive Secretary-Treasurer  
San Mateo County Central Labor Council

Belén Seara, Director of Community Relations  
San Mateo County Union Community Alliance

Tim Paulson, Executive Director  
SF Bay Area Labor Council

Conny Ford, Campaign Director  
sfCLOUT-Community, Labor Organizing, Unifying, Together

Peter Cohen and Fernando Marti, Co-Directors  
SF Council of Community Housing Organizations

Ben Field, Executive Officer  
South Bay Labor Council

Rev. Earl Koteen, Member, Coordinating Committee  
Sunflower Alliance

Clarrissa Cabansagan, Community Planner  
TransForm

Bob Allen, Policy and Advocacy Campaign Director  
Urban Habitat

Derecka Mehrens, Executive Director  
Working Partnerships USA

**ATTACHMENT:**  
**Recommended Changes to the Plan Bay Area Performance Targets**  
August 18, 2015

**Adequate Housing**

1. **Retain Plan Bay Area's zero- displacement goal.** As the San Francisco Council of Community Housing Organizations, a 6 Wins member, noted in its July 10<sup>th</sup> letter, the words "without displacing current low-income residents" were added to the current Plan's adequate housing target "after persistent and thoughtful advocacy by a very wide range of community stakeholders.... There is arguably no more important issue in the Bay Area's 'vision' for growth and development than ensuring a top-shelf commitment to avoiding displacement."
2. **Measure the near-term risk of displacement** using approaches like the Regional Early Warning System ([http://planbayarea.org/pdf/prosperity/research/REWS\\_Final\\_Report.pdf](http://planbayarea.org/pdf/prosperity/research/REWS_Final_Report.pdf)) for displacement being developed at UC Berkeley's Center for Community Innovation and supported by the Bay Area Regional Prosperity Plan and the California Air Resources Board. Communities of Concern overlap significantly with the Priority Development Areas slated for investment and growth, and the impacts of proposed investments on the fabric of low-income communities of color should be analyzed to ensure the protection of existing residents.

**Equitable Access**

3. **Revise target #6 to address transit-rich areas that are not PDAs and to specify that the target addresses housing for low-income households that is both deed-restricted and not deed-restricted:** "Increase the net share of affordable housing that is affordable to and occupied by low-income households in PDAs, and high-opportunity Transit Priority Project areas by X%."

While including an increase in the share of affordable housing is an important step in measuring access to opportunity, PDAs are not the only places where transit investments are being made or where other key opportunities, such as quality schools and good jobs, exist. In fact, many PDAs are largely in underserved communities. Locating affordable housing and preventing displacement in transit-rich areas of opportunity is just as critical.

Expanding the geography covered by this target would be straightforward because MTC already identified high-opportunity Transit Priority Project (TPP) areas in developing the Equity Environment and Jobs Scenario in the first Plan Bay Area process. SB 375 defines a TPP area as an area within ½ mile of high quality transit that contains at least 50 percent residential use, and provides a minimum net density of at least 20 dwelling

units per acre. Defining which TPPs are in high-opportunity communities can be done according to indicators such as income, school quality, or environmental health. Both the Kirwan Institute (<http://kirwaninstitute.osu.edu/initiatives/san-francisco-mapping/>) and UC Davis (<http://mappingregionalchange.ucdavis.edu/roi/index.html>) have done a more complex multi-factor analysis mapping opportunity in the Bay Area.

It is also important to clarify that “affordable housing” does not refer solely to deed-restricted housing, but also to housing that is affordable and occupied by low-income households. The vast majority of lower-income households in the Bay Area are not fortunate enough to live in deed-restricted affordable housing, but must instead seek homes through “market rate” avenues. Therefore, restricting this metric just to deed-restricted homes would paint a woefully incomplete picture of housing opportunity in high-opportunity transit-served locations.

Finally, it is important that progress towards this target will be assessed on a net basis, not gross. In other words, if more existing affordable units are lost (e.g., through condo conversions, demolitions, removal of rent control provisions, or increasing rents that effectively price out residents) than new affordable units built, the measure should reflect a net loss in affordable units.

## **Economic Vitality**

4. **Add Economic Vitality targets that more directly reflect the impacts of Plan Bay Area on the jobs mix and location.** The new Plan should include an explicit goal of supporting the development and retention of moderate-to-middle-wage jobs – the kind of jobs that enable workers to afford to live in the Bay Area. We recommend the following targets (as described in more detail in the attached letter dated July 9th on behalf of more than 25 organizations):
  - a. **Economic Opportunity:** “Increase the proportion of jobs in the Bay Area that are living- or middle-wage (i.e., within a range such as \$15 to \$40 an hour, or as appropriate by subregion) by X percentage points, including in Priority Development Areas and Transit Priority Areas.”
  - b. **Economic Inclusion:** “Through a focus on inclusive growth and investment that broadens access to job opportunities, reduce the gap between the Bay Area’s overall unemployment rate and the unemployment rates for lower-income residents, for communities of color, and in Communities of Concern by Y%.”
5. **Revise target #7 to specify access to income-matched jobs and to ensure reductions in both auto and transit commutes:** “Increase the share of income-matched jobs accessible within 30 minutes by auto ~~or~~ and within 45 minutes by transit by X%.”



Measuring the increase in the share of jobs accessible within 30 minutes by auto or 45 minutes by transit is not helpful if the target does not include income-matched jobs. “Income-matching” means that the target measures access between jobs and housing only if a given job pays a wage adequate to afford a given housing unit, using standard criteria for housing affordability. UC Davis’s Regional Opportunity Index includes a Jobs-Housing Fit Ratio map (<http://mappingregionalchange.ucdavis.edu/roi/webmap/webmap.html>). Previous staff proposals included income-matching language, but the most recent proposal omits it.

By allowing an increase in the share of jobs accessible within 30 minutes by auto or 45 minutes by transit, a scenario could reduce auto commutes to 30 minutes but do nothing to improve transit commutes. The goal should be to reduce transit commutes in order to increase ridership and decrease greenhouse gas emissions.

### **Transportation System Effectiveness**

6. **Revise Target # 10 to include other factors that contribute to transit delay:** We applaud the inclusion of a target to reduce per-rider transit delay, as faster and more efficient public transportation options will encourage transit ridership and increase access for transit-dependent populations. Many factors can contribute to transit delay, however, including inadequate funding to hire sufficient drivers and maintenance crews to operate and maintain the fleet. As currently phrased, however, Target #10 limits consideration to delays caused by aged infrastructure. While replacing outdated infrastructure is an important goal, it is just one of a number of equally important issues that must be addressed to reduce transit delay. The target should measure delay due to a more comprehensive set of factors including but not limited to aged infrastructure and insufficient transit operations funding (needed to increase service to meet the demand of our regional needs and reduce overcrowding).

### **Process**

We appreciate that staff have facilitated rich discussions in the Performance Working Group. However, we offer the following input:

7. The expected turnaround for submitting formal feedback – usually just three business days – has been far too short to effectively weigh in.
8. The Regional Equity Working Group has not had time to meaningfully provide input to help ensure that the performance targets adequately address equity.

TO:

***MTC Planning Committee Members***

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September 3, 2015

From: Paul Campos, BIA Bay Area

To: Ken Kirkey, MTC  
Miriam Chion, ABAG

Re: Aug. 26, 2015 Memo to Regional Advisory Work Group on Displacement and Plan Bay Area 2.0

---

BIA submits the following in response to the regional agencies' solicitation of comments from RAWG members:

- The process used to develop the proposals identified in the Memo has circumvented and undermined stakeholder and public input. BIA (and many other stakeholders, as well as members of the public) has devoted substantial time and effort throughout 2015 to good-faith participation in the Performance Working Group and OBAG 2.0 update efforts. Months of meetings and discussions have taken place to arrive at what was clearly represented by the regional agencies to be a set of final staff recommendations on the Performance Targets and OBAG 2.0 for Plan Bay Area 2.0 to be considered on September 11, 2015. At literally the 11<sup>th</sup> hour, however, the regional agencies have now short-circuited these efforts and are poised to consider perhaps the most sweeping and potentially consequential new proposals identified to date. Neither the proposed new Performance Target nor the proposed changes to OBAG 2.0 has been vetted by the appropriate bodies regularly charged with reviewing and commenting on the Performance Targets and OBAG 2.0. Yet now ABAG and MTC appear poised to airdrop these provisions directly into the PTs and OBAG 2.0. This is simply inappropriate from a policy development process standpoint.
- BIA also strongly objects to the proposed OBAG 2.0 changes on substantive grounds. OBAG 1.0 already treads very close to the line where carrots become sticks and incentives become mandates. Conditioning access to FEDERAL transportation funds (which OBAG represents) on a local government adopting rent control, just cause eviction, or mandatory inclusionary zoning would raise a serious legal question of potential violation of Gov't Code §65080(b)(2)(K) which provides that "Nothing in a sustainable communities strategy shall be interpreted as superseding the exercise of land use authority of cities and counties within the region" and "Nothing in this section shall require a city's or county's land use policies and regulations...to be consistent with the regional transportation plan." Again, generally drawn incentive programs designed to reward compliance with the **statutorily required targets (housing production and GHG emissions reduction)** of SB 375 are one thing, but the proposed OBAG 2.0 revision to require cities and counties to adopt the specified of land use policies as a condition of receiving FEDERAL transportation dollars goes several bridges too far.
- In this regard, BIA believes it is important to remind the regional agencies of this key finding from the Plan Bay Area 1.0 "Lessons Learned" exercise they undertook to assess why the public and local elected officials throughout the region strongly criticized the final product:

“Despite very specific language in SB375 and the Plan itself stating nothing in the Plan could undermine local control over local land use decisions, people are still worried about this issue.” <http://www.abag.ca.gov/abag/events/agendas/r080614a-Item06Attach3Memo%20Communications%20Support%20Plan%20Bay%20Area%20-%20RPC.pdf>

- BIA also believes that the proposed policies, while ostensibly designed to benefit low income communities and the region as a whole, are counterproductive and very likely to undermine what the staff report itself identifies as the benefits of investment in disadvantaged communities: “Recent research finds that existing communities, including low-income households and communities of color, are likely to benefit from investment around new transit stations if the adjacent development improves mobility, supports neighborhood revitalization, lowers transportation costs, and provides other spill-over amenities. Research also shows that revitalization in low-income communities may provide broader socio-economic benefits including improved social mobility for low-income children.” (Staff report, p.2)
- BIA also objects to the proposed displacement Performance Target. Displacement is already adequately captured in the other proposed PTs and was discussed at length in the Performance Working Group. We believe the proposed target also does not meet the fundamental criteria that the regional agencies have established for adoption as a Performance Target. According to the staff report: “A direct measurement of displacement would require a case by case, ongoing and subjective assessment of the true causes that led to a household moving from its place of residence. The assessment would have to determine whether the household moved by choice or due to conditions beyond its control. No such assessment has been, or could reasonably be, conducted at a local or regional level. Further, currently available data and analysis tools cannot measure actual displacement.” In light of these acknowledgments, the staff report proposes to shift to a target based on a vague and amorphous concept of “risk” of displacement as measured by abstract modeling that has not been shown to establish any causal link between the so-called risk factors and actual displacement. At most, the research shows purported correlation. This renders “risk of displacement” as purportedly measured by these factors inappropriate to form the basis of a Performance Target. This is especially important given that the staff report concedes that **“[E]ffectiveness of anti-displacement policies at the local or regional scale cannot be measured or forecasted.”**
- The staff report asserts that: “Adopting effective anti-displacement policies at the local level may significantly reduce this risk [of displacement],” and that “Regional programs can complement and support local policies but cannot replace the need for local action.” BIA notes that there is no citation or support for these assertions and that it is not supported by robust empirical research. The UC Berkeley study that appears to be the source of these contentions points to Chinatown, Marin City, and East Palo Alto as supposed examples in support of this assertion. However, none of these areas has experienced the so-called risk factors that are said to indicate displacement risk. They do not represent apples- to-apples comparison with places that do not have rent control and subsidized housing production and are or are not viewed as “stable” by the researchers. Nor have the regional agencies seen fit to ask the question why regions that are far less regulated—such as Houston, Texas—are able to grow and provide adequate housing amid a massive jobs boom, without the costly regulatory mandates of rent control and mandatory inclusionary zoning.



September 4, 2015

Mr. Steve Heminger, Executive Director  
Metropolitan Transportation Commission

Mr. Ezra Rapport, Executive Director  
Association of Bay Area Governments

101 Eighth Street  
Oakland, CA 94607

*Via email to all recipients*

**RE: Integration of “Displacement” into Plan Bay Area 2040 Performance Targets and OBAG Funding**

Dear Mr. Heminger & Mr. Rapport,

We the undersigned members of the Bay Area’s business community are writing to you to object in the strongest terms to the ongoing efforts to add a new Performance Target to Plan Bay Area 2040 to address “displacement”. In November 2014 ABAG staff circulated a survey asking for input on selected “anti-displacement tools”. At that time several members of the business community contributed comments that increasing housing production to meet demand was perhaps the only proven anti-displacement tool, yet it was not on the final list circulated by staff. Let us be clear that we share the concerns of many people in the Bay Area that housing costs are rising at an alarming rate and that this is causing upheaval in many communities. Solutions must be found, however, this attempt to remedy the situation is problematic on too many levels.

First, there is a clearly defined and well-trodden path to have a target added to this process and that has always begun, or passed through the Performance Target Working Group. We are concerned that this particular proposal did not follow that path and instead came out of the Regional Advisory Working Group and then straight to the ABAG/MTC Boards for final consideration. In a complicated Plan Bay Area update process it is important that adopted procedures are followed so that all voices can be heard.

Second, by staff’s own admission, it is impossible to define what displacement actually is, quantify it, or point to its causes with any degree of certainty. Yet with unwavering certainty, they are able to identify a whole raft of adopted “Local and Regional Tools to Address Displacement”; including rent control, development impact fees, commercial linkage fees, and inclusionary housing ordinances. They do however add the qualifier that “research is inconclusive on which local policies are most effective in reducing displacement risk, or to what extent.” We would argue that many of these so called “tools” are part of the problem not the solution. They do not reduce displacement risk at all, rather they contribute to it, and we would ask that staff analyze which cities have adopted these tools and compare that list to a list of cities with the highest housing costs. We strongly suspect there will be a significant correlation and furthermore, significant causation.

What is even more troubling is that senior ABAG/MTC planning staff are recommending that future OBAG grant funding be contingent upon a communities' adoption of this suite of "tools" right after openly stating that they have no idea if they work or not and that even if they did there was no way of quantifying how much!

Third, and finally, Plan Bay Area is a requirement of SB 375 which calls on our region to develop a "Sustainable Communities Strategy to accommodate future population growth and reduce greenhouse gas emissions from cars and light trucks." Two plus years into this plan it is clear we are not succeeding at either objective. Not a single Bay Area County came close to meeting its RHNA obligation in the 2007/14 cycle and our efforts to focus the large majority of new housing within Priority Development Areas is also failing, with just 57% of new starts meeting this goal. We are also over 20,000 permitted units behind schedule to meet the very conservative 2040 housing target set in Plan Bay Area despite a robust economy and housing market.

In recent months ABAG Planning Staff have been investing a great deal of time and energy looking for new targets and objectives to insert into Plan Bay Area instead of focusing their work on the core goals where we are so clearly failing. Proposals to include Priority Industrial Areas to the planning process, add dozens of new Priority Conservation Areas, and now to add "Displacement Risk" to Plan Bay Area 2040 might be worthy endeavors if we were meeting our core objectives but we are not. Instead they serve as distractions from, and impediments to, the most important work at hand.

The affordability crisis our region is experiencing is a direct result of the failure of governments across this region to permit sufficient housing units to meet population growth. It is that simple. Our regional bodies must bear some of the responsibility for this failure. Every day we hear from employers who no longer consider the Bay Area a viable place to grow or hire new people because of ever rising housing costs, traffic congestion, and longer commutes for workers. We urge you to focus your respective organizations on addressing this critical housing shortage and on finding ways to remove impediments to new housing starts instead of adding them.

Sincerely,



Jim Wunderman  
Bay Area Council



John Coleman  
Bay Planning Coalition



Paul Campos  
BIA Bay Area



Kristin Connelly  
East Bay Leadership Council



Gregory McConnell  
Jobs & Housing Coalition



Cynthia Murray  
North Bay Leadership Council



Rosanne Foust  
SAMCEDA

Cc: Ken Kirkey, Planning Director, Metropolitan Transportation Commission  
Miriam Chion, Planning and Research Director, Association of Bay Area Governments



Plan  
BayArea  
2040

# REVISED STAFF RECOMMENDATION FOR GOALS & TARGETS



Image Source: <https://www.flickr.com/photos/parksgd/5788858929>

**Policy Advisory Council**  
September 9, 2015

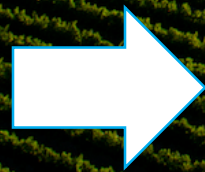


# Plan BayArea 2040

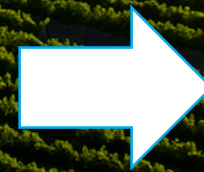
**Goals and performance targets form the foundation of the planning process.**



**2015**  
**Goals & Targets**  
Project Evaluation



**2016**  
Scenario Evaluation  
Tradeoff Discussions



**2017**  
EIR Process  
Plan Approval



# Plan BayArea 2040

Concerns about displacement were elevated as a high-priority issue for Plan Bay Area 2040.



## Target revisions made in response to feedback:

Anti-displacement language restored in housing production target

Affordable housing target expanded to Transit Priority Areas & high-opportunity areas

Consideration of a third target related to Equitable Access (*placeholder for future target related to displacement*)



# Plan BayArea 2040

In addition to displacement, staff heard concerns from stakeholders that congestion is not being adequately captured.

**Goal:**  
Economic  
Vitality

**Issue Area:**  
Congestion  
Reduction &  
Access to Jobs

**Proposed Target:**  
Increase by **20%** the share of jobs accessible  
within 30 minutes by auto or within 45  
minutes by transit in congested conditions

## Why is this target recommended?

Best captures why we want to  
reduce congestion (to provide  
access to destinations)

Has a direct nexus with  
increased economic  
opportunity and growth

Allows for multimodal solutions  
to the challenge of regional  
traffic congestion

# Revised Staff Recommendation: Goals & Performance Targets

Plan  
Bay Area  
2040



## CLIMATE PROTECTION

1

Reduce per-capita CO<sub>2</sub> emissions from cars and light-duty trucks by **15%\*\***



## ADEQUATE HOUSING

2

*ABAG Proposal:* House **100%** of the region's projected growth by income level without displacing current low-income residents **using a Regional Housing Control Total with no increase in in-commuters over the Plan baseline year**

– or –

*MTC Proposal:* House **100%** of the region's projected growth by income level **without displacing current low-income residents and** with no increase in in-commuters over the Plan baseline year

Text marked in blue indicates that the target was revised since the July draft staff recommendation.

Text marked in green indicates that the target will be developed later in the process pending further discussion with stakeholders.

Text marked with \*\* indicates that the target was rolled over from Plan Bay Area.

# Revised Staff Recommendation: Goals & Performance Targets



HEALTHY & SAFE  
COMMUNITIES

3

Reduce adverse health impacts associated with air quality, road safety, and physical inactivity by **10%**



OPEN SPACE AND  
AGRICULTURAL  
PRESERVATION

4

Direct **all** non-agricultural development within the urban footprint (existing urban development and UGBs)\*\*



EQUITABLE ACCESS

5

Decrease the share of lower-income residents' household income consumed by transportation and housing by **10%\*\***

6

Increase the share of affordable housing in PDAs, **TPAs, or high-opportunity areas** by **15%**

7

*[placeholder for future performance target related to displacement risk]*

Text marked in blue indicates that the target was revised since the July draft staff recommendation.

Text marked in green indicates that the target will be developed later in the process pending further discussion with stakeholders.

Text marked with \*\* indicates that the target was rolled over from Plan Bay Area.



# Revised Staff Recommendation: Goals & Performance Targets

Plan  
Bay Area  
2040



## ECONOMIC VITALITY

**8** Increase **by 20%** the share of jobs accessible within 30 minutes by auto or within 45 minutes by transit in congested conditions



## TRANSPORTATION SYSTEM EFFECTIVENESS

**9** Increase non-auto mode share by **10%\*\***

**10** Reduce vehicle operating and maintenance costs due to pavement conditions by **100%**

**11** Reduce per-rider transit delay due to aged infrastructure by **100%**

**Text marked in blue** indicates that the target was revised since the July draft staff recommendation.

**Text marked in green** indicates that the target will be developed later in the process pending further discussion with stakeholders.

**Text marked with \*\*** indicates that the target was rolled over from Plan Bay Area.



## Goals & Targets

*September 1:*  
RAWG **(information)**

*September 9:*  
Policy Advisory Council **(information)**

*September 11:*  
MTC Planning/ABAG Admin **(action)**

*September 17:*  
ABAG Executive Board **(final approval)**

*September 23:*  
MTC Commission **(final approval)**

*Late Fall:* Target #7 (Displacement)  
**Discussion & approval of target #7**

## Project Performance

*Fall:* Conduct evaluation  
*Winter:* Release performance results  
*Spring:* Identify high- & low-performers

## Scenario Development

*Fall:* Define scenarios  
*Winter:* Release performance results  
*Spring:* Develop preferred scenario

## Identify Preferred Scenario

*June 2016*





# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

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**File #:** 15-0825      **Version:** 1      **Name:**  
**Type:** Report      **Status:** Informational  
**File created:** 8/14/2015      **In control:** Policy Advisory Council  
**On agenda:** 9/9/2015      **Final action:**  
**Title:** Understanding Displacement in the Bay Area - Definition, Measures and Potential Policy Approaches (40 minutes)

Staff presentation on recent trends in the Bay Area, a working definition, potential methods to measure risk, and existing policy tools for discussion.

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [7 Understanding Displacement in the Bay Area – Definition and Measures - revised.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Understanding Displacement in the Bay Area - Definition, Measures and Potential Policy Approaches (40 minutes)

*Staff presentation on recent trends in the Bay Area, a working definition, potential methods to measure risk, and existing policy tools for discussion.*

**Presenter:**

Ken Kirkey, MTC staff and Vikrant Sood, MTC staff

**Recommended Action:**

Information and Discussion



METROPOLITAN  
TRANSPORTATION  
COMMISSION

Agenda Item 7  
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## *Memorandum*

TO: Policy Advisory Council

Dated: September 4, 2015

FR: Dave Vautin, MTC

RE: Understanding Displacement in the Bay Area – Definition, Measures and  
Potential Policy Approaches

In July, the MTC Planning and ABAG Administrative Committees discussed displacement in the context of Plan Bay Area 2040's draft goals and performance targets. The Committees directed staff to provide additional information on displacement including, a definition, potential causes, and policy interventions.

These topics are described in this memo, and conclude with staff recommendations on potential options on how to incorporate this policy issue into Plan Bay Area 2040 for further consideration. Information for this memo draws on research conducted by the University of California Berkeley's Center for Community Innovation for the Regional Early Warning System for Displacement (REWS) study<sup>1</sup>. For additional context on displacement, see *Addressing Displacement in the Bay Area, 2015, ABAG*, at <http://abag.ca.gov/planning/housing>.

### **A. Definition of Displacement and Potential Causes**

Displacement is a serious concern across the Bay Area, not just in the urban core. In both urban and suburban communities, displacement may be defined at multiple scales including, at a household, neighborhood and regional level.

At the household level, *displacement occurs when a household is forced to move from its place of residence due to conditions in the housing market that are beyond its ability to control, including, no-fault evictions, rapid rent increase, and relocation due to repairs or demolition, among others*<sup>2</sup>.

At a neighborhood level, *displacement is assumed to occur in a census tract if it experiences a net loss in the number of low-income households due to conditions in the housing market when, over the same time period, the region overall gained low-income households*<sup>3</sup>.

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<sup>1</sup> See: [http://iurd.berkeley.edu/uploads/CCI\\_Final\\_Report\\_07\\_23\\_15.pdf](http://iurd.berkeley.edu/uploads/CCI_Final_Report_07_23_15.pdf). The Regional Early Warning System for Displacement (REWS) study was funded in part by the Bay Area Regional Prosperity Plan and California Air Resources Board

<sup>2</sup> Adapted from the definition proposed by REWS and by Grier and Grier, 1978, and Marcuse, 1986

<sup>3</sup> Wei and Knox, 2014, and Landis, 2015, found that neighborhood composition in the United States is considerably stable over time. The loss of low-income households can therefore be considered as a proxy for displacement

At a regional level, *displacement may be assumed to occur when a household is forced to move to a place of residence outside the region due to conditions in the housing market that are beyond its ability to control.*

All three definitions are relevant to Plan Bay Area 2040. The household level definition is perhaps most useful in defining the issue to a broader audience that comprises multiple stakeholders and sectors and depicts displacement as it is experienced by households or families that may have resided in a given location for a long period of time. The neighborhood and regional level definitions are more measurable and are therefore more useful in tracking trends, and evaluating progress in achieving goals related to displacement over time. The phenomenon of regional displacement is at the crux of the so-called “in-commute” issue that has occupied so much airtime during your committee meetings.

The definitions provided above refer only to the displacement of *renters*. However, *owners* may also experience displacement due to a range of conditions including an economic downturn or predatory lending practices. In summary, rental displacement may be caused by a number of factors including but not limited to:

- Economic conditions such as rent increases as a result of a growing jobs market, loss of employment as a result of a shrinking jobs market, etc.; or
- Physical constraints such as lack of adequate affordable housing (below 120% of median income), long-term neighborhood disinvestment leading to poor access to amenities, etc.; or
- Some combination of both.

In the Bay Area, high displacement pressures are primarily caused by *a combination of robust economic growth and lack of sufficient affordable housing* for low- and moderate-income households. Other large metropolitan regions in the nation with a strong jobs market have also experienced similar pressures but not nearly at the scale and severity as in the Bay Area.

Recent research finds that existing communities, including low-income households and communities of color, are likely to benefit from investment around new transit stations if the adjacent development improves mobility, supports neighborhood revitalization, lowers transportation costs, and provides other spill-over amenities<sup>4</sup>. Research also shows that revitalization in low-income communities may provide broader socio-economic benefits including improved social mobility for low-income children<sup>5</sup>.

However, *disadvantaged communities may fail to benefit* from these improvements if gentrification leads to displacement of low-income or minority residents, or if new development does not provide more housing choices and improved job opportunities to existing lower-income or minority residents<sup>6</sup>.

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<sup>4</sup> Robert Cervero, 2004, Transit-Oriented Development in the United States: Experiences Challenges and Prospects

<sup>5</sup> The Effects of Exposure to Better Neighborhoods on Children: New Evidence from the Moving to Opportunity Experiment, Raj Chetty, Nathaniel Hendren, and Lawrence F. Katz, Harvard University and NBER, May 2015

<sup>6</sup> Stephanie Pollack, Barry Bluestone and Chase Billingham, 2010, Maintaining Diversity in America’s Transit-Rich Neighborhoods: Tools for Equitable Neighborhood Change; Karen Chapple, 2009, University of California, Berkeley

## B. Measuring Displacement

A direct measurement of displacement would require a case by case, ongoing and subjective assessment of the true causes that led to a household moving from its place of residence. The assessment would have to determine whether the household moved by choice or due to conditions beyond its control.

No such assessment has been conducted at a local or regional level. Further, currently available data and analysis tools cannot measure actual displacement<sup>7</sup>. But the **“risk of displacement” can be measured and modeled** into the future using available data and tools, based on the criteria outlined in Table 1 below.

Adopting effective anti-displacement policies at the local level may significantly reduce this risk. Regional programs can complement and support local policies but cannot replace the need for local action. Yet effectiveness of anti-displacement policies at the local or regional scale cannot be measured or forecasted.

*Table 1. Risk of Displacement Criteria*

<i>Census Tract Level Criteria</i> <sup>8</sup>	<i>Rationale</i>
Lower-income households (below 120% AMI) in baseline year of PBA 2040	Lower-income households are more likely to be housing cost burdened in the Bay Area and due to a lack of sufficient affordable housing are vulnerable to rapid rent increases.
Concentration of new residential development <sup>9</sup>	Lower-income households in areas with higher-than-average new development will be at a higher risk of displacement.
<i>OR</i> Proximity to regional job centers (ratio of jobs to households) <sup>10</sup>	Neighborhoods in proximity, or with a direct access to jobs increases property value, especially in a growing economy.
<i>OR</i> Planned or existing high-quality transit (as defined in PBA 2040) <sup>11</sup>	Quality transportation infrastructure attracts new investment to a neighborhood by improving access to jobs and amenities (resulting in higher real estate values and therefore pressure on existing residents).

<sup>7</sup> Subject to availability of data and analysis tools, housing cost appreciation may be incorporated into estimates of displacement risk in future years. This analysis may be possible through UrbanSim, the region’s land use model.

<sup>8</sup> Thresholds of concentration for each criteria are defined as a sum of the regional mean and ½ standard deviation from that mean. This methodology is derived from the 2013 Plan Bay Area Equity Analysis. The criteria is based on empirical work. Both the criteria and thresholds may be updated based on additional data on displacement trends

<sup>9</sup> REWS regression analysis results, p value < 0.1

<sup>10</sup> REWS regression analysis results, p value < 0.2

<sup>11</sup> REWS regression analysis results, p value < 0.1

### **C. Relevance to Plan Bay Area and Regional Programs**

Plan Bay Area provides a blueprint for future regional growth and transportation investments. Since implementation is still largely the responsibility of local governments, the Plan includes programs that assist local governments in achieving regional goals. These programs include One Bay Area Grants (OBAG), which provides funding for planning and transportation improvements within Priority Development Areas (PDAs). MTC also has funded dozens of transit station area planning grants to help prepare PDAs for development.

UC Berkeley's REWS study found that in 2013:

- Of the 515,685<sup>12</sup> low-income renter households in Bay Area, 353,850 (69%) lived within PDAs<sup>13</sup>;
- 69% of the 353,850 low-income renter households that lived within PDAs were at risk of displacement<sup>14</sup>;
- By comparison, only 41% of the remaining 161,853 low-income renter households that lived outside the PDAs were at risk of displacement; and
- In total, 60% or 311,476 low-income renter households in the region are at risk of displacement due to current conditions in the housing market.

As noted in section B of this memo, adopting anti-displacement policies at the local level, and implementing regional programs that complement them, can mitigate the risk of displacement across the region, including within PDAs.

### **D. Potential Policy Approaches**

Results from the REWS study indicate that there is an inherent tension between the Plan's emphasis on focused growth within PDAs and patterns of displacement risk in the region. The Plan partially addresses displacement risk to low-income households by increasing resources for affordable housing and non-automobile transportation access in low-income neighborhoods, and supporting economic opportunities across the region that benefit existing residents.

But these regional programs can address only part of the issue. Local jurisdictions and the region at large must therefore work together to develop strategies to address displacement risk at the neighborhood level, and advocate for stronger policy changes at the state and federal level. See Attachment 1 for a list of existing policy tools adopted by local jurisdictions in the Bay Area. More assessment is needed to evaluate the feasibility of any one or more local policy or program that can have a regional level impact. Regardless, local efforts could consider the following:

- Production and preservation of deed-restricted or market-rate affordable housing for low- and moderate-income households in PDAs, transit-priority areas (TPAs) and high-opportunity areas (for example, by identifying dedicated sources of adequate funding);

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<sup>12</sup> Households earning less than 80% of the county median income

<sup>13</sup> Based on analysis of census tracts that intersect with PDA boundaries

<sup>14</sup> Includes areas that have already undergone displacement, but are at risk of losing more low income households

- Tenant protections such as counselling services for both tenants and landlords (similar to the Rent Stabilization Board in the City of Berkeley), stronger just-cause eviction requirements and rent stabilization;
- Addressing land speculation and wild swings in housing costs that impacts neighborhood stability (for example, by carefully considering the amount of up-zoning of an area at any one time); and
- Balancing revenue-generation with fulfilling community needs (for example, by allocating under-utilized publicly-owned lands for affordable housing).

### **E. Staff Recommendation for Plan Bay Area 2040 for Further Consideration**

Given the strong interest in reflecting concerns about displacement in the Plan performance targets, staff is recommending several revisions to the targets as discussed in item 5b. Further, staff is proposing to add a third performance target under Equitable Access that will be focused on the issue of displacement. Members of the Regional Advisory Working Group (RAWG) reviewed an initial proposal for this target on September 1. Recognizing that this target is new and was not among the draft targets reviewed by the MTC Planning and ABAG Administrative Committees in July, staff is recommending that this target be approved in November to allow more time to develop the most appropriate target and to seek your feedback as well as other stakeholders on the initial proposal provided to RAWG as well as two other alternatives:

- Reduce the share of households at risk of displacement to 0% (initial proposal discussed with RAWG on September 1st);
- Reduce the share of households at risk of displacement to 30% (halving the total at risk); or
- Reduce the share of households at risk of displacement in Priority Development Areas by 30% (to the same “baseline” level as non-PDA areas).

Given the complexity of the displacement issue, staff believes it is appropriate to discuss a range of alternatives, including one that focuses on PDAs given that local and regional plans may inadvertently be increasing displacement pressure in PDAs. In combination with the proposed target #6 – that increases the share of affordable housing in PDAs, TPAs, or high-opportunity areas by 15% – Plan Bay Area 2040 would provide a more comprehensive assessment of housing affordability for low-income households.

In addition to reflecting concerns about displacement in the Plan performance targets, regional agencies may also consider enhancing existing initiatives or instituting new programs when considering the Plan investment strategy. New initiatives would not necessarily be led by regional agencies, and their success would therefore depend on leadership from other regional stakeholders and organizations (see Attachment 2 for recommendations related to the Regional Prosperity Plan that were presented at the July Joint Committee meeting). These existing or potential initiatives may include, but are not limited to:

- Making One Bay Area Grant (OBAG) funding partially contingent (among other requirements) on adoption of local policy interventions, in areas where there is a high risk of displacement, as well as directing OBAG technical assistance to those areas;

- Expanding the Transit-Oriented Affordable Housing (TOAH) program, or directing a greater share of TOAH funding to areas where there is a risk of displacement; and
- Rail Corridor - Underutilized Public Lands Study, which will identify parcels for potential affordable housing development.
- Regional commercial linkage fee and a revenue-sharing mechanism to fund affordable housing production, with potentially a dedicated funding program for moderate-income (80% to 140% median household income).
- Strong policy platform to advocate for support at the state and federal level (next annual legislative program to be adopted in December 2015).

Staff looks forward to your input and direction as we further develop the performance target #7, focused on displacement risk, for adoption in November.

*Attachments:*

1. Existing Local and Regional Policy Tools to Address Displacement Risk
2. July 2, 2015 Joint MTC Planning and ABAG Administrative Committee Memo on Potential Initiatives and Role for MTC / ABAG to Implement Regional Prosperity Plan

## Protecting Existing Assets: Local and Regional Tools to Address Displacement

Existing research is inconclusive on which local policies are most effective in reducing displacement risk, or to what extent. But there is general consensus among researchers and community organizations that local policies are the most effective policy tools to mitigate displacement risks in low-income communities. Table A below lists the most commonly adopted anti-displacement and affordable housing production policies among Bay Area jurisdictions<sup>1</sup>.

*Table A. Common Policies Adopted by Bay Area Jurisdictions*

<i>Anti-Displacement and Affordable Housing Policies</i>	<i>Share of Jurisdictions</i>
Inclusionary Zoning / Below Market Rate Program	71%
Condominium Conversion Ordinance	67%
In-Lieu Fees to Fund Affordable Housing	58%
Reduced Fees or Waiver for Affordable Housing	56%
Home-Owner Repair or Rehabilitation Ordinance	48%
Locally Funded Homebuyer Assistance Program	43%
Housing Development Impact Fees	32%
Home Sharing Program	32%
Commercial Linkage Fee	25%
Housing Development Impact Fee	22%
Single-Room Occupancy Preservation Ordinance	22%
Enhanced Density Bonus	16%
General Fund Allocation including “Boomerang” Funds	14%
Rent Stabilization or Control	7%
Just Cause Eviction Ordinance	6%

In addition to local policies, regional agencies may consider additional policies and initiatives to limit or reduce the share of low-income residents at risk of displacement. But regional programs can at best complement local policies, not replace them. Existing tools that are available to regional agencies are listed in Table B below.

*Table B. Existing Regional Programs with Potential to Address Displacement Risk*

<i>Initiative</i>	<i>Potential Modifications</i>
Transit-Oriented Affordable Housing	Expand and create preservation program category
One Bay Area Grants	Add criteria for housing policies to eligibility; add targeted technical assistance program
Regional Housing Needs Allocation	Advocate for full credit for preservation projects
PDA Planning & Technical Assistance	Provide support for Affordable Housing production and other displacement measures.

<sup>1</sup> Bay Area Housing Policy Database v.1.0, ABAG, January 2015



DRAFT



TO: Regional Advisory Working Group  
FR: Ken Kirkey, MTC staff; Miriam Chion, ABAG staff and Vikrant Sood, MTC staff  
RE: Potential Initiatives and Role for MTC / ABAG to Implement Regional Prosperity Plan

## Background

The Regional Prosperity Plan was completed in June 2015 following a 3-year process to address the following three challenges: production and preservation of affordable housing near transit and jobs; neighborhood stabilization in communities at risk of displacement; and expanding economic opportunities for lower-wage workers.

A Steering Committee, formed to oversee project implementation, published an Action Plan in June 2015 that identifies 20 strategies and 76 actions to implement program recommendations. Of this total, only a small subset is directly relevant to the areas of jurisdiction of MTC and ABAG. Some actions in this subset are already underway through existing activities. These activities may be modified or expanded as needed and appropriate to incorporate additional findings from the Prosperity Plan. Staff will present these existing and potential new activities identified in the Action Plan at a Joint Committee meeting in fall 2015 for further review and discussion.

## Potential Initiatives to Implement Regional Prosperity Plan

This memo proposes three bold new initiatives that MTC or ABAG could take to respond to *multiple strategies and actions* listed in the Action Plan. Implementing these initiatives will require coordinated effort and strong collaboration among regional and local leaders and stakeholders over the long-term. These initiatives, if implemented, may address critical challenges facing the Bay Area related to housing affordability and quality jobs.

### A. Funding for Affordable Housing (Local and Regional)

Support new sources of revenue to back-fill lost revenue from state and federal sources (such as elimination of tax-increment financing) while also expanding the overall amount of funds available for affordable housing production and preservation may include:

- A county-level or sub-regional **commercial linkage fee** on new office and commercial development (new office space for additional workers will increase demand for more housing). Fees collected by one jurisdiction may be transferred to a neighboring jurisdiction to build a portion of new units (which otherwise would not be built) through a regional or sub-regional **revenue- or cost-sharing mechanism**.
- Right-of-first-refusal for sale of *under-utilized* publicly-owned land for affordable housing, consistent with AB2135, which addresses publicly-owned *surplus land*.

## **B. Funding for Affordable Housing (State and Federal)**

Establish a region-wide, coordinated legislative platform – led by local policymakers – aimed at restoring and expanding state and federal funding for affordable housing, including:

- Adopting a new ***tax-increment financing mechanism*** to facilitate housing production in weaker markets (or further modifying Enhanced Infrastructure Financing Districts);
- Expanding and fully utilizing ***low-income housing tax credits*** (state and federal); and
- Expanding and prioritizing Affordable Housing and Sustainable Communities (***cap and trade funding***) for affordable housing production and preservation in Priority Development Areas.

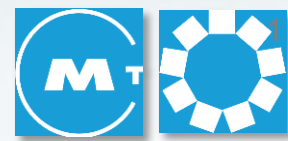
## **C. Investment in Industrial Lands and Goods Movement to Grow Middle-Wage Jobs**

Middle-wage job growth in key sectors such as advanced manufacturing, warehousing, logistics and goods movement – which already account for a large proportion of well-paying jobs in the region – may be supported by:

- Designating a regional ***Economic Development District (EDD)***, a federally recognized entity with access to federal grants from the U.S. Department of Commerce, to support implementation of sub-regional plans; and
- Defining potential ***Priority Industrial Areas (PIAs)***, based on sub-regional plans, along with an associated implementation program, in the next Plan Bay Area update.

## **Next Steps**

Based on Joint Committee feedback, staff will update the list of potential initiatives and compile a list of existing and new activities from the Action Plan that are relevant to regional agencies. Staff will seek approval of specific strategies for MTC / ABAG action at a Joint Committee meeting of the MTC Planning and ABAG Administrative Committees in fall 2015.



# Plan BayArea 2040

## Understanding Displacement in the Bay Area

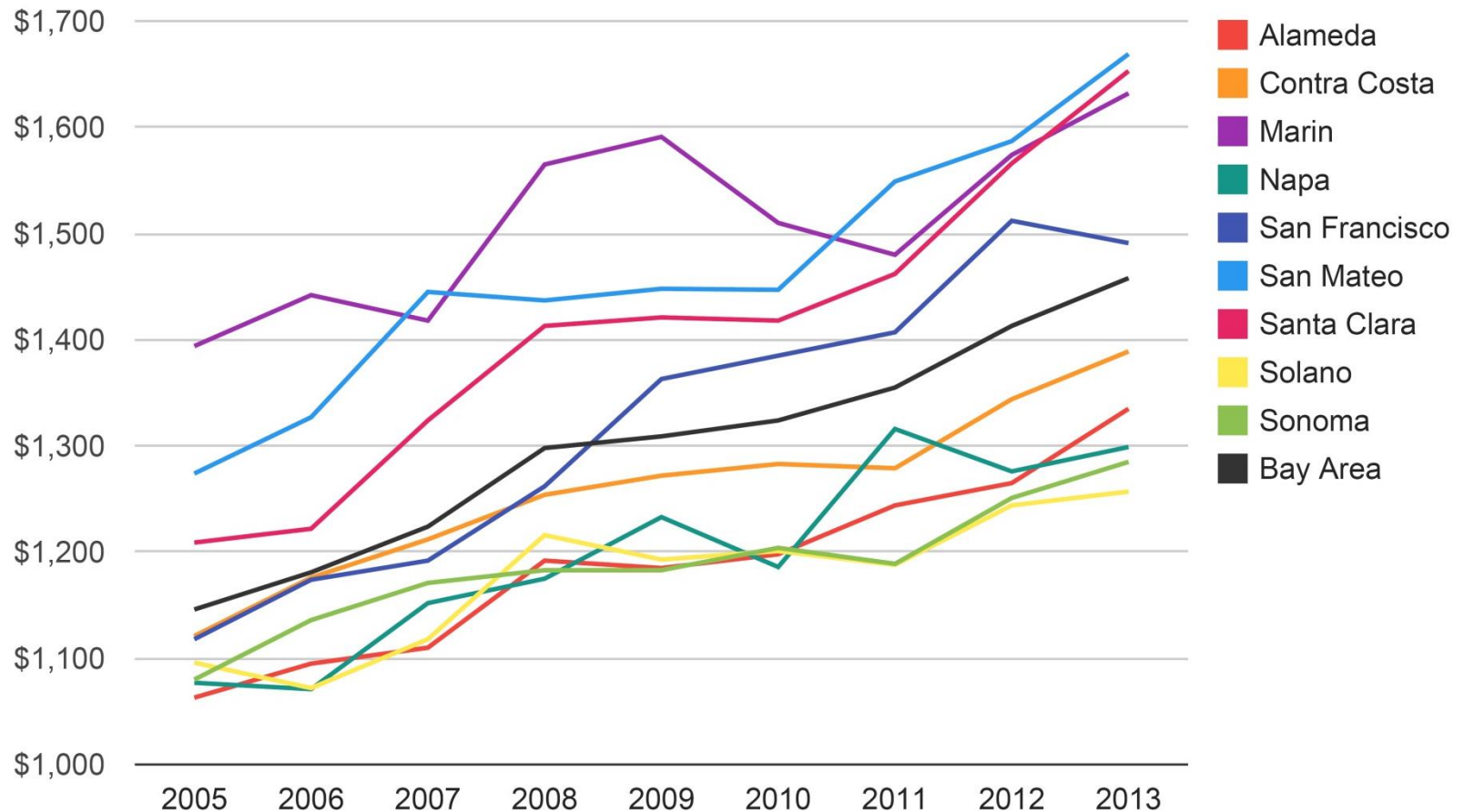
Context, Definition, Measures and Policy  
Approaches

**Policy Advisory Council**  
**September 9, 2015**

# Displacement Context

# Rising Housing Costs

Median Gross Monthly Rent (2005-2013)



Source: ABAG from US Bureau of the Census American Community Survey 1-year Estimates

# Declining Wages

Employment and Wage Change by Occupation Categories



Source: ABAG from California Employment Development Department Occupation and Wage data, adjusted for inflation using Bureau of Labor Statistics Consumer Price Index for All Urban Consumers (CPI-U) for San Francisco-Oakland-San Jose, CA



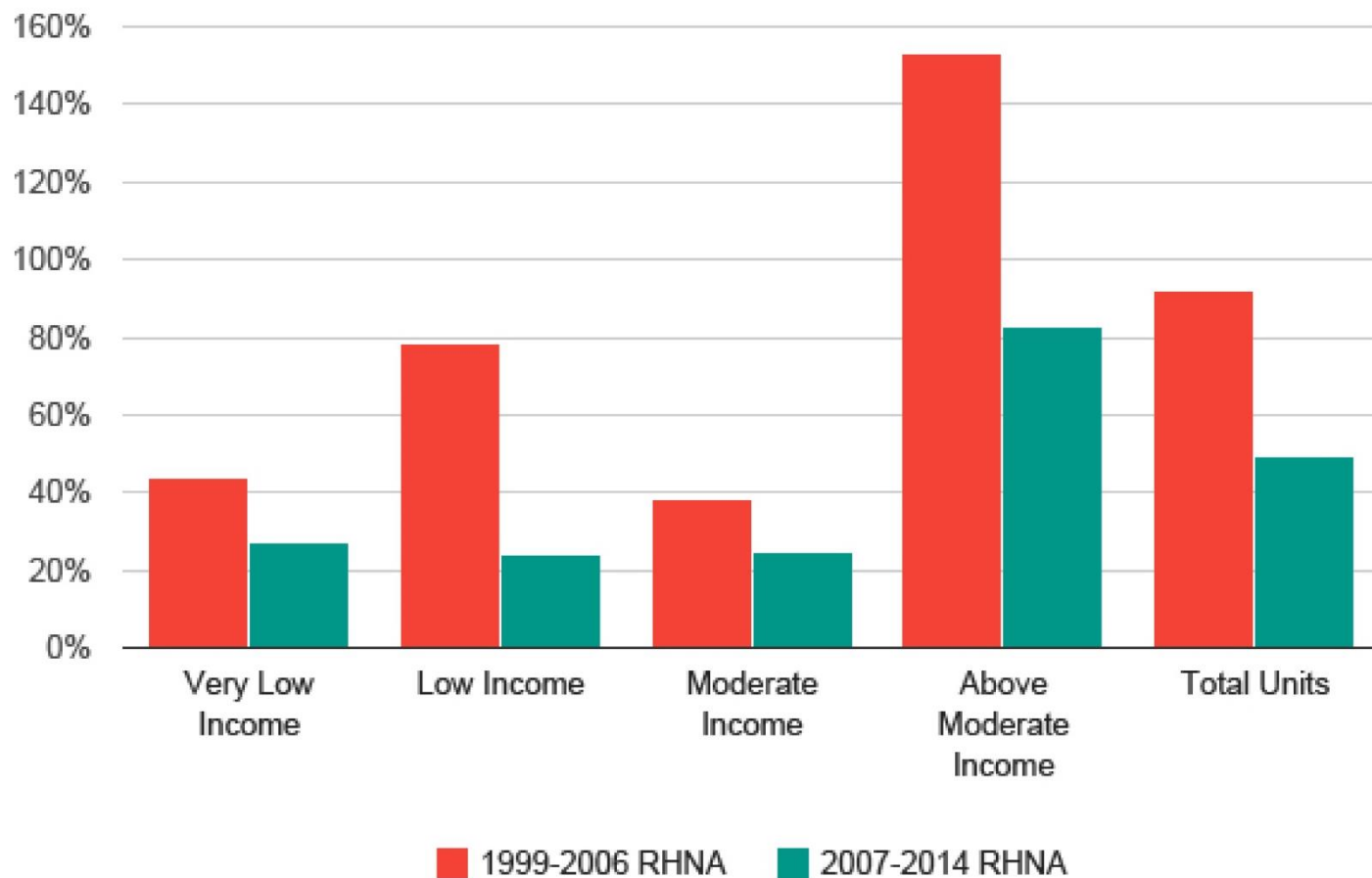
# Global Companies, Global Investment



Plan  
BayArea  
2040

# Housing Production Lagging

Percent of RHNA Permitted by Income in Nine-County Bay Area



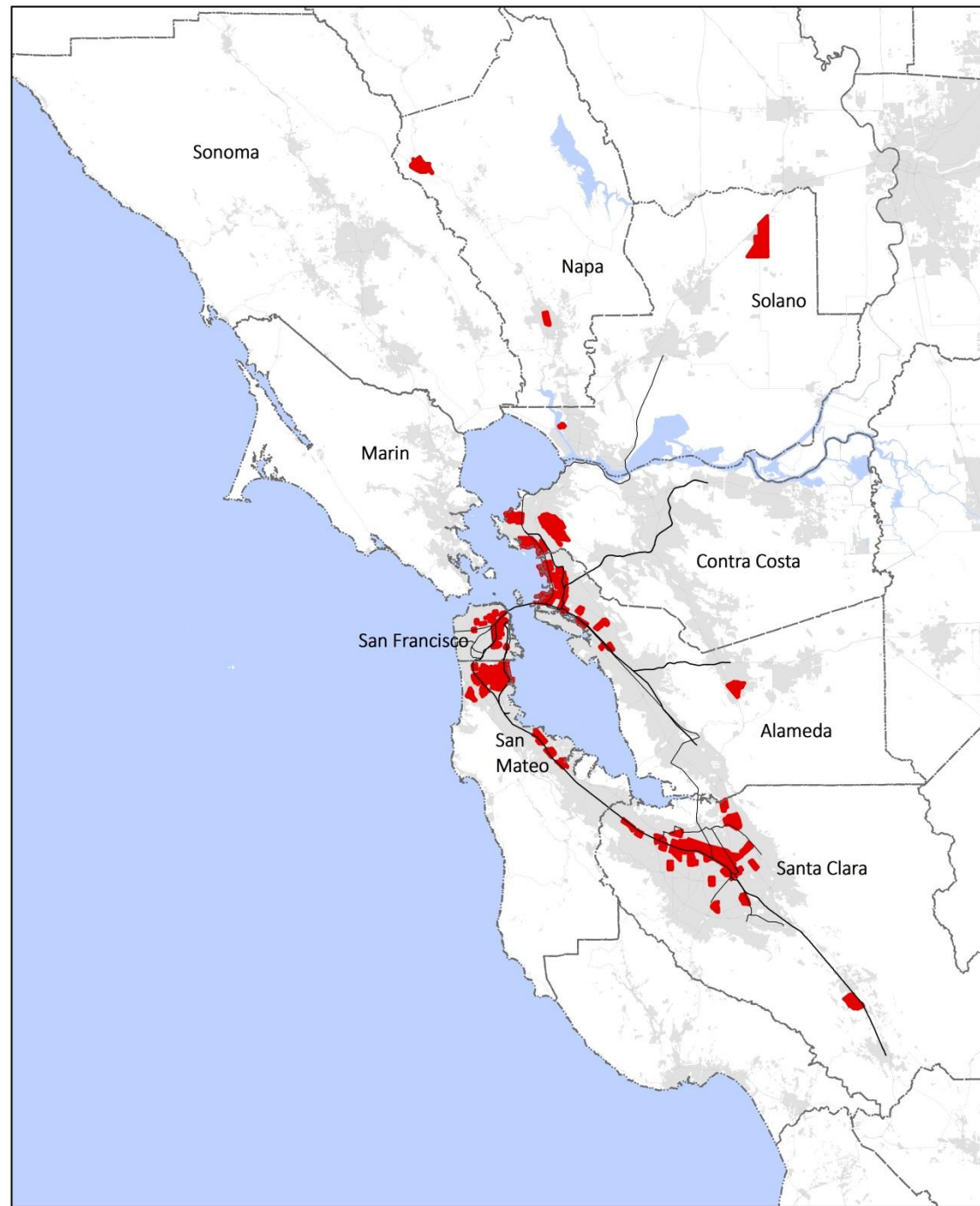
Source: ABAG survey of local jurisdictions

# Where is Displacement Happening? Who is Being Displaced?

# Advanced Gentrification



**Advanced  
Gentrification**



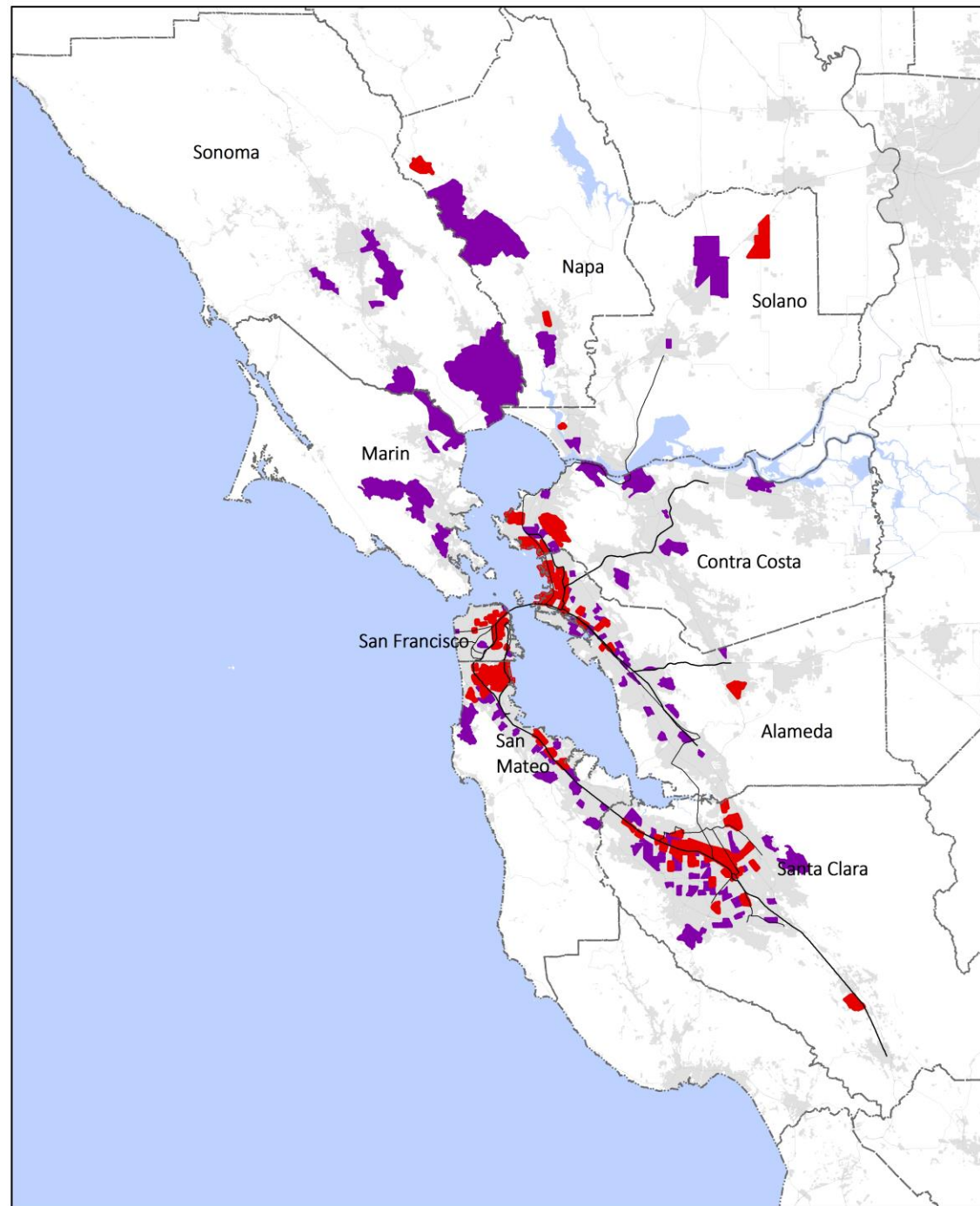
Plan  
BayArea  
2040

*Data Source:  
UC-Berkeley Center for  
Community Innovation  
(Map by ABAG)*

# Undergoing Displacement

 **Advanced Gentrification**

 **Displacement**





# Displacement Pressure

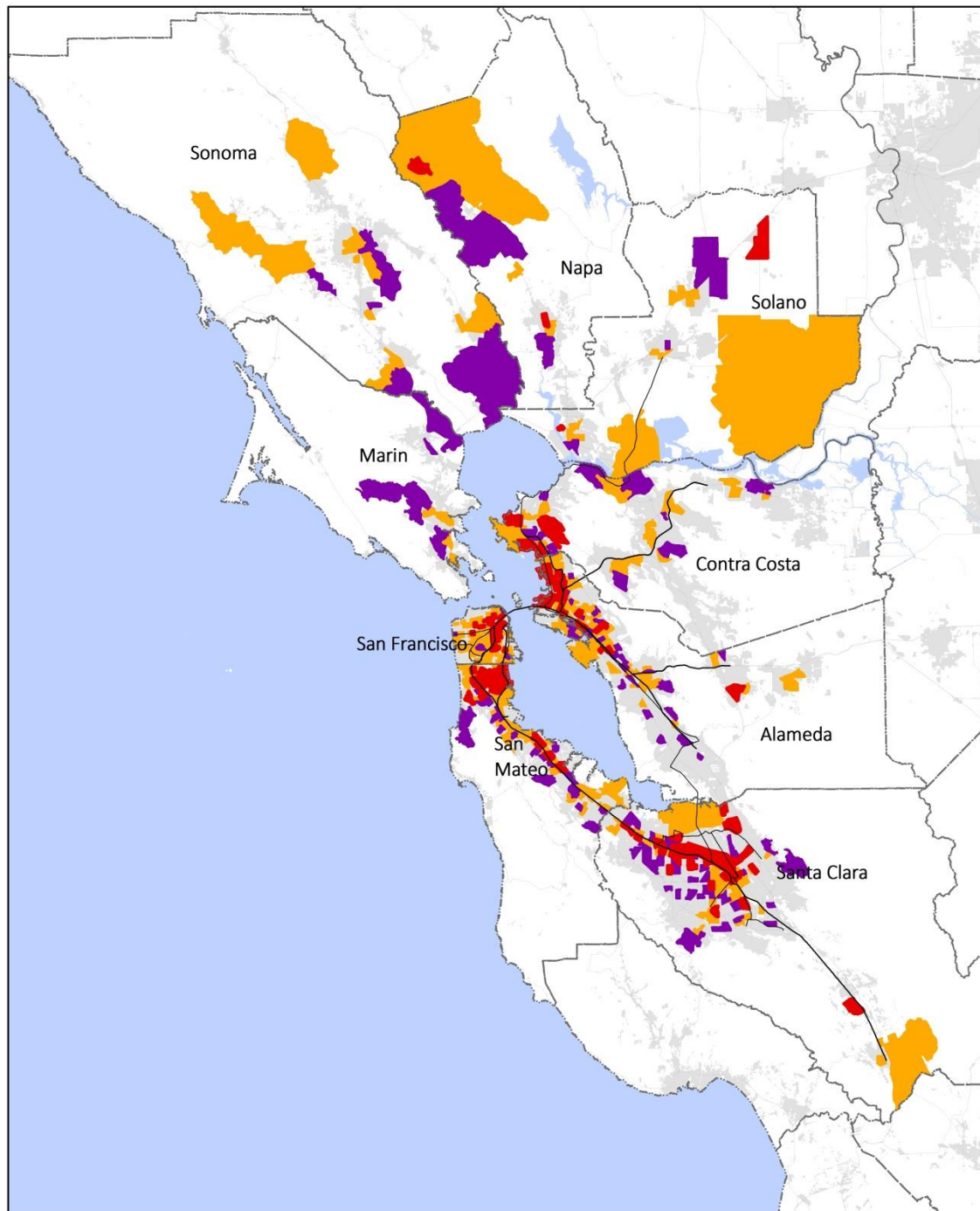
 **Advanced Gentrification**

 **Displacement**

 **Displacement pressure**

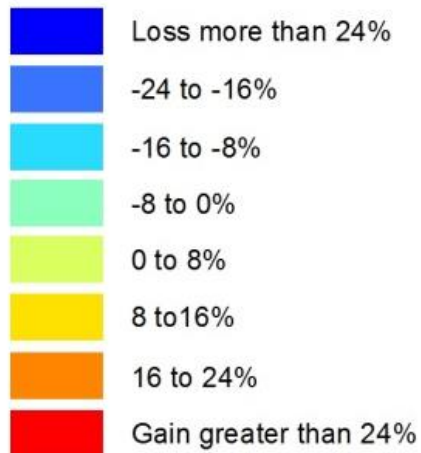
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*Data Source:  
UC-Berkeley Center for  
Community Innovation  
(Map by ABAG)*



# Latino Population

## 1990 to 2010 Percent Change in Hispanic



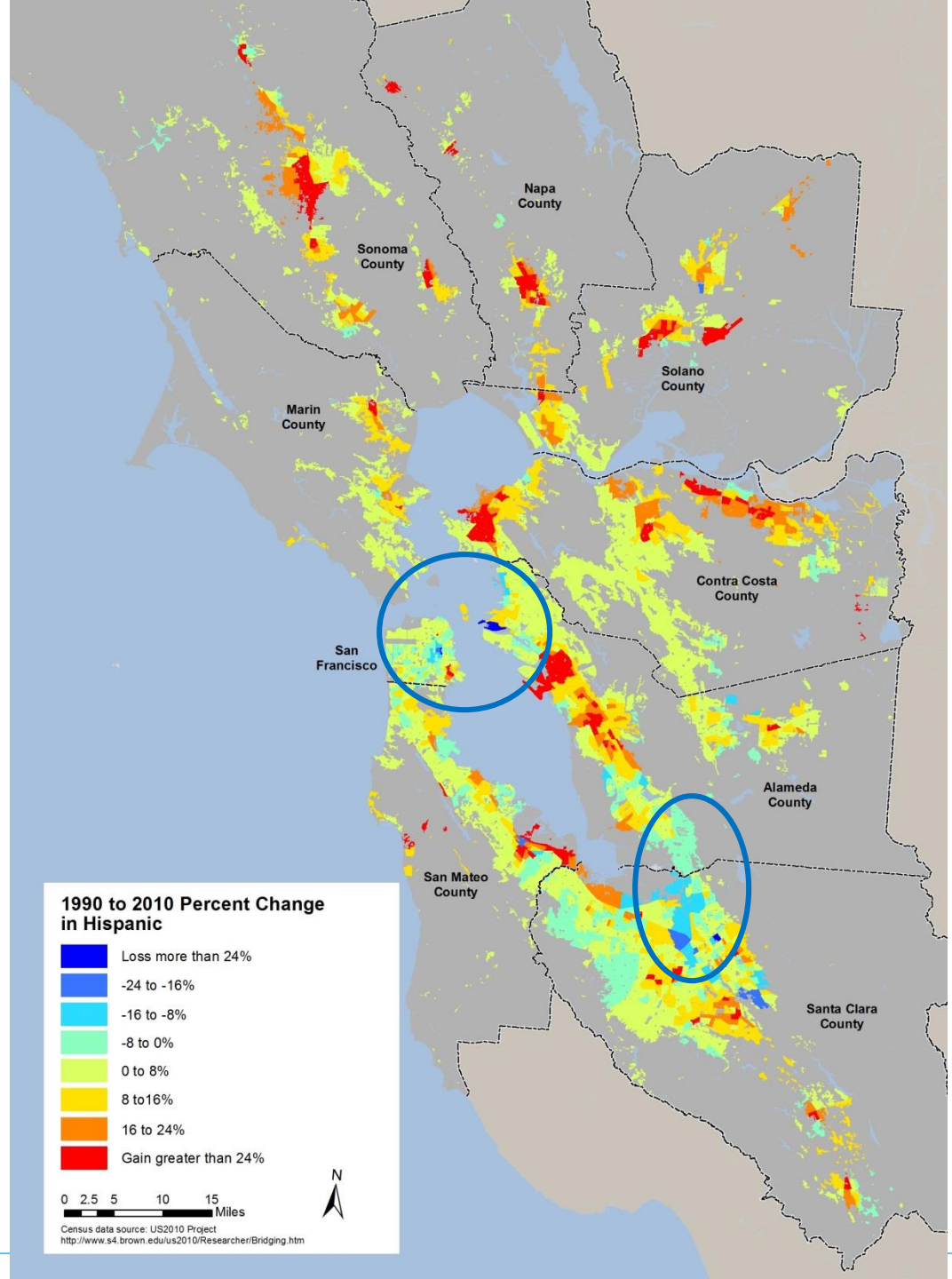
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Census data source: US2010 Project  
<http://www.s4.brown.edu/us2010/Researcher/Bridging.htm>

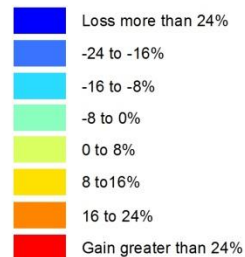


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2040

**Data Source:**  
**UC-Berkeley Center for  
 Community Innovation  
 (Map by ABAG)**



## 1990 to 2010 Percent Change in Hispanic



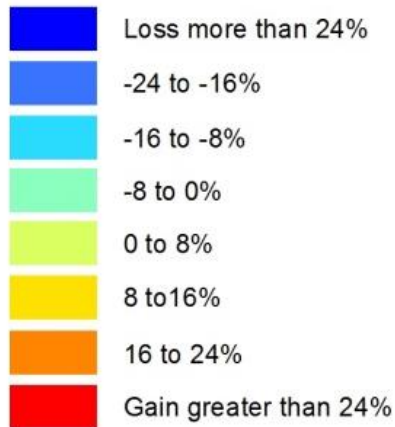
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Census data source: US2010 Project  
<http://www.s4.brown.edu/us2010/Researcher/Bridging.htm>



# Black/ African- American Population

1990 to 2010 Percent Change  
in Black Non-Hispanic



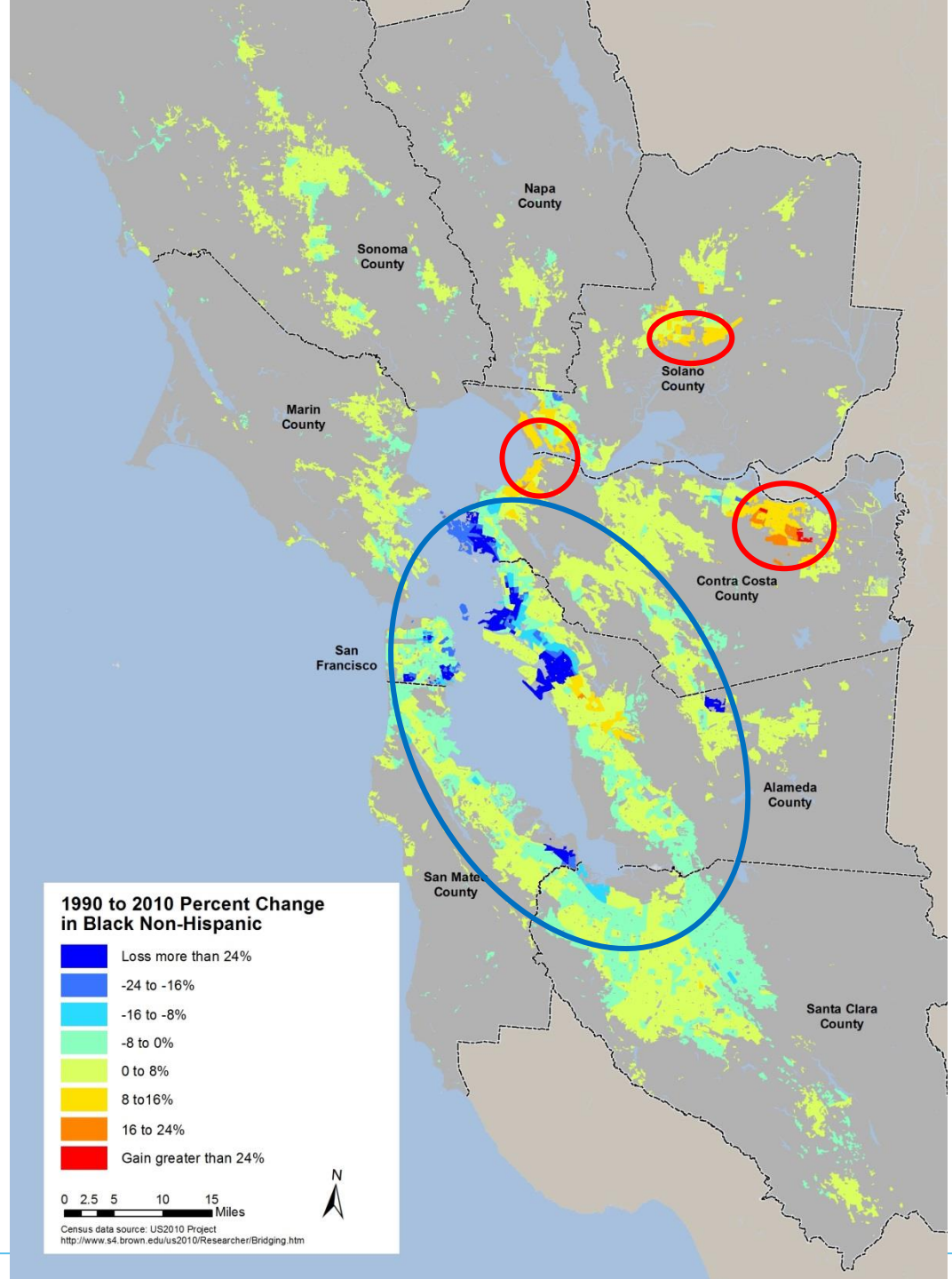
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Census data source: US2010 Project  
<http://www.s4.brown.edu/us2010/Researcher/Bridging.htm>



Plan  
BayArea  
2040

**Data Source:**  
**UC-Berkeley Center for  
Community Innovation**  
*(Map by ABAG)*



# Addressing Displacement Challenges



# Housing Production & Retention





# Community Stability



# Good Jobs





# Priority Development Areas



# Definition, Measures and Policy Approaches

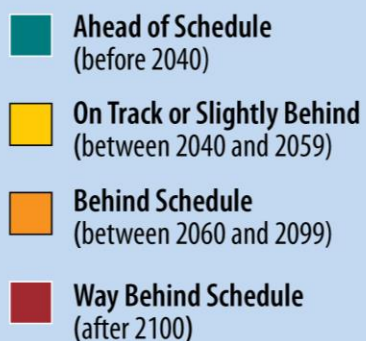


# Housing Production in the Bay Area

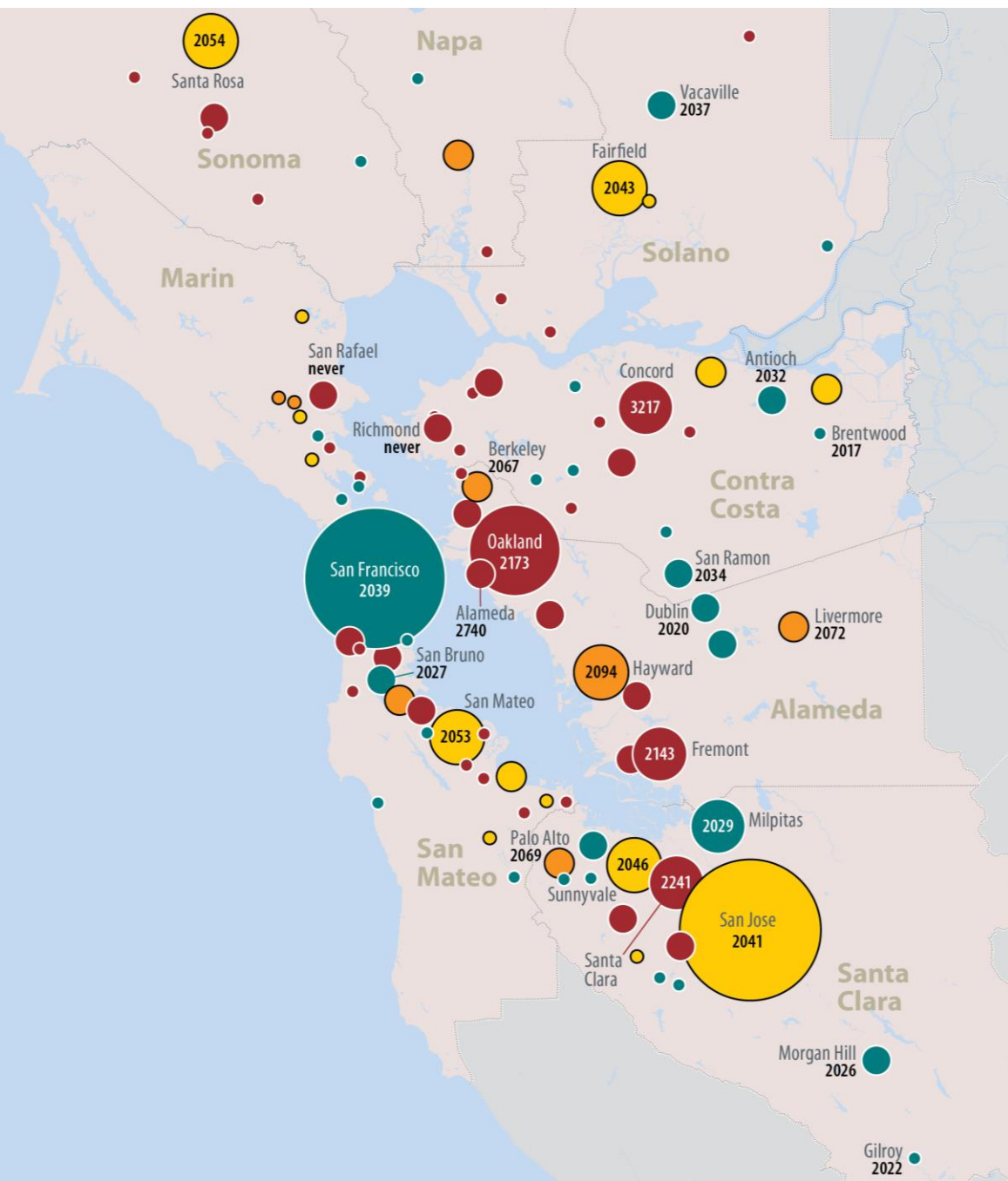
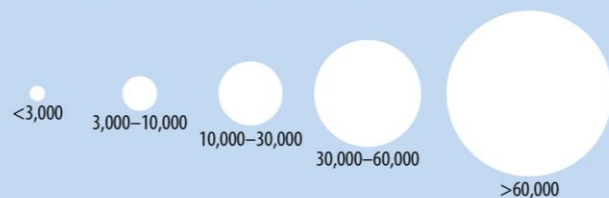
## Progress in meeting Regional Housing Needs Allocation (RHNA)

Units permitted between 2007 and 2014

	Housing Permitted								Jobs Added*
	Below Moderate Income (0%-80% AMI)		Moderate Income (80%-120% AMI)		Above Moderate Income (>120% AMI)		Total		
	Permits	% RHNA	Permits	% RHNA	Permits	% RHNA	Permits	% RHNA	
Alameda	4,794	27%	1,140	13%	13,681	75%	19,615	44%	(10,700)
Contra Costa	2,388	22%	3,654	73%	10,758	96%	16,800	62%	(14,700)
Marin	506	27%	219	22%	818	40%	1,543	32%	(200)
Napa	206	14%	268	38%	960	62%	1,434	39%	2,200
San Francisco	5,401	45%	1,234	18%	13,468	109%	20,103	64%	55,200
San Mateo	1,343	22%	746	25%	6,080	93%	8,169	52%	14,067
Santa Clara	6,490	28%	2,371	22%	35,962	139%	44,823	74%	43,800
Solano	717	14%	1,001	43%	3,141	56%	4,859	37%	(4,700)
Sonoma	1,541	29%	1,033	42%	3,065	53%	5,639	41%	(9,700)
Total	23,386	28%	11,666	28%	87,933	99%	122,985	57%	75,267



## Plan Bay Area Housing Production Forecast: 2010 to 2040

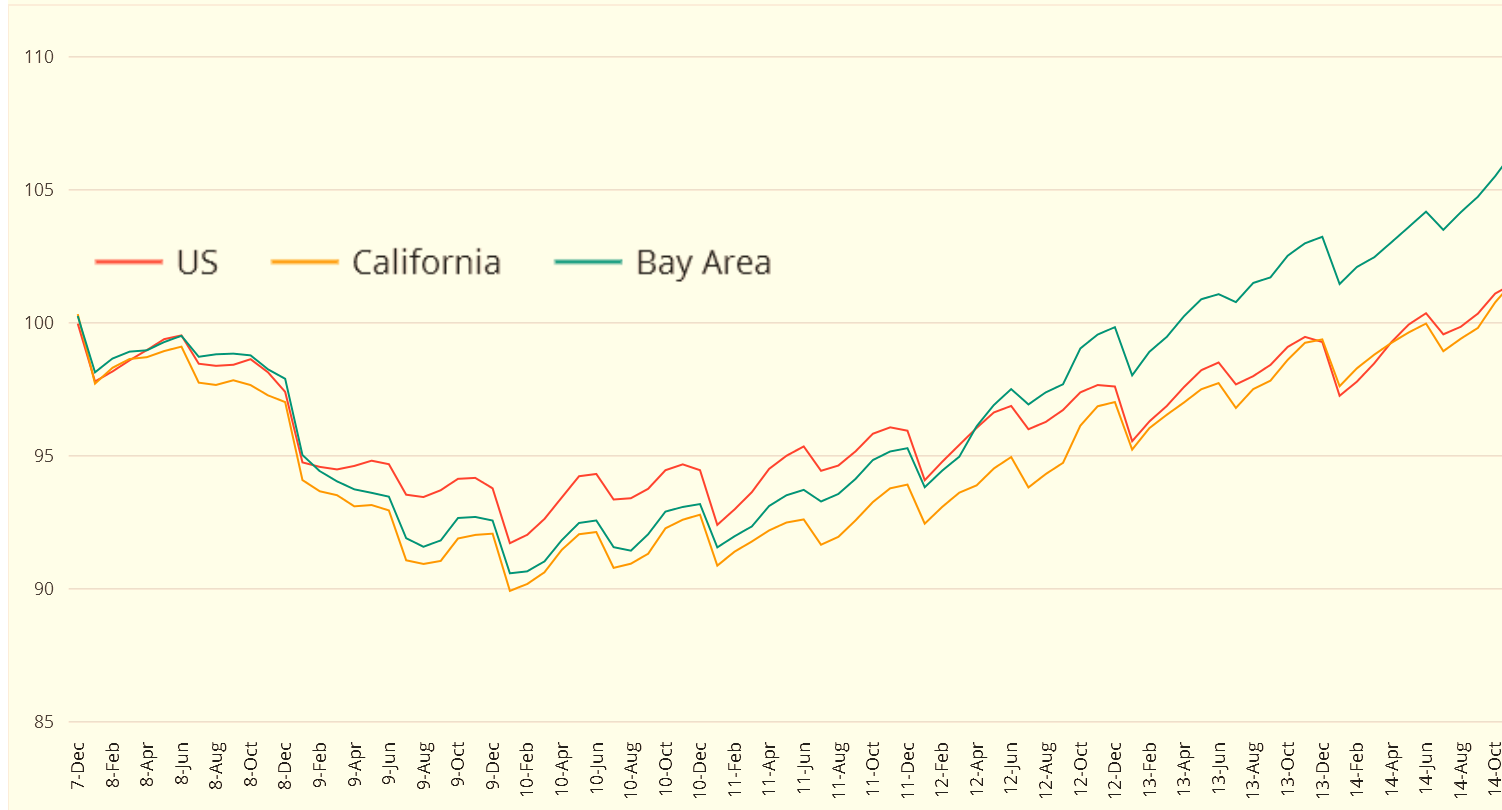


# Job Production in the Bay Area

## Total jobs created between 2007 and 2014

FIGURE 2.1

Job Levels Relative to 4th Quarter 2007 (Previous Peak)  
US, California, and Bay Area



# Definitions of Displacement

**At the household level** – displacement occurs when a household is forced to move from its place of residence due to conditions in the housing market that are beyond its ability to control, including, no-fault evictions, rapid rent increase, and relocation due to repairs or demolition, among others.

**At a neighborhood level** – displacement is assumed to occur in a census tract if it experiences a net loss in the number of low-income households due to conditions in the housing market even when, over the same time period, the region overall gained low-income households.

**At a regional level** – displacement may be assumed to occur when a household is forced to move to a place of residence outside the region due to conditions in the housing market that are beyond its ability to control.



# Measuring: Risk of Displacement

Census Tract Level Criteria	Rationale
Lower-income households (below 120% AMI)	Lower-income households are more likely to be housing cost burdened, and due to a lack of sufficient affordable housing more vulnerable to rapid rent increases.
Concentration of new residential development  OR Proximity to regional job centers  OR Planned or existing high-quality transit	<p>Lower-income households in areas with higher-than-average new development are at a higher risk of displacement.</p> <p>Neighborhoods in proximity, or with a direct access to jobs have higher property value, especially in a growing economy.</p> <p>Quality transportation infrastructure attracts new investment to a neighborhood by improving access to jobs and amenities.</p>

# Risk of Displacement in the Bay Area

	Low-Income Renter Households***	
	Total	At-Risk of Displacement*
Region-Wide	515,685	311,476 <b>(60%)</b>
Within PDAs**	353,850	245,302 <b>(69%)</b>
Outside PDAs	161,853	66,174 <b>(41%)</b>

\*\*\* Households earning less than 80% of the county median income

\*\* Based on analysis of census tracts that intersect with PDA boundaries

\* Includes areas that have already undergone displacement, but are at risk of losing more low income households

Source: Regional Early Warning System for Displacement (REWS) Study, 2015, UC Berkeley

# Local and Regional Policy Tools

Local Anti-Displacement and Affordable Housing Policies (top 4)	Share of Jurisdictions
Inclusionary Zoning / Below Market Rate Program	71%
Condominium Conversion Ordinance	67%
In-Lieu Fees to Fund Affordable Housing	58%
Reduced Fees or Waiver for Affordable Housing	56%

Regional Initiatives
Transit-Oriented Affordable Housing
One Bay Area Grants
Regional Housing Needs Allocation
PDA Planning & Technical Assistance

## Next Steps: Performance Target

### **Add a new Performance Target for displacement risk (adoption proposed in November)**

- Reduce the share of households at risk of displacement to 0% (initial proposal discussed with RAWG on September 1st);
- Reduce the share of households at risk of displacement to 30% (halving the total at risk); or
- Reduce the share of households at risk of displacement in Priority Development Areas by 30% (to the same level as non-PDA areas).



# Next Steps: Potential Plan Bay Area 2040 Initiatives

## Regional Investments

- Eligibility requirements for One Bay Area Grants (OBAG) in jurisdictions with high displacement risk;
- More resources for Transit-Oriented Affordable Housing (TOAH) with more emphasis on areas with high risk;
- Regional initiatives to raise new revenue for affordable housing to meet high need;
- A strong policy platform to advocate for support at the state and federal level; and
- Fund a robust technical assistance effort through the PDA and Community Based Transportation Plan (CBTP) programs to support local jurisdictions.



# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

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**File #:** 15-0827      **Version:** 1      **Name:**  
**Type:** Report      **Status:** Informational  
**File created:** 8/14/2015      **In control:** Policy Advisory Council  
**On agenda:** 9/9/2015      **Final action:**  
**Title:** Staff Liaison Report  
(5 minutes)  
Relevant MTC policy decisions and other activities.

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [8 Staff Liaison Report with Work Plan.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Staff Liaison Report  
(5 minutes)

*Relevant MTC policy decisions and other activities.*

**Presenter:**

Pam Grove,  
MTC Staff Liaison

**Recommended Action:**

Information



METROPOLITAN  
TRANSPORTATION  
COMMISSION

Agenda Item 8

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***Memorandum***

TO: Policy Advisory Council

DATE: Sept. 2, 2015

FR: Pam Grove, Staff Liaison

W.I. 1114

RE: Staff Liaison Report – September 2015

**State Assembly Select Committee on Improving Bay Area Transportation Systems**

MTC Executive Director Steve Heminger was one of the speakers at a recent State Assembly Select Committee information hearing on improving Bay Area transportation systems. The meeting – held on Friday, August 21 in the MTC MetroCenter Auditorium – was chaired by California Assemblymember Jim Frazier and included speakers Josh Huber of the East Bay Leadership Council, Michael Cunningham of the Bay Area Council, and Egon Terplan of SPUR and a former member of the MTC Policy Advisory Council.

While there is no audiocast of this event, the PowerPoint presentations given by the speakers can be found online here: [http://files.mtc.ca.gov/pdf/SC1\\_8-21-15\\_agenda-packet.pdf](http://files.mtc.ca.gov/pdf/SC1_8-21-15_agenda-packet.pdf)

**BART Shuts Down Transbay Service for Second Weekend**

BART will hold the second of two scheduled weekend shut downs of its Transbay service on Labor Day weekend, September 5-7. As reported to you last month, BART is making repairs to a critical section of track near the Transbay Tube.

While BART will offer limited bus service and special accommodations for persons with disabilities, customers are encouraged to find alternate transportation solutions for the holiday weekend, such as ferries and AC Transit bus service. Bicycle riders are being encouraged to lock their bikes at BART stations rather than bringing them on crowded buses.

During the shutdown, BART service within the East Bay and within the West Bay and the Peninsula will be more frequent than during a typical weekend.

For more information on the next scheduled shutdown in September, go to:  
[http://mtc.ca.gov/news/current\\_topics/7-15/bart.htm](http://mtc.ca.gov/news/current_topics/7-15/bart.htm)

For information on alternate transit options or traffic updates, go to [www.511.org](http://www.511.org).

### **Policy Advisory Council 2015-2016 Work Plan**

As a follow-up to your August meeting, attached is the edited version of your 2015-2016 work plan. This version includes the additional brainstorming item regarding alternative transportation systems discussed and voted on at your last meeting, as well as other minor edits.

Your chair will present this work plan to the Commission at their September meeting for ratification.

### **Reminder: Meeting Date Changes in November and December**

Last month I mentioned that the November and December Policy Advisory Council meeting dates will be changed from our normally scheduled Wednesday meeting dates due to the holidays. Because of a last-minute room availability, the November meeting date is now rescheduled again to coincide with the other MTC committee meeting dates on November 4<sup>th</sup>. This means that your November meeting will be on the first Wednesday of the month, while your December meeting will be on the second Tuesday, as follows:

Wednesday, November 4, 1:30 pm  
Tuesday, December 8, 1:30 pm

If subcommittee meetings occur in those months, they will meet on the same day, and the Regional Equity Working Group will also meet on the same day as the Council.

Staff will remind the Council in meetings again as the dates get closer.

## MTC POLICY ADVISORY COUNCIL 2015-2016 WORK PLAN

### Overview

Resolution 3931, the document that established the Policy Advisory Council and sets forth the roles and expectations of the advisors, calls for the Commission to hold an annual workshop for the purpose of setting the Council's work plan for the following year. The Policy Advisory Council met jointly with the Commission in May 2015 and discussed MTC's upcoming programs and initiatives, as well as the general state of the region. A robust dialogue yielded the following work plan, and the Council will explore some of these topics via ad hoc subcommittees or working groups and in brainstorming style discussion formats.

### Work Plan Recommendations

Based on the discussion at the May 2015 work plan meeting, the Council recommends focusing on the following topics in the coming year:

1. Plan Bay Area will remain at the center of the Council's work, just as it will be for the Commission. This next fiscal year will be a critical one in terms of providing guidance, as staff and the Commission consider how various policies and strategies meet the goals of **Plan Bay Area 2040**, which is scheduled for adoption in mid-2017.
2. **Brainstorm the following topics as time permits:**
  - a. Discuss ways to **incentivize housing development** (including affordable housing and workforce housing), **preservation and restoration of housing, and protection of existing residents**.
  - b. Consider best practices for **alternative housing solutions** throughout the Bay Area (such as shared housing, alternate development units, Air BNBs, etc.).
  - c. Consider **how to create a more seamless, better connected multimodal transportation network** in the Bay Area, including the possible option of consolidation.
  - d. Explore the impact of **alternative transportation systems** (such as Uber/Lyft and private company buses).
  - e. Explore ways to 1) **further reduce greenhouse gas emissions** for climate change and 2) **educate the public** about those reduction methods.
3. Continue the work of the Council's two subcommittees:
  - a. The **Equity and Access Subcommittee** will continue to meet to participate in discussions with MTC staff on the equity work related to Plan Bay Area 2040, including discussions on what equitable access means in terms of housing and transportation. Also, as suggested in last year's work plan and as time permits, the subcommittee will take a look at paratransit in an effort to suggest standardization of policies and identify best practices for the region.
  - b. The **Fuel Extraction Fee Subcommittee**, whose first meeting was in April 2015, will continue to meet to consider how to advocate for California to consider creating an energy extraction fee that would 1) put California on par with what other oil production states are already doing and 2) focus fees collected for use on transportation and housing improvements, or other areas as considered by the subcommittee.





# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

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**File #:** 15-0828      **Version:** 1      **Name:**  
**Type:** Report      **Status:** Informational  
**File created:** 8/14/2015      **In control:** Policy Advisory Council  
**On agenda:** 9/9/2015      **Final action:**  
**Title:** Council Member Reports  
(5 minutes)  
Members of the Council may report on locally relevant issues or events.

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:**

Date	Ver.	Action By	Action	Result
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**Subject:**

Council Member Reports  
(5 minutes)

*Members of the Council may report on locally relevant issues or events.*

**Presenter:**

Randi Kinman, Council Chair

**Recommended Action:**

Information



# Metropolitan Transportation Commission

101 Eighth Street,  
Joseph P. Bort MetroCenter  
Oakland, CA

## Legislation Details (With Text)

<b>File #:</b>	15-0829	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	8/14/2015	<b>In control:</b>		Policy Advisory Council	
<b>On agenda:</b>	9/9/2015	<b>Final action:</b>			
<b>Title:</b>	New Business (5 minutes) Members of the Council may bring up new business for discussion or addition to a future agenda.				
<b>Sponsors:</b>					
<b>Indexes:</b>					
<b>Code sections:</b>					
<b>Attachments:</b>					

Date	Ver.	Action By	Action	Result
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### Subject:

New Business  
(5 minutes)

*Members of the Council may bring up new business for discussion or addition to a future agenda.*

### Presenter:

Randi Kinman, Council Chair

### Recommended Action:

Discussion