



Metropolitan Transportation Commission

Bay Area Metro Center
375 Beale Street
San Francisco, CA 94105

Meeting Agenda

Policy Advisory Council Equity & Access Subcommittee

Veda Florez, Chair

Anne Olivia Eldred, Vice Chair

Members

*Richard Burnett, Rick Coates, Richard Hedges,
Michelle Hernandez, Michael Lopez, Rahmon Momoh,
Terry Scott, and Walter Wilson*

Alternates

Michael Baldini and Randi Kinman

Monday, March 1, 2021

1:00 PM

Yerba Buena - 1st Floor (REMOTE)

In light of Governor Newsom's State of Emergency declaration regarding the COVID-19 outbreak and in accordance with Executive Order N-29-20 issued by Governor Newsom on March 17, 2020 and the Guidance for Gatherings issued by the California Department of Public Health, the meeting will be conducted via webcast, teleconference, and Zoom for Equity and Access Subcommittee members who will participate in the meeting from individual remote locations. A Zoom panelist link for meeting participants will be sent separately to Equity and Access Subcommittee members.

The meeting webcast will be available at <http://mtc.ca.gov/whats-happening/meetings>. Members of the public are encouraged to participate remotely via Zoom at the following link or phone number. Equity and Access Subcommittee Members and members of the public participating by Zoom wishing to speak should use the "raise hand" feature or dial *9. In order to get the full Zoom experience, please make sure your application is up to date.

Attendee Link: <https://bayareametro.zoom.us/j/86171217559>

Telephone (for higher quality, dial a number based on your current location):

US: +1 669 900 6833 or +1 408 638 0968 or +1 346 248 7799 or +1 253 215 8782 or

+1 301 715 8592 or +1 312 626 6799 or +1 646 876 9923

Webinar ID: 861 7121 7559

International numbers available: <https://bayareametro.zoom.us/j/kcQLC4TdBg>

Detailed instructions on participating via Zoom are available at:

<https://mtc.ca.gov/how-provide-public-comment-board-meeting-zoom> Members of the public may participate by phone or Zoom or may submit comments by email at info@bayareametro.gov by 5:00 p.m. the day before the scheduled meeting date. Please include the committee or board meeting name and agenda item number in the subject line. Due to the current circumstances there may be limited opportunity to address comments during the meeting. All comments received will be submitted into the record.

The Policy Advisory Council advises the Metropolitan Transportation Commission on transportation policies in the San Francisco Bay Area, incorporating diverse perspectives relating to the environment, the economy, and social equity.

1. Welcome

Veda Florez, Equity & Access Subcommittee Chair

2. Roll Call / Confirm Quorum

Quorum: A quorum of this committee shall be a majority of its regular non-ex-officio voting members (6).

3. [21-0268](#) Approval of the February 5, 2021 Meeting Minutes

Action: Subcommittee Approval

Attachments: [03 E&A Minutes Feb 5 2021.pdf](#)

4. [21-0269](#) Blue Ribbon Transit Recovery Task Force Update

Presenter: Randi Kinman, Policy Advisory Council Chair

5. [21-0337](#) Communities of Concern Update

Update on the recent outreach through community-based organizations on the Communities of Concern framework and nomenclature.

Action: Information

Presenter: Anup Tapase

Attachments: [05 Communities of Concern Update Mar 2021.pdf](#)

6. [21-0270](#) Plan Bay Area 2050 Equity Analysis Preview

Preview and discussion of the Plan Bay Area 2050 Final Blueprint Equity Analysis, slated for draft release in spring 2021.

Action: Information

Presenter: Anup Tapase

Attachments: [06 Plan Bay Area 2050 Equity Analysis Mar 2021.pdf](#)

7. New Business

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

8. Public Comments / Other Business

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

*Equity and Access Subcommittee Members and members of the public participating by Zoom wishing to speak should use the "raise hand" feature or dial *9.*

9. Adjournment / Next Meeting

The next meeting of the Policy Advisory Council Equity and Access Subcommittee will be held Monday, April 5, 2021 at 1:00 p.m. by webcast as appropriate depending on the status of any shelter in place orders. Any changes to the schedule will be duly noticed to the public.

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 judgment, 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: Committee 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) 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 415.778.6757 or 415.778.6769 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 415.778.6757 或 415.778.6769 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 415.778.6757 o al 415.778.6769 para TDD/TTY. Requerimos que solicite asistencia con tres días hábiles de anticipación para poderle proveer asistencia.

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

375 Beale Street, Suite 800
San Francisco, CA 94105

Legislation Details (With Text)

File #: 21-0268 **Version:** 1 **Name:**

Type: Minutes **Status:** Committee Approval

File created: 1/28/2021 **In control:** Policy Advisory Council Equity & Access Subcommittee

On agenda: 3/1/2021 **Final action:**

Title: Approval of the February 5, 2021 Meeting Minutes

Sponsors:

Indexes:

Code sections:

Attachments: [03 E&A Minutes Feb 5 2021.pdf](#)

Date	Ver.	Action By	Action	Result
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Subject:

Approval of the February 5, 2021 Meeting Minutes

Recommended Action:

Subcommittee Approval

Attachments:



Metropolitan Transportation Commission

Meeting Minutes - Draft

Agenda Item 3

Bay Area Metro Center
375 Beale Street
San Francisco, CA 94105

Policy Advisory Council Equity & Access Subcommittee

Veda Florez, Chair

Anne Olivia Eldred, Vice Chair

Members

*Richard Burnett, Rick Coates, Richard Hedges,
Michelle Hernandez, Michael Lopez, Rahmon Momoh,
Terry Scott, and Walter Wilson*

Alternates

Michael Baldini and Randi Kinman

Friday, February 5, 2021

10:00 AM

Yerba Buena - 1st Floor (REMOTE)

1. Welcome

2. Roll Call / Confirm Quorum

Present: 12 - Council Member Burnett, Council Member Coates, Chair Florez, Council Member Hedges, Council Member Lopez, Council Member Momoh, Vice Chair Eldred, Council Member Hernandez, (Alternate) Kinman, Council Member Scott, (Alternate) Baldini and Council Member Wilson

3. [21-0154](#) Approval of the January 11, 2021 Meeting Minutes

Action: Subcommittee Approval

Attachments: [03 E&A Minutes Jan 11 2021.pdf](#)

Upon the motion by Council Member Momoh and second by Vice Chair Eldred, the January 11, 2021 Meeting Minutes were unanimously approved. The motion carried by the following vote:

Aye: 8 - Council Member Burnett, Council Member Coates, Chair Florez, Council Member Hedges, Council Member Lopez, Council Member Momoh, Vice Chair Eldred and Council Member Hernandez

Absent: 2 - Council Member Scott and Council Member Wilson

Scott and Wilson arrived after the approval of the January 11, 2021 Meeting Minutes.

4. [21-0155](#) Blue Ribbon Transit Recovery Task Force Update

Action: Information

Presenter: Randi Kinman, Policy Advisory Council Chair

5. [21-0156](#) MTC Internship Program Update

Update on the Metropolitan Transportation Commission (MTC) Internship Program.

Action: Information

Presenter: John Kannegieser and Kì-Nam Miller

Attachments: [05_InternshipProgramUpdate.pdf](#)

Sheila Baker was called to speak.

6. [21-0127](#) MTC Resolution No. 4347, Revised and Summary of Participatory Budgeting Pilots

Revision to the Lifeline Transportation Cycle 5 Program of Projects to program \$400,000 for Solano County's Participatory Budgeting (PB) Pilot Projects and an overview of the findings from San Francisco (Bayview) and Solano (Vallejo) PB Pilots.

Action: Information

Presenter: Judis Santos

Attachments: [06_MTC Res No. 4347.pdf](#)

7. New Business

8. Public Comments / Other Business

9. Adjournment / Next Meeting

The next meeting of the Policy Advisory Council Equity and Access Subcommittee will be held Monday, March 1, 2021, at 1:00 p.m. by webcast as appropriate depending on the status of any shelter in place orders. Any changes to the schedule will be duly noticed to the public.



Metropolitan Transportation Commission

375 Beale Street, Suite 800
San Francisco, CA 94105

Legislation Details (With Text)

File #: 21-0269 **Version:** 1 **Name:**

Type: Report **Status:** Informational

File created: 1/28/2021 **In control:** Policy Advisory Council Equity & Access Subcommittee

On agenda: 3/1/2021 **Final action:**

Title: Blue Ribbon Transit Recovery Task Force Update

Sponsors:

Indexes:

Code sections:

Attachments:

Date	Ver.	Action By	Action	Result
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Subject:
Blue Ribbon Transit Recovery Task Force Update

Presenter:
Randi Kinman, Policy Advisory Council Chair



Metropolitan Transportation Commission

375 Beale Street, Suite 800
San Francisco, CA 94105

Legislation Details (With Text)

File #: 21-0337 **Version:** 1 **Name:**
Type: Report **Status:** Informational
File created: 2/4/2021 **In control:** Policy Advisory Council Equity & Access Subcommittee
On agenda: 3/1/2021 **Final action:**
Title: Communities of Concern Update

Update on the recent outreach through community-based organizations on the Communities of Concern framework and nomenclature.

Sponsors:

Indexes:

Code sections:

Attachments: [05 Communities of Concern Update Mar 2021.pdf](#)

Date	Ver.	Action By	Action	Result
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Subject:

Communities of Concern Update

Update on the recent outreach through community-based organizations on the Communities of Concern framework and nomenclature.

Presenter:

Anup Tapase

Recommended Action:

Information

Attachments:

Metropolitan Transportation Commission
Policy Advisory Council Equity and Access Subcommittee

March 1, 2021

Agenda Item 5

Communities of Concern Update

Subject: Update on recent outreach through community-based organizations on the Communities of Concern framework and nomenclature.

Background: In December 2020, staff provided an update to the Subcommittee on the Communities of Concern framework, including the impact of the American Community Survey (ACS) Census data refresh and consequent updates in census tracts identified as Communities of Concern (meeting recording https://baha.granicus.com/MediaPlayer.php?view_id=1&clip_id=7891). Staff also addressed some of the challenges with the existing framework and provided initial thoughts on revising the nomenclature. Since then, staff has engaged with underserved communities through community-based organizations to get feedback on the overall framework itself and the nomenclature.

Despite this being an abstract topic to discuss, the small group discussions were rich and offered diverse feedback. Staff will share a summary of synthesized feedback based on recurring themes and provide initial recommendations for future reexamination of the framework and the short-term change in nomenclature. Prior to the adoption of Plan Bay Area 2050 this fall, staff envisions updating the Community of Concern nomenclature. Further work on reexamining the framework is slated to begin next year, in advance of the next long-range regional plan, and in sync with the Equity Platform effort underway across the organization.

Staff is seeking discussion on a few questions:

Framework:

- Does the Subcommittee have feedback on staff recommendations?
- Are there any other issues that the Subcommittee recommends for study in the future?

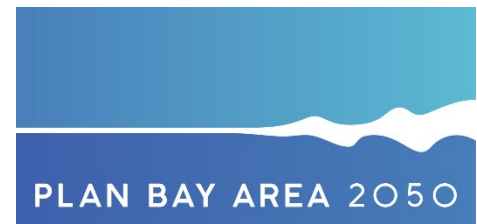
Nomenclature:

- Can Subcommittee members provide opinions on why they may or may not favor each of the names that staff has shortlisted?
- Do the Subcommittee members have a preference towards any of the names, or have other suggestions?

Recommendation: Information

Attachments: Attachment A: Memo - Communities of Concern Update Details for Plan Bay Area 2050 (*December 2020, attached for reference*)
Attachment B: Presentation - Rethinking Communities of Concern (*March 2021*)

M E M O R A N D U M



TO: Policy Advisory Council Equity & Access Subcommittee DATE: December 2020
FR: Anup Tapase, Jeremy Halpern
RE: Communities of Concern Update Details for Plan Bay Area 2050

Summary

This memorandum presents an update to the MTC Communities of Concern (CoCs) for use in Plan Bay Area 2050 and related efforts. While the methodology to determine whether a census tract is a CoC is consistent with past updates, the concentration thresholds for the disadvantage factors and the concentration of disadvantaged populations within census tracts have been re-calculated using the most recent American Communities Survey data (ACS 2014-2018). Recent demographic shifts since Plan Bay Area 2040 have driven a considerable shift in CoCs at the census tract level.

Methodology to Determine Communities of Concern

Previous Updates: MTC defined “Communities of Concern” for the Regional Transportation Plans (RTPs) adopted in 1999, 2003 and 2007 as areas with a significant concentration of *either people of color or* low-income households. For Plan Bay Area (2013), CoCs were defined either as census tracts with a significant concentration of people of color AND low-income households OR as census tracts that have a concentration of four or more of eight disadvantage factors. For Plan Bay Area 2040 (2017), this definition was further modified based on Regional Equity Working Group (REWG) feedback to census tracts that have a concentration of BOTH people of color AND low-income households, OR that have a concentration of 3 or more of the remaining 6 factors (#3 to #8), but only IF they also have a concentration of low-income households. This methodology is detailed in MTC Resolution No.4217-Equity Framework for Plan Bay Area 2040 in **Attachment 1**. In 2018, staff released an intermediate update with the most recent ACS data using the PBA2040 methodology.

Staff Recommendation: Staff is recommending keeping this methodology consistent for Plan Bay Area 2050. However, a closer re-examination of this methodology may be appropriate given demographic shifts explained later in this memo. Given this will require a process of significant engagement with communities and advocates that is not feasible in the Plan Bay Area 2050 timeline, staff is recommending this re-examination as part of the agency’s Equity Platform initiative in 2021.

Concentration Thresholds for CoC Disadvantage Factors

Previous Updates: The thresholds to determine “significant concentration” for each disadvantage factor at the tract level is based on the regional mean and the standard deviation above the regional mean. In Plan Bay Area and Plan Bay Area 2040, given large standards of deviation for some of the factors, the thresholds were set somewhat arbitrarily

between the regional mean and one standard deviation above the mean, and rounded to the nearest multiple of five. In the intermediate update in 2018, staff recalculated thresholds using the latest ACS data to be exactly the regional mean plus half a standard deviation.

Staff Recommendation: Staff has recalculated thresholds using the latest ACS data, as shown in **Table 1**, and is proposing to set the threshold at exactly mean plus half a standard deviation to maintain a sound methodology. With this, seven of the eight factors have lower concentration thresholds than Plan Bay Area 2040. Lower thresholds imply that a greater number of census tracts would be CoCs if the underlying demographics were held constant.

Table 1: Communities of Concern for Plan Bay Area 2040 vs. Plan Bay Area 2050

<i>Disadvantage Factor</i>	Adopted Thresholds PBA2040		Proposed Thresholds PBA2050	
	<i>% Regional Population</i>	<i>Concentration Threshold</i>	<i>% Regional Population</i>	<i>Concentration Threshold</i>
1. People of Color	58%	70%	60%	70%
2. Low Income (<200% Federal Poverty Level - FPL)	25%	30%	21%	28%
3. Limited English Proficiency	9%	20%	8%	12%
4. Zero-Vehicle Household	10%	10%	9%	15%
5. Seniors 75 Years and Over	6%	10%	6%	8%
6. People with Disability	9%	25%	10%	12%
7. Single-Parent Family	14%	20%	13%	18%
8. Severely Rent-Burdened Household	11%	15%	10%	14%
<i>Definition</i> - census tracts that have a concentration of BOTH people of color AND low-income households, OR that have a concentration of 3 or more of the remaining 6 factors (#3 to #8) but only IF they also have a concentration of low-income households.				

Context: Recent Demographic Shifts

The largest overall demographic shift among the disadvantage factors since Plan Bay Area 2040 has been in the share of low-income households in the region, which decreased from 25% to 21%, as shown in **Table 1**. All Bay Area counties have a smaller percentage of low-income residents relative to the Plan Bay Area 2040. Two explanations for changes to low-income household share are migration and changes in the minimum wage. The net migration of low-income households out of the nine-county Bay Area¹ could be out of the region entirely or to more affordable neighboring areas such as the San Joaquin Valley, where workers “super-commute” to the Bay Area. Second, recent municipal increases in minimum wage may have put more households above the 200% federal poverty line.² Households may still rely on incomes that are by no means sufficient given the region’s high cost of living,

¹ Romem, Issi and Elizabeth Kneebone. 2018. “Disparity in Departure: Who Leaves the Bay Area and Where Do They Go?” Turner Center for Housing Innovation

² Dube, Arindrajit. 2019. “Minimum Wages and the Distribution of Family Incomes.” American Economic Journal: Applied Economics

but would not be captured by this measure - a reason to revise the definition in the future. Continuing the trend of the last several decades, the region has continued to become more racially diverse. All counties experienced an increase in the share of the population that is people of color since Plan Bay Area 2040. The share of White residents in the region has held relatively constant with significant increases in Asian and Latino populations as shown in **Table 2**. The growth in ‘Other’ is primarily driven by an increase of people identifying as two or more races. Continuing a troubling trend for several decades, the Black population declined by 2% since Plan Bay Area 2040. The Black population has shrunk in the Big Three cities - San Francisco, San Jose and Oakland, with more living in exurban areas.

Table 2: Racial Composition of the Bay Area Population³

Race/Ethnicity	2013 ⁴		2018		Change	
	#	%	#	%	#	%
White	3,047,000	42%	3,046,000	40%	-1,000	0%
Asian & Pacific Islander ⁵	1,747,000	24%	2,013,000	26%	266,000	15%
Latino (any race)	1,711,000	24%	1,811,000	24%	100,000	6%
Black	457,000	6%	447,000	6%	-10,000	-2%
Other ⁶	294,000	4%	359,000	5%	64,000	22%
Total Population	7,258,000	-	7,676,000	-	418,000	6%

Impact of Demographic Shifts and Data Update on Communities of Concern

The recent demographic shifts noted above have considerable impact on the classification of census tracts as CoCs. There are fewer tracts with a high concentration of low-income households. As shown in **Table 3**, there is a 19 percent drop in the number of tracts with a concentration of low-income households above the thresholds. Consequently, there is a net loss of 42 tracts that were classified as CoC in Plan Bay Area 2040 under the first definition of concentrated low-income and people of color households. At the same time, 19 more tracts fall under both definitions for CoC, indicating a compounding of disadvantages. In sum, 26 fewer tracts are classified as Communities of Concern. Regional maps highlighting the CoC tracts in both Plan Bay Area 2040 (ACS 2009-13) and Plan Bay Area 2050 (ACS 2014-18) are included in **Attachment 2**.

³ Compares American Community Survey 5-yr estimates 2009-2013 and 2014-2018 B03002.

⁴ ACS 2009-2013 is used in the Plan Bay Area 2040 Equity Framework document though the final Equity Analysis Report uses ACS 2010-2014 data. The 2009-2013 is used in this context for statistical accuracy given the overlap of 2010-2014 and 2014-2018 5-year estimates.

⁵ Includes ‘Asian’ and ‘Native Hawaiian & Other Pacific Islander’

⁶ ‘American Indian or Alaska Native’, ‘Two or More Races’, ‘Other Race’

Table 3: Change in CoCs based on Tract-Level Thresholds of Disadvantaged Populations

Criteria	Plan Bay Area 2040		Plan Bay Area 2050		Change	
	#	%	#	%	#	%
Definition 1 only: Low-Income and People of Color	158	10%	97	6%	-61	-39%
More than Low-Income Threshold only ⁷	517	33%	421	27%	-96	-19%
More than POC Threshold only	542	34%	577	36%	35	6%
Definition 2 only: Low-Income and Three Or More Disadvantage Factors	50	3%	66	4%	16	32%
Definition 1 and Definition 2	157	10%	176	11%	19	12%
Total CoC Tracts	365	23%	339	21%	-26	-7%
Total Census Tracts	1,588	100%	1,588	100%	-	-

Shifts in CoCs at the county level, shown in **Table 4**, are indicative of displacement and align with Bay Area displacement research⁸. 79 tracts lost CoC status, 53 tracts gained CoC status and 286 remained CoC tracts. The largest county-level changes are in Alameda and Santa Clara counties, which have a net loss of 19 and 21 CoC tracts respectively since Plan Bay Area 2040. While San Francisco has a net gain of 3, there is significant shift, with 31 tracts gaining or losing CoC status. Such significant shifts in the CoC status of tracts signal that there is a need to reexamine the framework and definitions to ensure they still align with the agency's equity goals. Changes by county are further described below; a comparison map is in **Attachment 2**.

- In Alameda County, several tracts lost CoC status in Union City, Hayward and Oakland. New CoC tracts emerged in West Berkeley and southeast Emeryville, among others.
- In Santa Clara County, San Jose saw large losses particularly in the eastern part of the city, and new CoC tracts emerged in Sunnyvale.
- In San Francisco, tracts gained CoC status in the northeast quadrant of the city including the Western Addition, parts of the Tenderloin, SoMa and Fisherman's Wharf. While there are some new CoC tracts in the Mission and southern San Francisco, there are losses in the same areas too.
- In Contra Costa County, new CoCs emerged around Antioch/Oakley and Hercules.
- In Marin County, there is a new CoC tract in Fairfax.
- In Napa County, new CoCs emerged in Calistoga and Napa, with one CoC lost in Saint Helena.
- In San Mateo County, new CoC tracts are centered around San Mateo City with CoC tract losses in Column and Daly City.
- In Sonoma County, there were CoC tracts both gained and lost in Santa Rosa, with additional tracts in Santa Rosa suburbs and rural areas.
- In Solano County, there are new CoCs in Dixon, Suisun and Vallejo, with parallel losses in

⁷ Thresholds are set at .5 standard deviation above the mean. Plan Bay Area 2040 threshold is more than or equal to 30% low-income households in a census tract. Plan Bay Area 2050 threshold is more than or equal to 28% low-income households

⁸ Rising Housing Costs and Re-Segregation in the San Francisco Bay Area, 2019, Urban Displacement Project.

Vacaville, Vallejo and Suisun City.

Table 4: Change in CoC tracts by County

<i>County</i>	<i>Total # Tracts</i>	<i># CoC Tracts PBA2040</i>	<i># CoC Tracts PBA2050</i>	<i># CoC Tracts Gained</i>	<i># CoC Tracts Lost</i>	<i>Net Change in # CoC Tracts</i>
Alameda	361	120	101	7	26	-19
Contra Costa	208	45	50	7	2	5
Marin	56	3	4	1	0	1
Napa	40	4	5	2	1	1
San Francisco	197	48	51	17	14	3
San Mateo	158	22	22	4	4	0
Santa Clara	372	84	63	6	27	-21
Solano	96	28	28	3	3	0
Sonoma	100	11	15	6	2	4
Total	1,488	365	339	53	79	-26

Attachments:

1. MTC Resolution No.4217-Equity Framework for Plan Bay Area 2040
2. Maps: Plan Bay Area 2040 and Plan Bay Area 2050 Communities of Concern Maps, and Comparison Map

Rethinking Communities of Concern

Anup Tapase

*Policy Advisory Council Equity and Access Subcommittee
March 2021*

In fall 2020, staff proposed the following next steps for the Communities of Concern framework...

Near Term *within Plan Bay Area 2050*

Augment Community of Concern Methodology

- Measure disparities not only between CoCs and rest of the region, but also High-Resource Areas.
- Measure disparities based on income status where feasible and appropriate.

Revise Nomenclature

- Engage communities in January 2021.
- Propose nomenclature for use in Plan document in February 2021.

Long Term *Part of Equity Platform in 2021+*

Re-examine Community of Concern Methodology

- Engage with community, advocates and partner agencies.
- Survey communities to better identify needs and values.
- Research tools/methodologies to forecast disaggregate impacts on basis of race/ethnicity.

Today's Update

- In January 2021, staff reviewed the Communities of Concern framework and nomenclature with six focus groups, facilitated by community-based organizations.
- Based on internal staff deliberations and the feedback received so far from the E&A Subcommittee, Regional Equity Working Group and the focus groups, this presentation outlines:
 - Recommendations for long-term re-examination of the framework
 - Recommendations for nomenclature, for use in Plan Bay Area 2050 document

Which community-based organizations (CBOs) did we engage with?

- **Acterra** (Palo Alto, environmental education + action)
- **Community Resources for Independent Living** (Hayward, people with disabilities)
- **Green Hive** (Vallejo, sustainable small businesses)
- **Hamilton Families** (San Francisco, families experiencing homelessness)
- **Rose Foundation** (Oakland, youth for environmental justice)
- **Roots Community Health Center** (Oakland, community health center)
- **Sacred Heart** (San Jose, housing unstable community)

How did we engage on this topic?

- **Began with open-ended question:** what does “Communities of Concern” mean to you?
- Followed with **definition** and **how designations are used** by MTC/ABAG
- Highlighted **why these designations are important** (historical/existing racist planning policies leading to disinvestment in communities, etc.)
- Sought discussion on two aspects:
 - Opinions on overall framework
 - Opinions on nomenclature (provided a list of names as prompts to spark dialogue)

Reactions to Communities of Concern Framework

Recurring Themes

Overall definition is too broad	<ul style="list-style-type: none">• <i>“catch-all phrase that is not really specific”</i>• <i>“too vague”; “does not strike to the core”</i>• <i>“could be an umbrella term that captures different communities at risk”</i>
Overall definition is too narrow	<ul style="list-style-type: none">• <i>“need to differentiate between renters and homeowners”</i>• <i>“missing LGBTQ+”</i>• <i>“rural communities face different issues”</i>
Communities face varied but specific issues	<ul style="list-style-type: none">• <i>“more useful if different attributes were split out”</i>• <i>“need to identify specific issues, like food or transit deserts or environmental vulnerability - would like to know what the concern is”</i>
Does not capture historical themes	<ul style="list-style-type: none">• <i>“easy way to take accountability while not reflecting on the intentionality; these communities are not an accident”</i>• <i>“this is a point-in-time map that could be strengthened with other views in time”</i>

Staff Recommendations for Communities of Concern Framework Longer-Term Reexamination

Overall Definition

- Consider different “typologies” of Communities of Concern that can directly relate to specific issues under an umbrella definition; e.g. transit deficient, rent burdened, displacement pressure, food deserts.
- Tie definition with historical issues that have led to Communities of Concern.

Methodology

- Include flexibility - e.g., changes in definition of low-income, differences across sub-regions.
- Address issues arising from gentrification and displacement over time.
- Consider that some demographic groups do not lend themselves to place-based equity discussions given lack of concentration: e.g., seniors, people with disabilities, LGBTQ+ communities.
- Coordinate with local governments and non-profits that have on-the-ground knowledge.

Use of Framework

- Recognize that place-based discussion is only one dimension and do not over-rely on communities of concern framework in analyses.
- Co-relate disinvestment in communities with inequities arising from concentrated affluence.

Reactions to Communities of Concern Nomenclature

Across the board, a resounding desire to use a different name.

Problematic	<ul style="list-style-type: none">• “Sounds like problem with the communities”• “Sounds like a dog whistle”• “Triggers fear”
Demeaning	<ul style="list-style-type: none">• “Makes it sound like the communities’ fault”• “May bring stigma”
Negative	<ul style="list-style-type: none">• “Concern is a negative word”• “Sounds like communities we should be concerned about in a defensive way”
Vague/ Passive	<ul style="list-style-type: none">• “Detached from communities”• “Does not address struggles”• ““Concern” feels passive - for people from these communities, the community is always a concern /a priority; but from an agency perspective, there are problems to be addressed”

Recurring Feedback Themes for New Name

- Term needs to be “empowering”, “forward-looking” “positive”
- Communicate “priority” and “action”
- “We already know these communities are marginalized - the term should show what we are going to do about it”
- “Communities are continuously changing, so term should not feel stagnant”
- Term should “not be too long”, but should be “clear and understood across audiences”

Communities of Concern Nomenclature: Options Provided as Prompts

“Equity”

- Equity Focus Communities
- Equity Focus Areas
- Equity Emphasis Areas
- Equity and Access Zones
- Equity Zones

“Priority” or “Opportunity”

- Equity Prioritized Opportunity Communities
- Equity Prioritized Investment Communities
- Opportunity Zones

“Disadvantage”

- Disadvantaged Communities
- Underserved Communities
- Areas of Concentrated Poverty
- Economically Distressed Areas
- Historically Marginalized Communities
- Systemically Marginalized Communities
- Communities of Concern

“Environmental Justice ”

- Environmental Justice Areas
- Environmental Justice Communities

Other Terms We Heard

- Sensitive Communities
- Under-resourced Communities
- Underrepresented Communities
- Impacted Communities
- Developing Communities
- Areas Of Community Advancement
- Priority Neighborhoods

Communities of Concern Nomenclature: Feedback (1 of 2)

Names

“Equity”

- Equity Focus Communities
- Equity Focus Areas
- Equity Emphasis Areas
- Equity and Access Zones
- Equity Zones

“Priority” or “Opportunity”

- Equity Prioritized Opportunity Communities
- Equity Prioritized Investment Communities
- Opportunity Zones

Feedback

- Generally favorable and well-liked
 - No negative feedback
 - **Most liked : “Equity Focus ____”** - positive and describes what we are trying to bring about
-
- Generally favorable and well-liked
 - Terms are too long and can sound technocratic/detached; need to be simple
 - “Priority” was strongly favored across groups
 - “Opportunity” does not sound as urgent as the situation is
 - “Opportunity zones” is a tainted word due to use by federal government
 - “EPIC” sounds nice
 - **Most liked: “Priority Communities”**

Communities of Concern Nomenclature: Feedback (2 of 2)

Names

“Disadvantage”

- Disadvantaged Communities
- Underserved Communities
- Areas of Concentrated Poverty
- Economically Distressed Areas
- Historically Marginalized Communities
- Systemically Marginalized Communities
- Communities of Concern

“Environmental Justice ”

- Environmental Justice Areas
- Environmental Justice Communities

Feedback

- Mostly negative feedback - offensive, demeaning, inferior, judgmental
- Communities are constantly changing and these terms do not capture that
- Terms capture that there is a lot to address by “naming the wrongs that have been done”
- **Most liked: “Underserved Communities”**
- Consistently disliked: “Disadvantaged”
- Very little positive feedback
- Too narrow, wide, confusing, vague
- Does not sufficiently capture issues

Communities of Concern Nomenclature: Four Options Based on Feedback To-Date

Prioritized Requirements for Nomenclature

- ✓ Positive, empowering
- ✓ Forward-looking, action-oriented
- ✓ Communicate “priority”
- ✓ Short and easily understood

Staff Suggestions to Advance:

- Equity Focus Communities
- Equity Prioritized Communities
- Equity Priority Neighborhoods
- Equity Action Areas

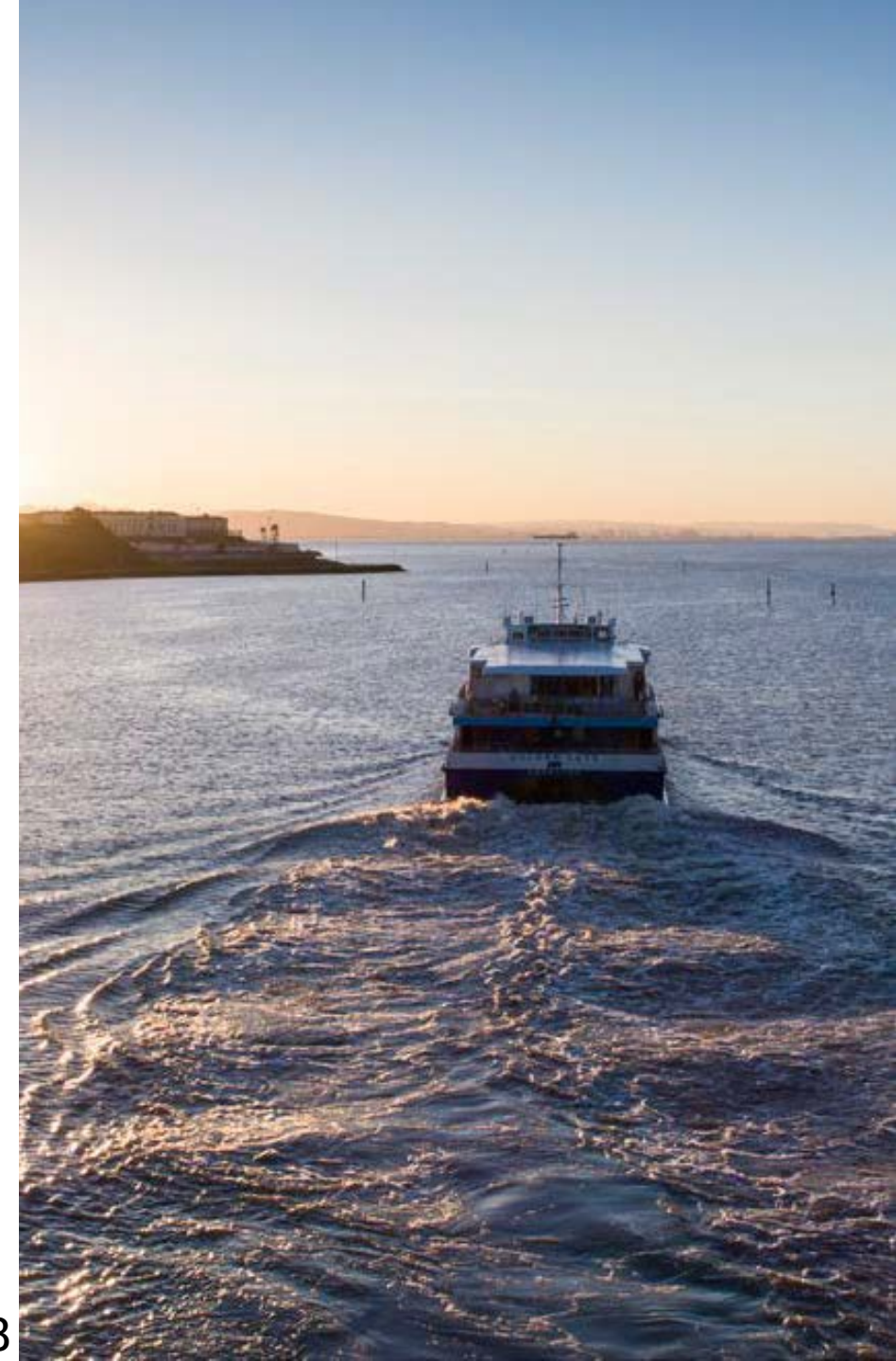
What's Next?

Spring
2021

- Share recommendations with Joint MTC Planning Committee and ABAG Admin Committee
- Adopt nomenclature for use in Plan document

2022

- Re-examine Community of Concern Methodology



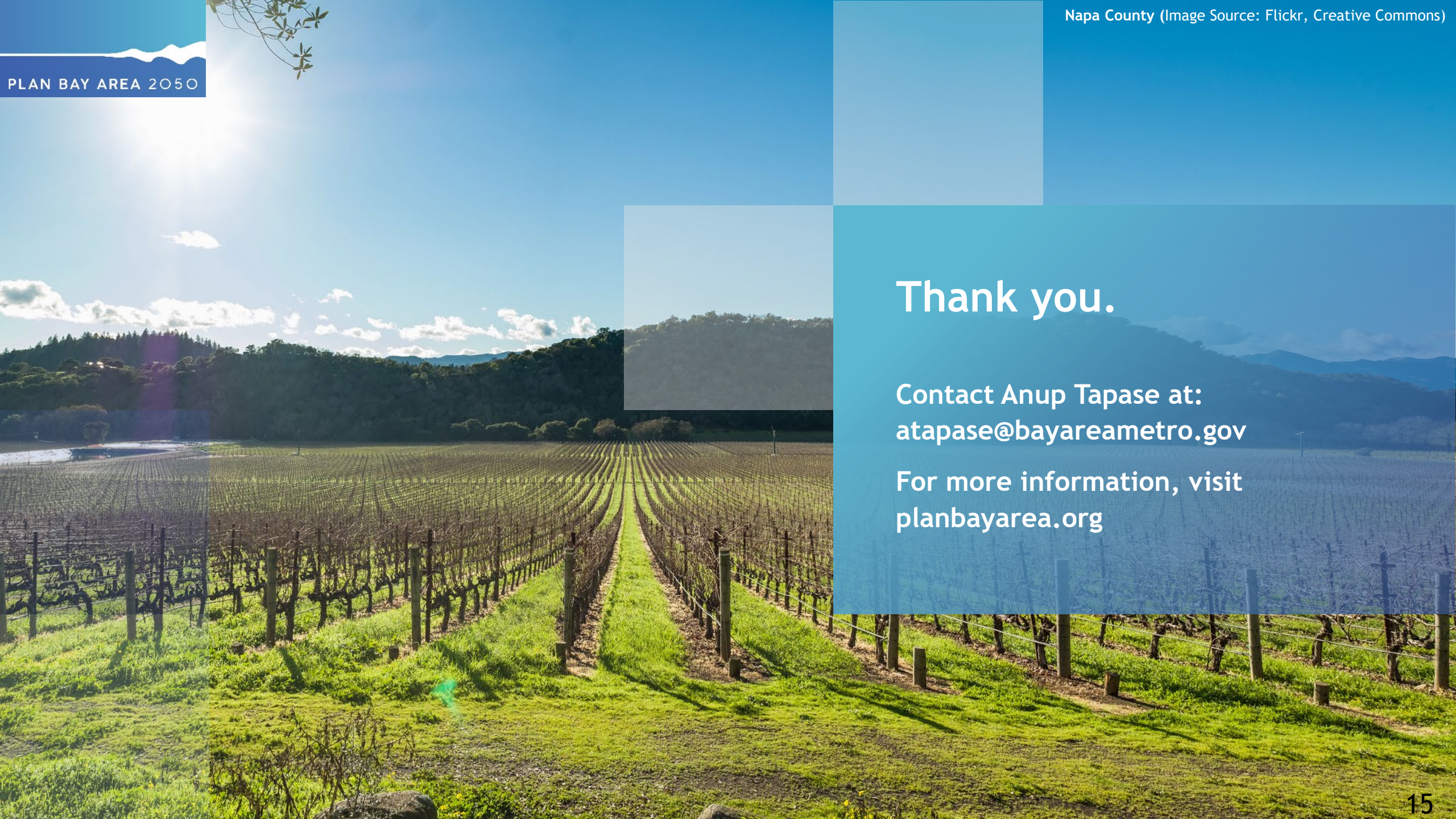
Discussion Questions

Framework:

- Does the Subcommittee have feedback on staff recommendations?
- Are there any other issues that the Subcommittee recommends for study in the future?

Nomenclature:

- Can Subcommittee members provide opinions on why or why they may not favor each of the names that staff has shortlisted?
- Do the Subcommittee members have a preference towards any of the names, or have other suggestions?



Thank you.

Contact Anup Tapase at:
atapase@bayareametro.gov

For more information, visit
planbayarea.org



Metropolitan Transportation Commission

375 Beale Street, Suite 800
San Francisco, CA 94105

Legislation Details (With Text)

File #:	21-0270	Version:	1	Name:	
Type:	Report	Status:		Informational	
File created:	1/28/2021	In control:		Policy Advisory Council Equity & Access Subcommittee	
On agenda:	3/1/2021	Final action:			
Title:	Plan Bay Area 2050 Equity Analysis Preview				
	Preview and discussion of the Plan Bay Area 2050 Final Blueprint Equity Analysis, slated for draft release in spring 2021.				

Sponsors:

Indexes:

Code sections:

Attachments: [06_Plan Bay Area 2050 Equity Analysis Mar 2021.pdf](#)

Date	Ver.	Action By	Action	Result
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Subject:

Plan Bay Area 2050 Equity Analysis Preview

Preview and discussion of the Plan Bay Area 2050 Final Blueprint Equity Analysis, slated for draft release in spring 2021.

Presenter:

Anup Tapase

Recommended Action:

Information

Attachments:

Metropolitan Transportation Commission
Policy Advisory Council Equity and Access Subcommittee

March 1, 2021

Agenda Item 6

Plan Bay Area 2050 Equity Analysis Preview

Subject: Preview and discussion of the Plan Bay Area 2050 Final Blueprint Equity Analysis, slated for draft release in spring 2021.

Background: In December 2020, staff shared a framework for the Equity Analysis Report with the Subcommittee (meeting recording https://baha.granicus.com/MediaPlayer.php?view_id=1&clip_id=7891), consisting of three components:

- 1) Equity Lens on Strategies: Captures equity-focused aspects that are woven into each of the Plan Bay Area 2050 strategies.
- 2) Investment Analysis: Identifies share of investment in all four elements of the Plan (Transportation, Housing, Economy and Environment) that benefit populations with low incomes. This includes the Title VI analysis for transit investments.
- 3) Plan Outcomes Analysis: Forecasts outcomes and disparities among population subgroups in 2050 with metrics that are aligned with the five Guiding Principles (Affordable, Connected, Diverse, Healthy and Vibrant).

Today's item previews these key components of the Plan Bay Area 2050 Draft Equity Analysis Report, which will be released in spring 2021 as a supplemental report alongside the Draft Plan Document. The content builds on extensive analysis over the last two years during the Horizon and Blueprint phases of the long-range planning process. As such, the presentation, included in **Attachment A**, covers substantial material by providing the main highlights. For detailed tables on equity-focused elements that are woven into strategies, please refer to **Handout A**.

Staff is seeking discussion on a few questions:

Short-term:

- Does the Subcommittee have any feedback on this preview of the Equity Analysis report?
- How can findings shape the Implementation Plan actions?

Long-term:

- How can findings inform what we prioritize for study, or how we study, in the next plan update?
- What tools and methods can we invest in to better study equity impacts during the next plan update?

Recommendation: Information

Attachments: Attachment A: Plan Bay Area 2050 Equity Analysis Framework Memo
(December 4, 2020, attached for reference)
Attachment B: Presentation - Plan Bay Area 2050 Equity Analysis Preview
(March 2021)
Handout A: Equity Lens on Strategies (March 2021)

M E M O R A N D U M



TO: Policy Advisory Council Equity & Access Subcommittee DATE: December 4, 2020
FR: Anup Tapase
RE: Plan Bay Area 2050 Equity Analysis: Communities of Concern Update and Equity Analysis Report Framework

Introduction

MTC has conducted an equity analysis for the last five regional plans in compliance with federal civil rights and environmental justice laws, primarily focused on the transportation investments included in the plan. In this memorandum, staff is presenting an update on the Equity Analysis Report for Plan Bay Area 2050. The first section provides background on the progress so far that will contribute towards developing the Equity Analysis Report. The second section provides an update on the methodology to measure disparities, including MTC's Communities of Concern methodology. The third section presents a framework to be used in the Equity Analysis Report. The memorandum concludes with next steps until the release of the Equity Analysis Report in April 2021, along with the Draft Plan.

Background and Progress So Far

During Plan Bay Area 2040, staff collaborated extensively with stakeholders to refine the Communities of Concern definition and identify Equity Measures for conducting a disparate impact analysis. This groundwork, along with the extensive policy and investment analysis during the Horizon scenario-planning process, enabled staff to switch the focus of its collaboration with stakeholders in Plan Bay Area 2050 towards weaving equity into the strategies that make up the Plan.

- Fall 2019: Engagement with the REWG kicked off in September 2019, beginning with a review of past work, and a discussion of existing inequities and equity-related issues to prioritize during the Blueprint phase. Staff had proposed then to continue using the Community of Concern (CoC) methodology for Plan Bay Area 2050 and refresh the underlying data, while acknowledging the need for a robust update to the overall CoC framework in the next few years.
- Winter 2019-20: Staff engaged the REWG to review Horizon outputs, refine strategies for the Draft Blueprint - the very first iteration of the Plan - and better define outcomes of the Plan to help staff determine appropriate metrics to measure performance and equity.

- Spring 2020: Staff engaged with focus groups of historically underrepresented community members, facilitated by community-based organizations, to understand their priorities, vet existing strategies and identify new strategies, especially for a post-COVID era. Staff also collaborated with transportation project sponsors to identify mitigations and strategy commitments for projects that were flagged for not advancing equity during Horizon.
- Summer 2020: Staff shared outcomes of the Draft Blueprint, which included an analysis of the proposed investments as well as several metrics to highlight performance and disparities. Staff then further engaged REWG and other stakeholders to refine existing strategies and identify new ones for the Final Blueprint.

This process has been pivotal in ensuring that strategies included in Plan Bay Area 2050 are centered on equity and justice. Staff is now looking to focus the next few months on analyzing the disparities in outcomes of the Final Blueprint and completing the Equity Analysis Report for the Draft Plan. The next section provides an update on the methodology to measure disparities, followed by the framework that staff proposes to use for the Equity Analysis Report.

Methodology to Measure Disparities

Communities of Concern: Recap of Definition and Underlying Data Update

MTC/ABAG has used the “Communities of Concern” (CoC) framework to identify disparate impacts for the last five long-range plans since 1999. While MTC’s land use model predicts where people may locate in the future by income level, staff is not able to predict where people of color, people with disabilities, or other underserved populations would locate in the future. The CoC framework provides a methodology to determine disparities by identifying geographies (census tracts) that currently have high concentrations of underserved populations. For the purpose of the Equity Analysis, staff assumes that locations of CoC tracts within the Bay Area are similar to today in 2050, while acknowledging that staff cannot meaningfully determine whether the composition of these areas would change in 2050.

MTC/ABAG updated its definition of Communities of Concern during Plan Bay Area 2040 in collaboration with the Regional Equity Working Group (REWG), detailed in MTC Resolution No.4217-Equity Framework for Plan Bay Area 2040 in **Attachment 1**. Staff has recalculated concentration thresholds using the latest available American Community Survey (ACS) data (2014-2018), as shown in **Table 1**. Thresholds are calculated as the mean of concentrations across census tracts plus half a standard deviation. Staff has also updated the CoC designations using the new thresholds, and has shared the [documentation](#) of the methodology and the [map layer](#) online.

Impacts and Implications of Data Update

With this data refresh, there are three main observed shifts in CoCs that validate known demographic trends:

1. The total number of CoC designated tracts has declined from 365 (in Plan Bay Area 2040) to 339, driven by a reduction in the share of households with income below 200% of Federal Poverty Level (FPL).
2. The share of population experiencing disadvantages that resides within CoC tracts has declined across 7 of the 8 disadvantage factors, with the overall share declining from 23% to 21%, indicative of lowered geographic concentration of disadvantage.
3. There are substantial shifts in the locations of CoC tracts that are indicative of recent displacement trends and align with Bay Area displacement research.

Table 1: Concentration Thresholds of Disadvantage Factors in Communities of Concern Framework - Plan Bay Area 2040 vs. Plan Bay Area 2050

	Adopted Thresholds Plan Bay Area 2040 (ACS 2009-13)		Updated Thresholds Plan Bay Area 2050 (ACS 2014-18)	
<i>Disadvantage Factor</i>	<i>% Regional Population</i>	<i>Concentration Threshold</i>	<i>% Regional Population</i>	<i>Concentration Threshold</i>
1. People of Color	58%	70%	60%	70%
2. Low Income (<200% Federal Poverty Level - FPL)	25%	30%	21%	28%
3. Limited English Proficiency	9%	20%	8%	12%
4. Zero-Vehicle Household	10%	10%	9%	15%
5. Seniors 75 Years and Over	6%	10%	6%	8%
6. People with Disability	9%	25%	10%	12%
7. Single-Parent Family	14%	20%	13%	18%
8. Severely Rent-Burdened Household	11%	15%	10%	14%
<i>Definition</i> - Census tracts that have a concentration of BOTH people of color AND low-income households, OR that have a concentration of 3 or more of the remaining 6 factors (#3 to #8) but only IF they also have a concentration of low-income households.				

Maps that depict the CoCs in Plan Bay Area 2040, the current designations of CoCs for Plan Bay Area 2050 and a comparison between the two can be found in **Attachment 2**. A detailed internal memorandum that discusses the change in CoCs, along with demographic data and shifts at the county level, can be found in **Attachment 3**.

Given these demographic shifts and a relatively more dispersed concentration of disadvantaged populations, staff acknowledges that the CoC framework may be becoming a less effective framework to measure disparities over time. Further, the framework may be overemphasizing concentrated poverty and potentially feeding into a deficit-based narrative that problematizes the underserved. As previously noted, staff is recommending a closer re-examination of the CoC framework that includes meaningful engagement with communities, advocates and partner agencies in the upcoming years as part of the agency's Equity Platform initiative. Given this is not feasible within the Plan Bay Area 2050 timeline, staff is proposing to augment the CoC methodology in the Equity Analysis by:

1. Measuring disparities not only between CoCs and rest of the region, but also High-Resource Areas.
2. Measuring disparities based on income status where feasible and appropriate.

Reconsidering the Nomenclature of "Communities of Concern"

Staff acknowledges the power of language and recognizes that the current MTC terminology "Communities of Concern" may be perceived as paternalistic, evoke empathy or conjure negative perceptions. Various MPOs and other public agencies use terminology that are more descriptive or action-oriented, generally falling into three typologies:

- "Environmental Justice" focus - easily understood, but limited definition; e.g. EJ Areas (SCAG).
- "Disadvantage" focus - emphasizes disadvantage, but feeds deficit-based narrative; e.g. Areas of Concentrated Poverty (Met Council), Historically Marginalized Communities (Oregon Metro).
- "Equity" focus - holistic and inclusive, but potentially vague; e.g. Equity Focused Communities (LA Metro), and Equity Emphasis Areas (MWCOC).

Staff has deliberated internally and is proposing to revise the nomenclature for use in Plan Bay Area 2050 to a term that highlights the opportunity and prioritization of these communities. Internally developed suggestions include Equity Prioritized Opportunity Communities (EPOCs), Equity Prioritized Investment Communities (EPICs), Equity Focus Communities (EFCs) and Equity and Access Zones (EAZs). Staff is seeking suggestions from the E&A Subcommittee and is also looking to engage with underserved communities on this topic prior to spring 2020. While acknowledging that the methodology itself would evolve in future efforts, the updated Communities of Concern geographies, along with the new terminology and the short-term proposals described above to mitigate existing shortcomings, will be the basis for the Equity Analysis Report framework described in the next section.

Proposed Equity Analysis Report Framework for Plan Bay Area 2050

Over the next few months, staff will develop the Equity Analysis Report for the Draft Plan Bay Area 2050, set for release in April 2021. This section provides an overview of the three components of the framework that staff is proposing to use for the Equity Analysis Report.

1. Equity Lens on Strategies

As noted above, relative to previous Plan Bay Area efforts, staff has devoted considerably more time to identify revisions to all strategies that advance equity and justice, and develop new equity-focused strategies during the Draft and Final Blueprint phases. Through multiple rounds of feedback from the Regional Equity Working Group and the Policy Advisory Council, as well as engagement with community-based organizations, Plan Bay Area 2050 strategies were refined to include components that would improve outcomes for underserved communities. Since some of these components cannot be modeled within the scope of the Blueprint due to limitations of the models (and would hence not be reflected in Plan outcomes metrics), the first component of the Equity Analysis Report will detail how equity is woven into each strategy. Specific to major transportation projects that are part of the fiscally constrained project list of Plan Bay Area 2050, this section will also highlight equity mitigations and commitments to equity-focused policies that were developed in collaboration with the project sponsors.

2. Investment Analysis

This component of the Equity Analysis Report will estimate the share of Plan funding in all four topic areas (Transportation, Housing, Economy and Environment) that is allocated towards investments benefiting underserved communities. Specific to transportation investments, disparities will be identified through a use-based analysis that allocates funding to population subgroups based on their typical use of the investments, thus constituting “benefit” to that subgroup. In the case of public transit investments, this analysis would comply with the federal laws and regulations related to Title VI of the Civil Rights Act of 1964. Further, the analysis will map all roadway and transit projects to show the spatial distribution of projects relative to census tracts with a concentration of people of color (represented by Communities of Concern).

3. Plan Outcomes Analysis

Staff will identify disparities in outcomes of Plan Bay Area 2050 between population subgroups through a set of metrics that align with the Plan’s Guiding Principles. The analysis will calculate:

- a) Existing disparities
- b) Forecasted horizon year (2050) disparities without Draft Plan implementation (No Project Alternative, i.e. a scenario where the Draft Plan is not adopted)
- c) Forecasted horizon year (2050) disparities with Draft Plan implementation

This analysis will be used to determine if the Plan has disproportionately high and adverse human health and environmental effects, including social and economic effects, on environmental justice populations, complying with the Executive Order 12898 and the associated DOT Order on Environmental Justice. Metrics that will be used to determine disparities will be sourced from the more extensive list of performance and equity metrics that was used to describe [outcomes of the Draft Blueprint](#), also found in **Attachment 4**.

Next Steps

Staff is currently seeking input from the Policy Advisory Council Equity and Access Subcommittee on the methodology to determine disparities, proposal to change the “Communities of Concern” nomenclature, and the framework for the Equity Analysis Report.

Further next steps include:

- December/January 2020: Staff to share outcomes of the Final Blueprint with the full Policy Advisory Council.
- February 2021: Staff to share a first draft of the Equity Analysis Report along with a proposal for the revised nomenclature of Communities of Concern.
- April 2021: Staff to release the final draft of the Equity Analysis Report, along with the Draft Plan and the federally required Title VI and EJ analysis.

Attachments:

1. MTC Resolution No.4217-Equity Framework for Plan Bay Area 2040
2. Maps: Plan Bay Area 2040 and Plan Bay Area 2050 Communities of Concern Maps, and Comparison Map
3. Memo: Communities of Concern Detailed Update for Plan Bay Area 2050
4. Draft Blueprint Investment and Outcomes Analysis
5. Presentation

PLAN BAY AREA 2050

PLAN BAY AREA 2050

TELL US WHAT YOU THINK.



I LIKE IT!

#3
reduces
traffic
& healthy
people

#5
esp. impact
for persons
w/ disabilities

#7
esp close
to Hays
& public
transit

#3
fresh air
good for
environment

#14
small
business
need encour
to grow

#5
Need
housing that is
affordable to
middle-income
families

#7
fits with trend
of declining
birth and natural
increase

#1
Publicly owned
sites for public
use (e.g. parks,
libraries, etc.) is
important for
community
development

#2
specific
needs of
communities
with high
poverty rates

#10
New
tax credits
for housing
development
Sustainable
upgrades

#1
Top priority
for housing
development
is to create
affordable
housing for
middle-income
families

#1
Road
improvements
for public
transportation
and walking
and biking

#6
Specific need
for housing
for unhoused
residents

#12
subsidies
that come in
the form of tax
breaks may not
help families
that are
struggling today

#3
need to
require
scanners
traffic to
be licensed
safety

Plan Bay Area 2050: Equity Analysis Preview

Anup Tapase

Policy Advisory Council Equity and Access Subcommittee
March 2021

As discussed in December, the Equity Analysis Report has three sections.

Disparities
Based On

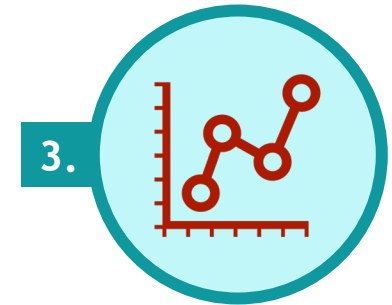
Geography: Communities of Concern vs. High-Resource Areas vs. Rest of Region
Income Group: Households with Low Income vs. Other Households



**Equity Lens
on Strategies**



Investment Analysis
(including Title VI Analysis and
Project Mapping)



**Plan Outcomes
Analysis**
(including EJ Disparities Analysis)

Agenda



Equity Lens on Strategies

Investment Analysis

Plan Outcomes Analysis

Next Steps and Discussion

Staff has taken an equity lens approach in crafting the strategies in Plan Bay Area 2050.



Analysis

- Futures data-driven scenario-planning analysis
- Project Performance equity analysis

Engagement

- Horizon Futures Strategy Workshops
- Pop-up workshops prioritized in Communities of Concern
- Equity commitments in Project Performance Assessment

- Blueprint Performance and Equity Outcomes

- Targeted outreach to people of color, low-income populations, people with disabilities, youth, unhoused, non-English speakers through Community-Based Organizations
- Pop-up workshops prioritized in Communities of Concern
- E&A Subcommittee engagement
- REWG workshops

Metrics can be insightful in terms of strategy impacts; however, not every aspect of every strategy can be simulated or captured in metrics.

For example:

Elements captured in metrics

Elements not captured in metrics (since they cannot be represented in MTC's transportation and land use models)

Strategy T4.

Reform Regional Fare Policy

- Regional integrated fare structure with a flat local fare
- Free transfers across operators
- Distance-based fare for regional trips
- Discounts for people with low incomes

- Discounts for youth
- Discounts for people with disabilities

Strategy H1.

Further Strengthen Renter Protections Beyond State Legislation

- Annual rent increases limited to the rate of inflation, while exempting units less than 10 years old

- Robust renter protection with expanded services such as legal assistance
- Strengthened enforcement of recently adopted and longstanding protections

Examples of elements that cannot be sufficiently represented in modeling and simulation include...



Transportation Element

- Community-led transportation enhancements
- Programs to enhance bus stop / train station amenities
- Discounts for youth and people with disabilities
- Complete streets improvements prioritized in Communities of Concern (CoCs)
- Safety-related street design improvements prioritized near schools, community centers, and parks



Economy Element

- Subsidies and infrastructure for high-speed internet in underserved low-income communities
- Funding for high-growth Priority Production Areas for non-transportation infrastructure improvements including fiber, broadband, and building improvements



Housing Element

- Expanded services such as legal assistance
- Transfer ownership of *units* to individual tenants, housing cooperatives, or public or non-profit housing organizations including community land trusts
- Mortgage and rental assistance specific to CoCs
- Targeted grants and low-interest loans to start up and expand locally-owned businesses



Environment Element

- Means-based subsidies to offset building retrofit costs
- Prioritize regional EV chargers in CoCs
- Prioritize mobility hubs (including carshare, micromobility and other investments) in CoCs

The full list of such elements can be found in Handout A.

Agenda

Equity Lens on Strategies



Investment Analysis

Plan Outcomes Analysis

Next Steps and Discussion

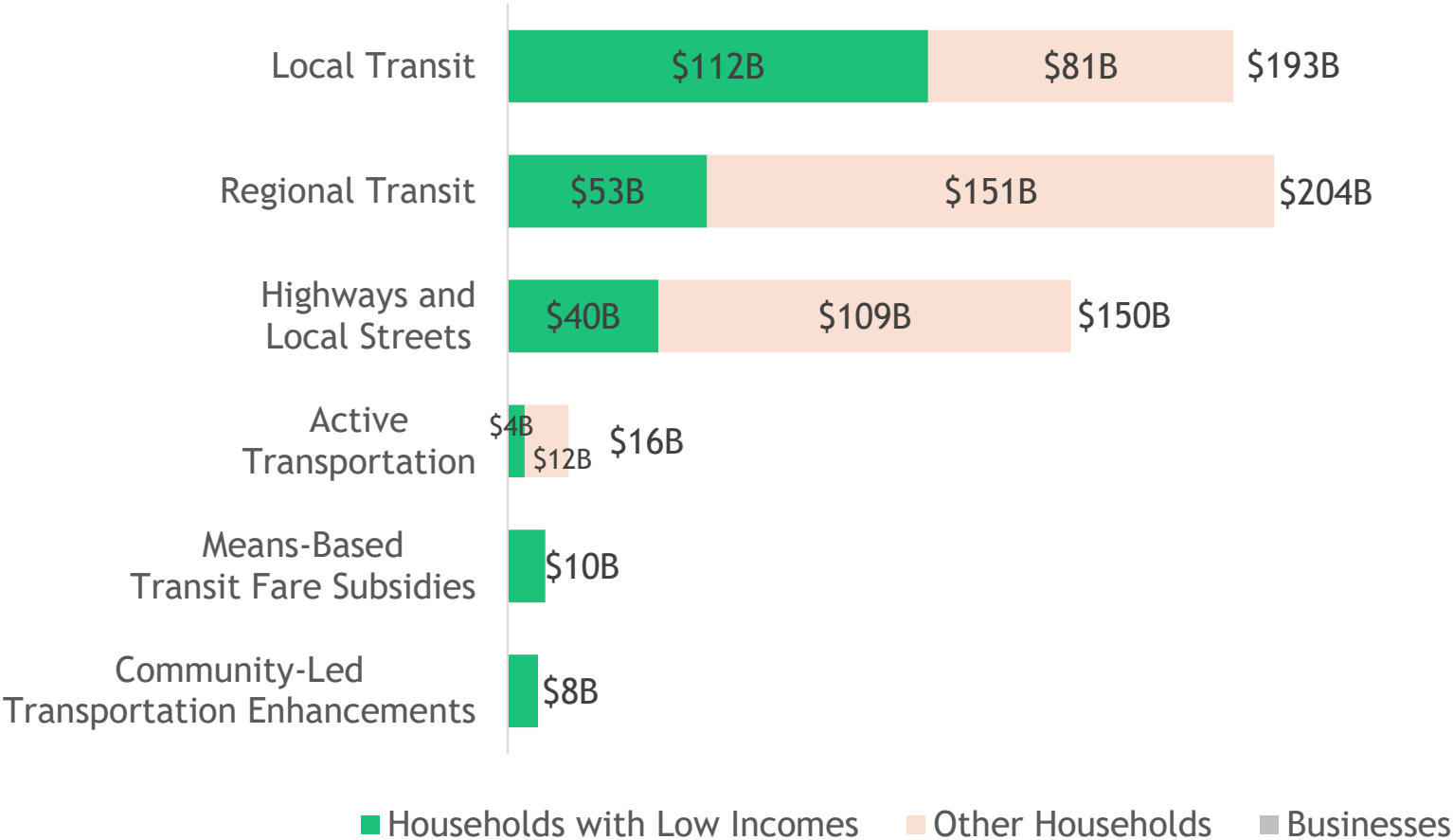
Key Questions

- How do investments **benefit households with low incomes** (under ~\$50,000 per year, ~21% all households¹)?
 - “Benefit” is defined as the share of investment that is targeted towards those households (either defined by the strategy, or calculated based on their share of use of the system)
- What is the **distribution of public transit investments among underserved population subgroups** (people with low incomes, and people of color) based on their use of public transit?

1. Definition of “households with low incomes” similar to Communities of Concern factor definition. (200% of Federal Poverty Level; annual household income ~\$50,000 for family of four)

39% of Transportation Element investments benefit households with low incomes.

Transportation Element Investments (YOE\$): \$579B



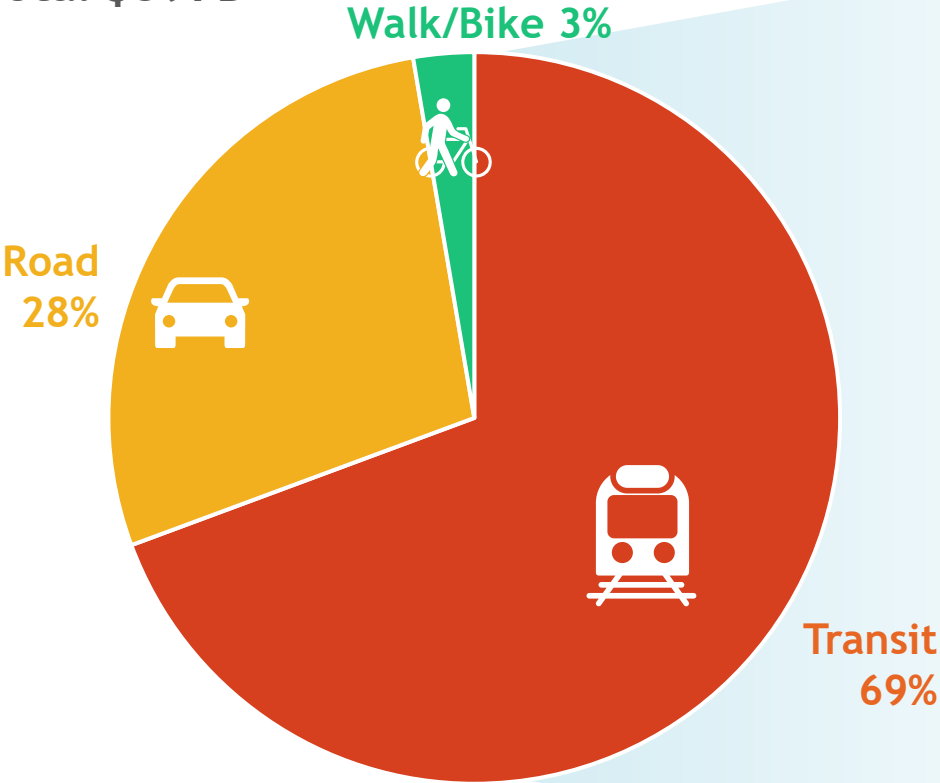
Key Equity-Related Investments

- Regional discretionary funding for transit and road investments, with additional emphasis on projects that serve low-income communities and communities of color
- Complete street and safety improvements prioritized in Communities of Concern
- Funding for transportation enhancements resulting from community-based planning and other similar efforts

Transit accounts for more than 70 percent of Final Blueprint transportation investments.

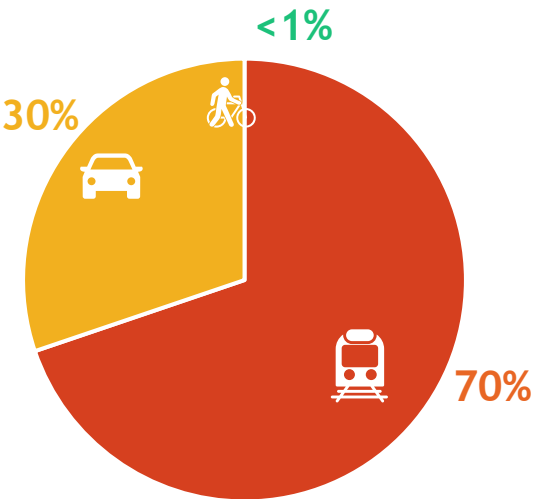
All Investments

Total \$597B



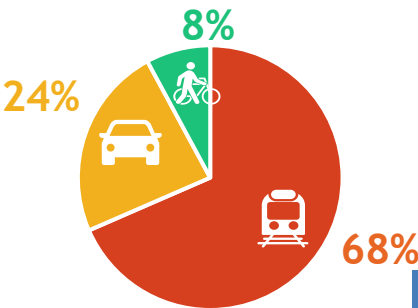
Operations & Maintenance (primarily Strategy T1)

\$394B
(66%)



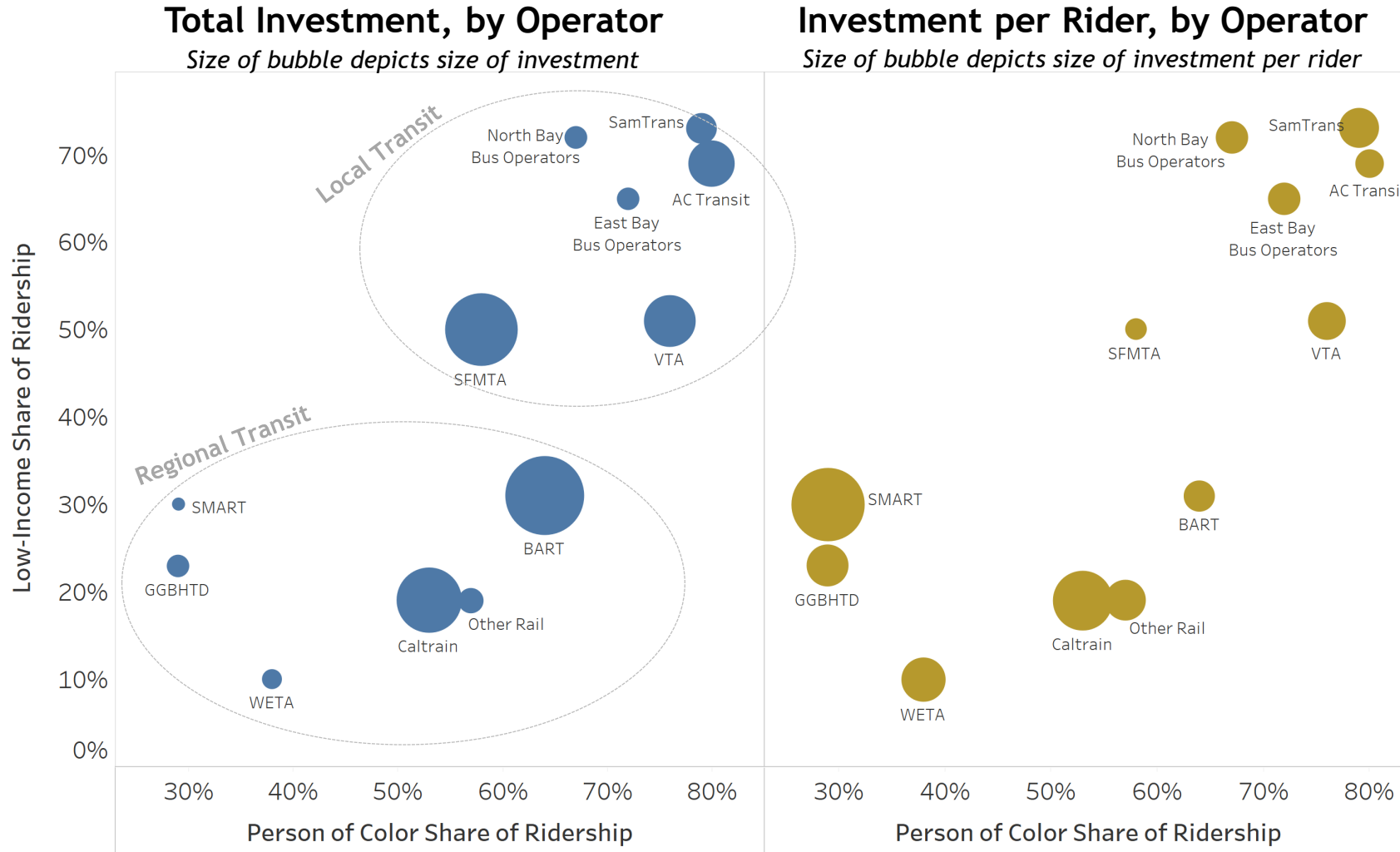
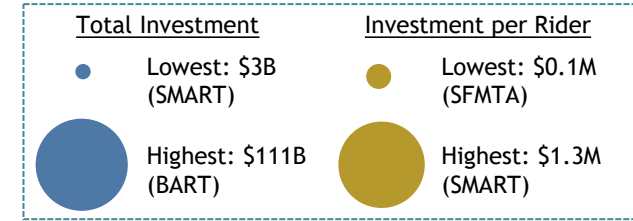
All Other Strategies

\$202B
(34%)



Key Point:

Transit investments by operator vary in terms of benefits to underserved populations.

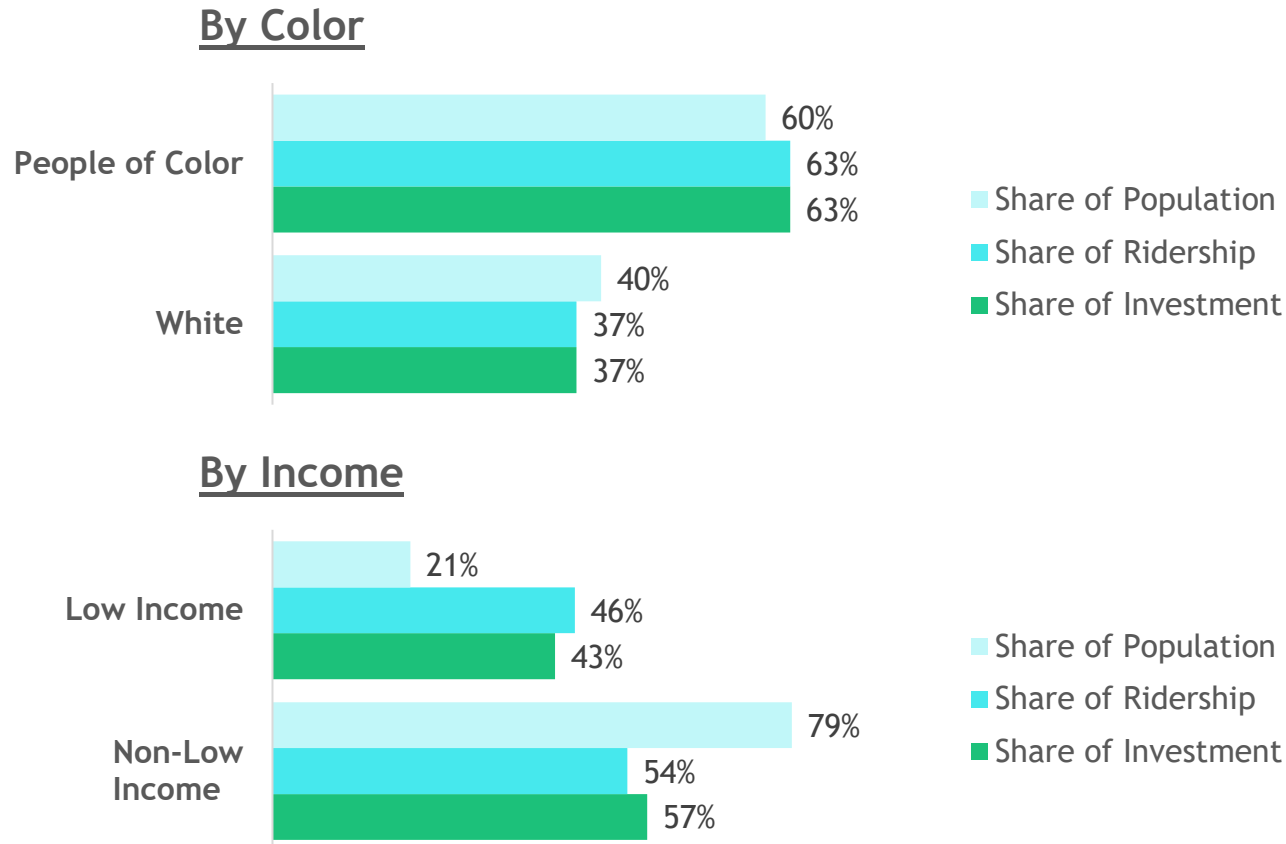


Source for share of ridership: Transit user surveys part of MTC's Regional Onboard Survey Program (conducted between 2012-2019)

- Transit investment analysis (including Title VI analysis) is informed by current usage by underserved populations.
- Most local transit investments benefit underserved populations, whereas regional rail and ferry systems tend to serve whiter and wealthier demographics.
- Blueprint strategies are designed to increase utility of regional transit operators to underserved populations (e.g., fare policy, seamless transit, affordable housing in transit-rich areas) - benefits which are not well-captured under Title VI requirements.

Transit investment benefits to underserved populations are **proportionate** to their transit use.

Share of Population and Ridership vs. Share of Investment



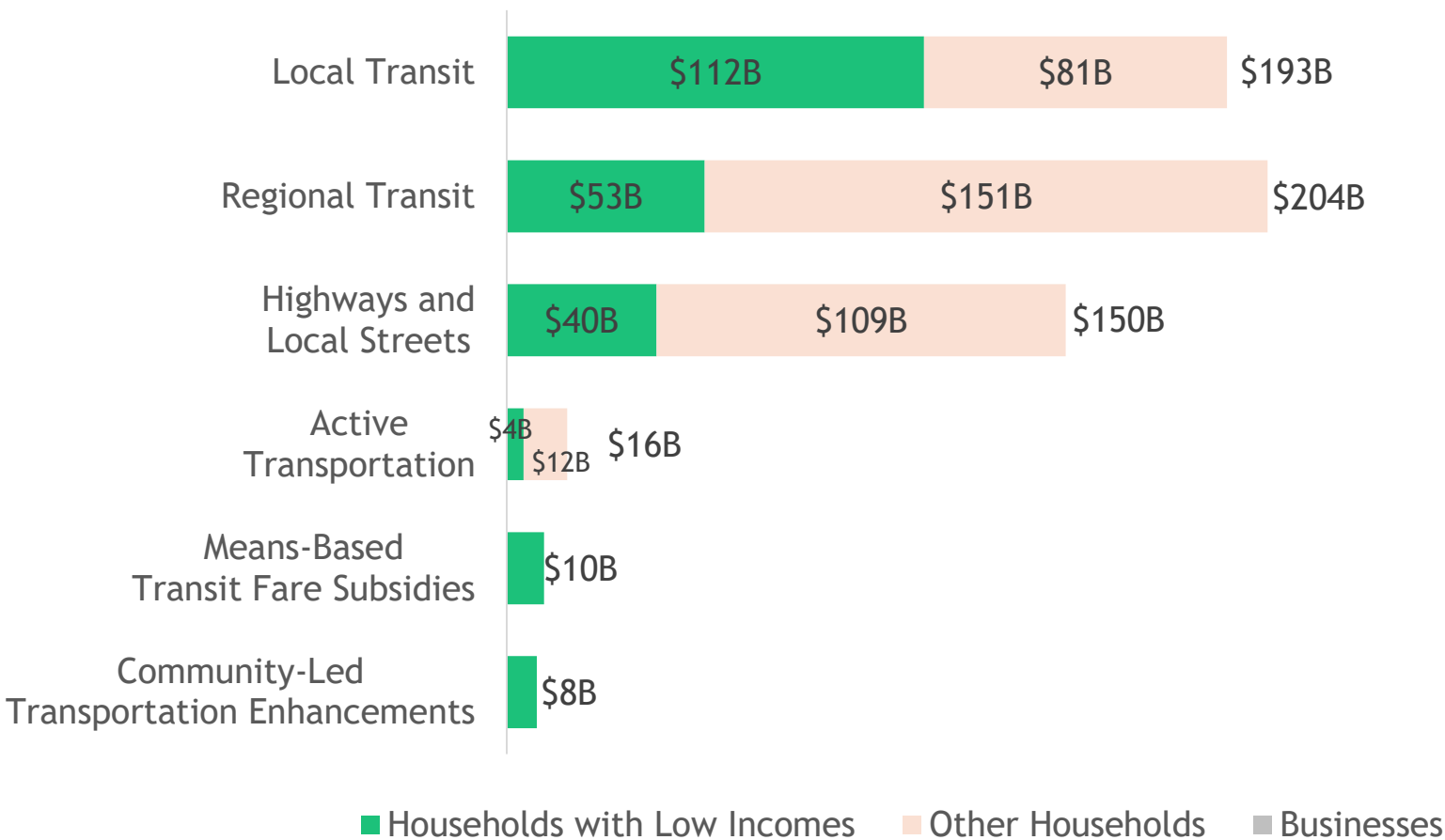
- The share of transit investments that benefits people of color, with respect to their current use, is proportional to the share of ridership.
- The share of transit investments that benefits people with low incomes, with respect to their current use, is slightly lower than the share of ridership.
- This analysis is similar to the Title VI analysis required for Plan Bay Area 2050.

Source for share of population: ACS Census data (2014-18)

Source for share of ridership: Transit user surveys part of MTC's Regional Onboard Survey Program (conducted between 2012-2019)

39% of Transportation Element investments benefit households with low incomes.

Transportation Element Investments (YOE\$): \$579B

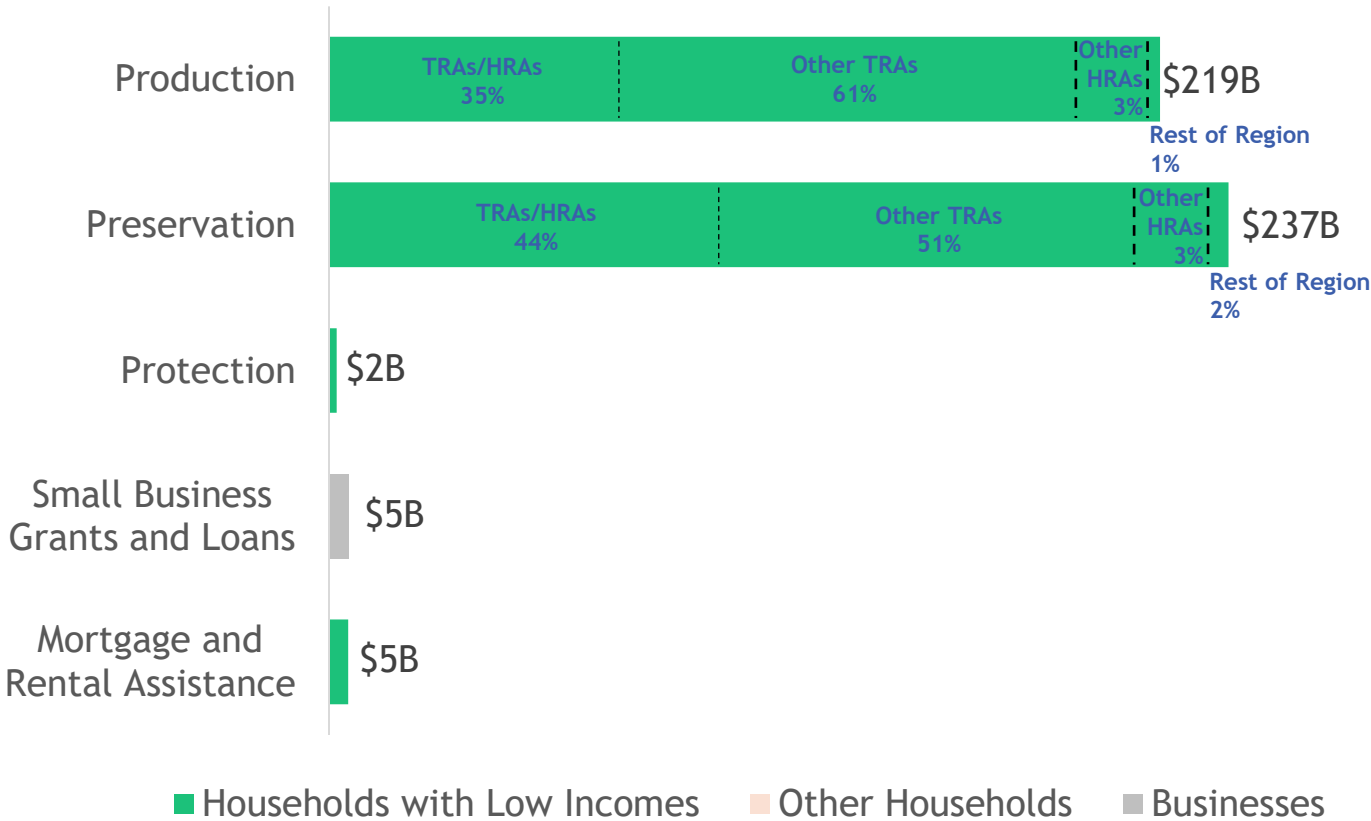


Key Equity-Related Investments

- Regional discretionary funding for transit and road investments, with additional emphasis on projects that serve low-income communities and communities of color
- Complete street and safety improvements prioritized in Communities of Concern
- Funding for transportation enhancements resulting from community-based planning and other similar efforts

99% of Housing Element investments benefit households with low incomes.

Housing Element Investment (YOE\$): \$468B



Key Equity-Related Investments

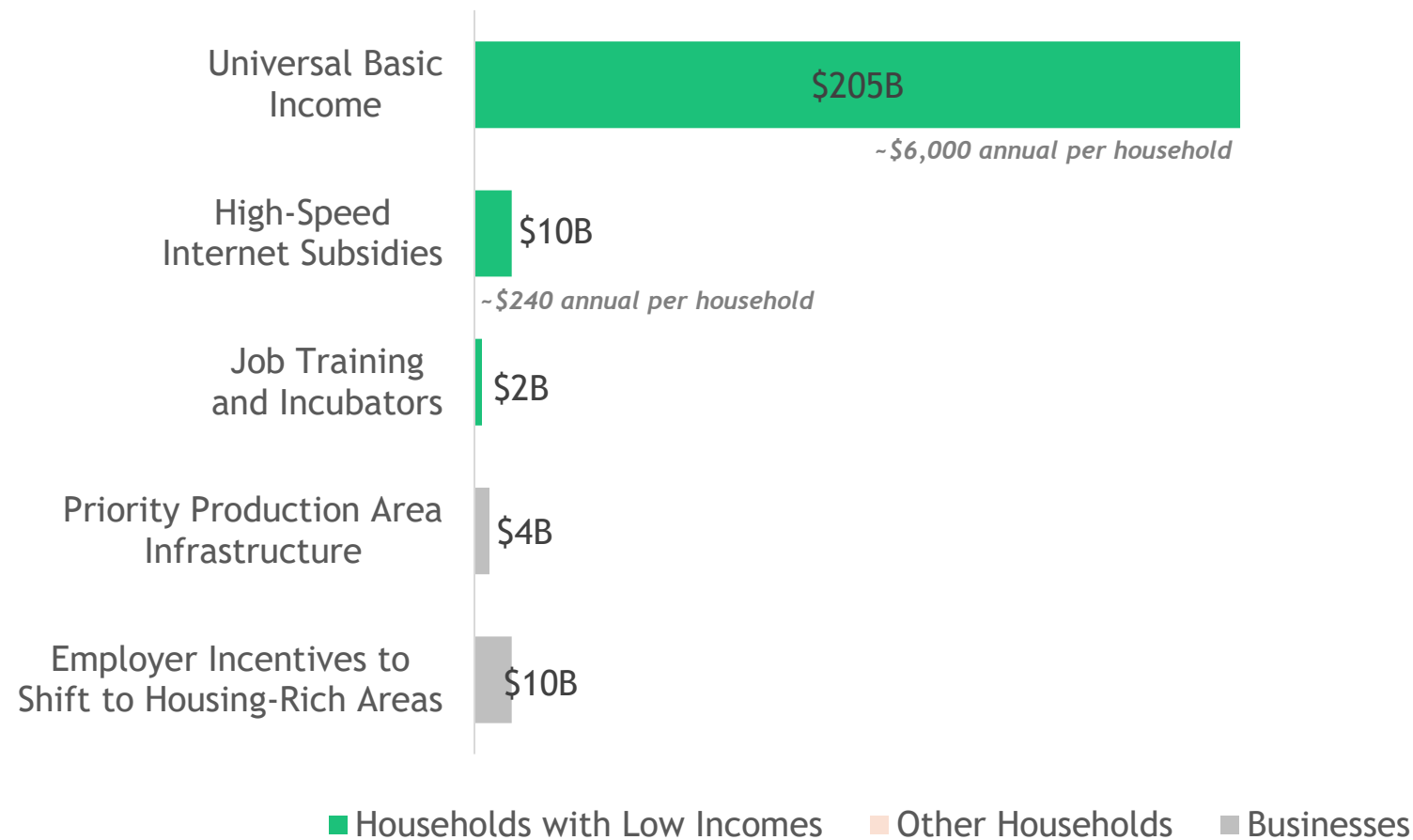
- Funding for affordable housing production and preservation
- Enforcement of existing protections and wrap-around services
- Assistance programs prioritized in Communities of Concern

TRAs: Transit-Rich Areas
HRAs: High-Resource Areas

Note: A share of affordable housing subsidies would likely benefit moderate income households as well, consistent with state and federal eligibility standards. Does not reflect other state and federal sources benefiting moderate and high income households, such as the mortgage interest deduction.

94% of Economy Element investments benefit households with low incomes.

Economy Element Investment (YOE\$): \$234B

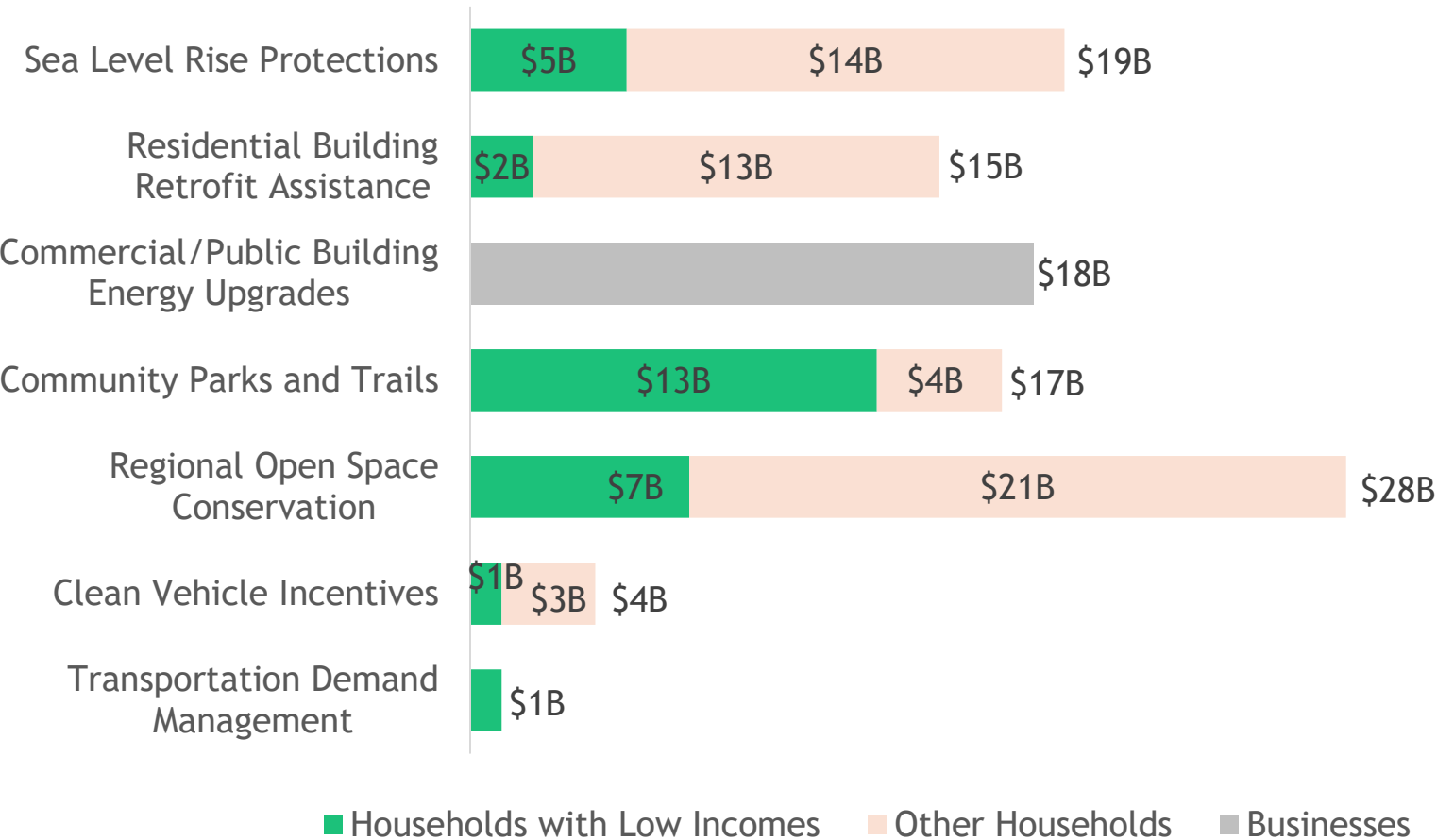


Key Equity-Related Investments

- Universal basic income to benefit mainly households with low incomes
- Subsidies for high-speed internet
- Training and incubator programs in collaboration with local community colleges in disadvantaged communities

28% of Environment Element investments benefit households with low incomes.

Environment Element Investment (YOES): \$102B



Key Equity-Related Investments

- Prioritization of most strategies in Communities of Concern
- Means-based subsidies for retrofitting and clean vehicle initiatives

Agenda

Equity Lens on Strategies

Investment Analysis



Plan Outcomes Analysis

Next Steps and Discussion

Key Question

- Has the Final Blueprint helped decrease disparities and advance equitable outcomes?
- Disparities measured between, where appropriate/feasible:
 - Households with Low-Incomes¹ vs. All Households
 - Communities of Concern vs. High-Resource Areas vs. Rest of the Region
 - Rural vs. Suburban vs. Urban Households

1. Definition of “households with low incomes” in the case of metrics differs slightly due to limitations of MTC’s land use and transportation models, which represents households that earn \$30,000 or less per year (in 2000 dollars; ~\$50,000 in today’s dollars) as low-income, which represents about a quarter of all households in the region






The Final Blueprint makes progress on disparities across-the-board.

Outcomes

- ↗ Outcomes in Positive Direction
- Mixed Outcomes
- ↘ Outcomes in Positive Direction

Disparities

- ↑ Increase
- Unchanged
- ↓ Decrease

Guiding Principle	Measure of Disparity	Metric	Outcomes		Disparities
			Underserved Population ¹	Regional Average	
Affordable 	Housing and Transportation Affordability <small>Plan Bay Area 2040</small>	Share of income spent on housing + transportation	↗	↗	↓
	Transportation Expenses	Average transit fare and toll expenditure	—	—	↓
Connected 	Proximity to Transit	Share of households located near high-frequency transit (0.5mi)	↗	↗	↓
	Accessibility to Jobs <small>Plan Bay Area 2040</small>	Number of jobs that are accessible by transit/auto/bike/walk	↗	↗	↓
Diverse 	Access to Opportunity	Share of households in High-Resource Areas that are households with low-incomes	↗	↗	↓
	Ability to Stay in Place <small>Plan Bay Area 2040</small>	Share of neighborhoods that experience displacement of low-income households	—	—	n/a
Healthy 	Access to Parks	Urban park acres per thousand residents	↗	↗	↓
	Air Quality Impacts <small>Plan Bay Area 2040</small>	PM2.5 Emissions Reductions between 2015-2050	↗	↗	—
	Safety from Vehicle Collisions	Annual Fatalities per 100,000 people (from non-freeway incidents)	↗	↗	—
	Protection from Natural Disasters	Share of risk-prone households that are protected from risk of sea level rise, earthquake and wildfire	↗	↗	↓
Vibrant 	Employment Diversity <small>Plan Bay Area 2040</small>	Jobs Growth by Industry Type between 2015-50	↗	↗	↓
	Employment Location	Average commute distance (miles)	↗	↗	—

1. Underserved Population refers to either households or workers with low incomes, or residents in Communities of Concern, depending on the metric.

The Final Blueprint makes significant progress in closing the gap in housing and transportation costs.

Disparities

↑

Increase

—

Unchanged

↓

Decrease

Affordable Guiding Principle:

Share of Income Spent on Housing & Transportation Costs

	2015	2050
Households with low incomes	113%	58%
Regional average	58%	45%

	2015	2050
<div><div>Household</div><div>Household + Car + Transit</div></div>	<div>Household68%</div> <div>Household + Car + Transit45%</div>	<div>Household29%</div> <div>Household + Car + Transit29%</div>
<div><div>Household</div><div>Household + Car + Transit</div></div>	<div>Household33%</div> <div>Household + Car + Transit25%</div>	<div>Household21%</div> <div>Household + Car + Transit24%</div>

↓

Disparity Decreases

Producing and preserving more affordable housing, combined with strategies like universal basic income and means-based fares and tolls, help to reduce cost burdens to households with low incomes by nearly half.

The Final Blueprint significantly reduces transit expenses while decreasing impacts of new tolling.

Disparities

⬆

Increase

—

Unchanged

⬇

Decrease

Affordable Guiding Principle: Average Fare per Transit Trip

	2015	2050
Households with low incomes	\$2.80	\$1.50
Regional average	\$3.20	\$2.90



Disparity
Decreases

Means-based fares have the greatest benefits for low-income transit riders, even as transit fare reform leads to benefits for all riders.

Affordable Guiding Principle: Average Toll per Auto Trip

	2015	2050
Households with low incomes	\$0.05	\$0.10
Regional average	\$0.08	\$0.23



Disparity
Decreases

Impacts of freeway tolling, critical for managing congestion and curbing emissions, to low-income drivers are decreased with means-based tolls.

The Blueprint plans for improved access to transit for households with low incomes.

Disparities

↑

Increase

—

Unchanged

↓

Decrease

Connected Guiding Principle:

Share of Households Located Near High-Frequency Transit¹ (0.5mi)

	2015	2050
Households with low incomes	42%	71%
Regional average	33%	46%

Area Type ²	2015	2050
Rural	1%	6%
Suburban	9%	21%
Urban	52%	70%



Disparity
Decreases

With targeted affordable housing growth in transit-rich areas, and improvements to transit service, over two-thirds of households with low incomes would be within half-mile of high-frequency transit¹.

1. High-frequency transit is defined as rail, ferry and bus stops with two or more intersecting routes with frequencies less than or equal to 15 minutes.

2. Area type definitions are based on densities of population and employment in developed residential or commercial areas.

Approximate composition:

Developed area: Urban 31%, Suburban 54%, Rural 16%

Total area: Urban 7%, Suburban 21%, Rural 72%

Population 2015: Urban 51%, Suburban 40%, Rural 9%

The Final Blueprint strategies improve access to jobs from Communities of Concern.

Disparities

⬆

Increase

—

Unchanged

⬇

Decrease

Connected Guiding Principle:

Number of Jobs that are Accessible by 45 Minute Transit (including walk access and waiting time)

	2015	2050	Area Type ¹	2015	2050
Communities of Concern	200,000	427,000	Rural	2,000	5,000
High Resource Areas	126,000	233,000	Suburban	27,000	67,000
Regional average	132,000	276,000	Urban	237,000	448,000



Disparity
Decreases

Focused housing and employment growth in Transit-Rich Areas and transit expansion strategies significantly increase the number of jobs accessible by transit.

1. Area type definitions are based on densities of population and employment in developed residential or commercial areas.
Approximate composition:
Developed area: Urban 31%, Suburban 54%, Rural 16%
Total area: Urban 7%, Suburban 21%, Rural 72%
Population 2015: Urban 51%, Suburban 40%, Rural 9%

The Blueprint plans for more inclusive places and greater access to opportunity for underserved communities.

Disparities

⬆

Increase

—

Unchanged

⬇

Decrease

Diverse Guiding Principle:

Share of Households that are Low-Income Households

	2015	2050
High-Resource Areas	20%	24%
Transit-Rich Areas	32%	39%
Communities of Concern	43%	41%
Region	26%	28%



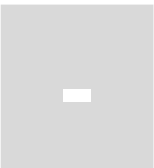
Disparity
Decreases

The Blueprint makes headway in creating more inclusive communities, enabled by inclusionary zoning and subsidies for affordable housing in areas with better access to assets and opportunities.

Diverse Guiding Principle:

Share of Neighborhoods that Experience Net Loss of Low-Income Households between 2015 and 2050

	2015-2050
High-Resource Areas	17%
Transit-Rich Areas	9%
Communities of Concern	40%
Region	48%



n/a

While “displacement risk” is difficult to measure, much of the loss in Communities of Concern and the region is attributed to relocation to growth geography neighborhoods.

Blueprint strategies enable healthier communities with more park space per resident.

Disparities

⬆

Increase

—

Unchanged

⬇

Decrease

Healthy Guiding Principle:
Urban Park Acres per Thousand Residents

	2015	2050
Communities of Concern	1.4	2.3
High-Resource Areas	2.1	2.3
Regional average	1.7	2.1

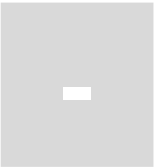


Disparity
Decreases

Strategies to prioritize park investments in Communities of Concern not only help increase acreage of park space in those communities, but also quality of parks.

Healthy Guiding Principle:
PM2.5 Emissions Reductions¹ between 2015-2050

	2015-2050
Communities of Concern	-19%
High-Resource Areas	-20%
Regional average	-19%



Disparity
Unchanged

Despite overall increases in population and total miles driven, fine particulate matter emissions decrease due to cleaner vehicles.

1. Estimated based on change in freeway and non-freeway VMT at the local level.

The Blueprint prioritizes Communities of Concern in planning for safety and resiliency.

Disparities

⬆

Increase

—

Unchanged

⬇

Decrease

Healthy Guiding Principle:

Annual Fatalities per 100,000 people¹

	2015	2050
Communities of Concern	4.3	4.1
Regional average	3.6	3.4



Disparity
Unchanged

The (simulated) rate of fatalities decreases similarly across geographies and remains far from zero incidents. Street design enhancements and programs proposed in Blueprint strategies are required to make further headway.

Healthy Guiding Principle:

Share of Risk-Prone Households that are Protected

	2050
Communities of Concern	Sea Level Rise: 100% Earthquake: 100% Wildfire: 100%
Regional average	Sea Level Rise: 98% Earthquake: 100% Wildfire: 100%



Disparity
Decreases

Planned protection and adaption investments and means-based retrofit subsidies for residential buildings enable resiliency to natural disasters in Communities of Concern.

1. Includes only fatalities from non-freeway collisions, since freeway collisions cannot be directly attributed to local geographies.

The Blueprint strives toward greater economic mobility for low-income populations.

Disparities

⬆

Increase

—

Unchanged

⬇

Decrease

Vibrant Guiding Principle:

Jobs Growth by Industry Type between 2015-50

	2015	2050
Low-Wage Industries	n/a	30%
Middle-Wage Industries	n/a	34%
High-Wage Industries	n/a	40%
All Industries	n/a	35%



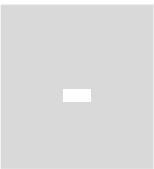
Disparity
Decreases

While jobs in high-wage industries continue to outpace region-wide job growth, jobs in middle-wage industries keep pace¹, with some of this growth in Priority Production Areas.

Vibrant Guiding Principle:

Average Commute Distance (miles)

	2015	2050
Workers with low incomes	9.5	9.0
Regional average	12.0	11.5



n/a

Average commute distance, a critical indicator of jobs-housing (im)balance, is lowered for workers at all income levels.

1. For reference, the middle-wage industry job growth is considerably above the growth between 1990-2015 (~18%). (Source: MTC Vital Signs)

Agenda

Equity Lens on Strategies

Investment Analysis

Plan Outcomes Analysis



Next Steps and Discussion

What's Next?

Ongoing

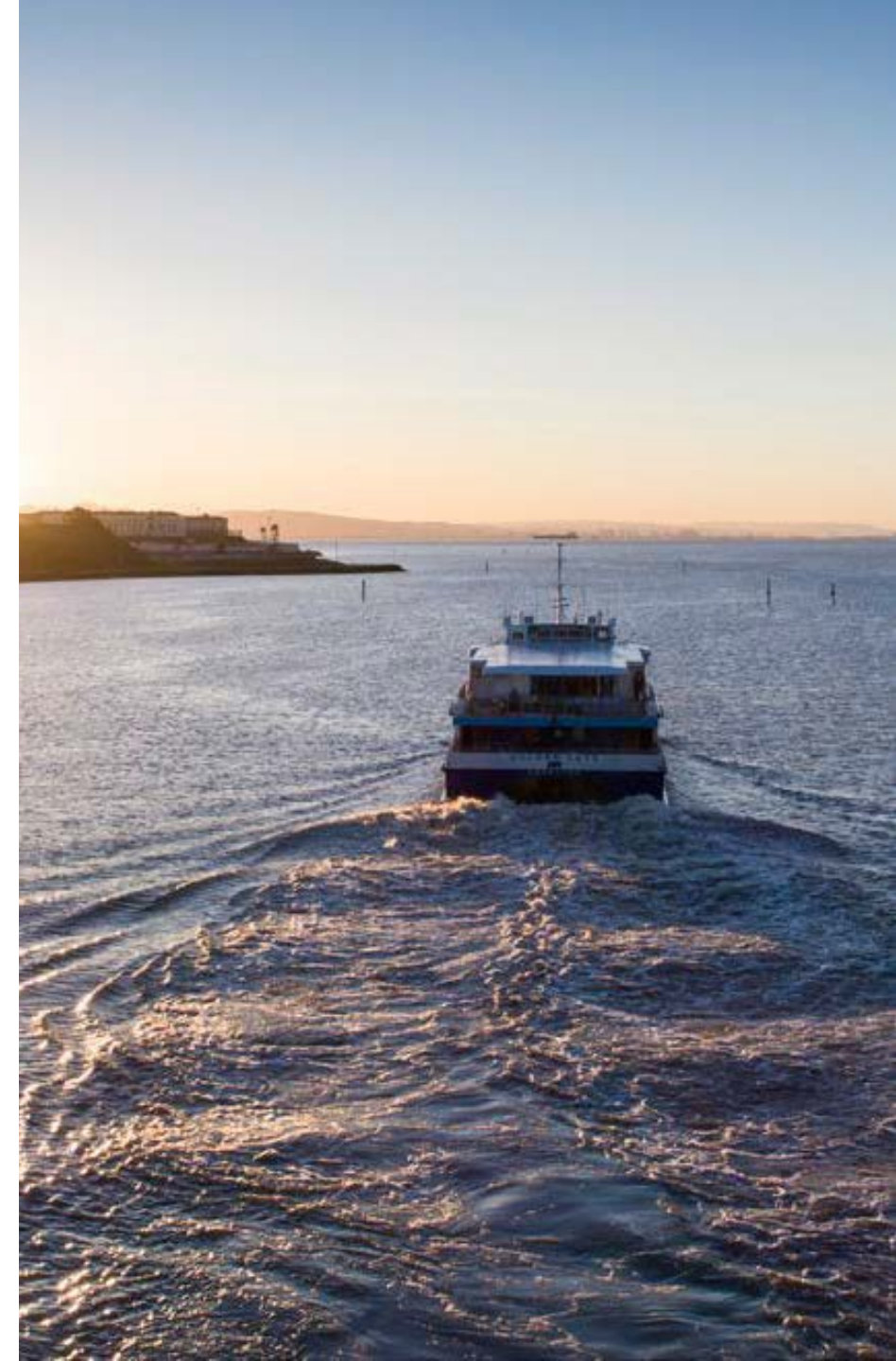
- Implementation Plan Development
- EIR Analysis
- Equity Report Analysis

Spring 2021

- Draft Plan Release
- Draft Equity Report Release
- Draft Title VI and EJ Analysis Release

Fall 2021

- Final Plan Adoption



Questions and Discussion

Short-term:

- Does the Subcommittee have any feedback on this preview of the Equity Analysis report?
- How can findings shape the Implementation Plan actions?

Long-term:

- How can findings inform what we prioritize for study, or how we study, in the next Plan Bay Area update?
- What tools and methods can we invest in to better study equity impacts during the next Plan Bay Area update?



Thank you.

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For more information: visit planbayarea.org



PLAN BAY AREA 2050

Plan Bay Area 2050: Equity Analysis Preview Handout A: Equity Lens on Strategies

Anup Tapase

Policy Advisory Council Equity and Access Subcommittee
March 2021

Metrics can be insightful in terms of strategy impacts; however, not every aspect of every strategy can be simulated or captured in metrics.

For example:

Elements captured in metrics

Elements not captured in metrics

Strategy T4. Reform Regional Fare Policy

- Regional integrated fare structure with a flat local fare
- Free transfers across operators
- Distance-based fare for regional trips
- Discounts for people with very low incomes

- Discounts for youth
- Discounts for people with disabilities

Strategy H1. Further Strengthen Renter Protections Beyond State Legislation

- Annual rent increases limited to the rate of inflation, while exempting units less than 10 years old

- Robust renter protection with expanded services such as legal assistance
- Strengthened enforcement of recently adopted and longstanding protections

Transportation Element: Page 1 of 2

Strategy		Cost (\$B)	Equity-Focused Elements Within Strategies that are Not Captured by Metrics
T1	Restore, Operate, and Maintain the Existing System	\$390	n/a
T2	Support Community-Led Transportation Enhancements in Communities of Concern	\$8	Investments resulting from programs such as CBTP planning and participatory budgeting, such as lighting and safety measures, improvements to transit stations and stops, and subsidies for shared mobility like bike share or car share
T3	Enable a Seamless Mobility Experience	\$3	Unified transportation wallet with options for loading value in cash
T4	Reform Regional Fare Policy	\$10	Discounts for youth, people with disabilities
T5	Implement Per-Mile Tolling on Congested Freeways with Transit Alternatives	\$1	Discounts for people with disabilities
T6	Improve Interchanges and Address Highway Bottlenecks	\$11	n/a
T7	Advance Other Regional Programs and Local Priorities	\$18	n/a

Transportation Element: Page 2 of 2

4

Strategy		Cost (\$B)	Equity-Focused Elements Within Strategies that are Not Captured by Metrics
T8	Build a Complete Streets Network	\$13	<ul style="list-style-type: none">• Support to local jurisdictions to maintain and expand car-free slow streets• Amenities like improved lighting, safer intersections, and secure bike parking at transit stations• Prioritization of improvements near transit and in Communities of Concern
T9	Advance Regional Vision Zero Policy through Street Design and Reduced Speeds	\$4	<ul style="list-style-type: none">• Enforcement of lower speeds using design elements like speed bumps, lane narrowings, intersection bulbouts on local streets• Emphasis on improvements near schools, community centers, and parks• Engagement with local communities to identify priority locations for enforcement• Reinvestment of revenues generated from violation fines into safety initiatives, including education and capital investments
T10	Enhance Local Transit Frequency, Capacity, and Reliability	\$31	n/a
T11	Expand and Modernize the Regional Rail Network	\$81	n/a
T12	Build an Integrated Regional Express Lane and Express Bus Network	\$9	n/a

Housing Element

Strategy		Cost (\$B)	Equity-Focused Elements Within Strategies that are Not Captured by Metrics
H1	Further Strengthen Renter Protections Beyond State Legislation	\$2	<ul style="list-style-type: none"> Expanded services such as legal assistance Strengthened enforcement of recently adopted and longstanding protections, including fair housing requirements
H2	Preserve Existing Affordable Housing	\$237	<ul style="list-style-type: none"> Transfer of ownership of <i>units without deed-restrictions</i> (also known as “naturally occurring affordable housing”) to individual tenants, housing cooperatives, or public or non-profit housing organizations including community land trusts
H3	Allow a Greater Mix of Housing Densities and Types in Blueprint Growth Geographies	-	n/a
H4	Build Adequate Affordable Housing to Ensure Homes for All	\$219	<ul style="list-style-type: none"> Prioritization of projects in High Resource Areas, Transit Rich Areas, and communities facing displacement risk
H5	Integrate Affordable Housing into All Major Housing Projects	-	n/a
H6	Transform Aging Malls and Office Parks into Neighborhoods	-	n/a
H7	Provide Targeted Mortgage, Rental, and Small Business Assistance to Communities of Concern	\$10	<ul style="list-style-type: none"> Mortgage and rental assistance in Communities of Concern, prioritizing longtime previous or existing residents of communities of color Targeted grants and low-interest loans to start up and expand locally-owned businesses
H8	Accelerate Reuse of Public and Community Land for Mixed-Income Housing and Services	-	<ul style="list-style-type: none"> Prioritization of projects that benefit communities of color and other underserved communities

Economy Element

Strategy		Cost (\$B)	Equity-Focused Elements Within Strategies that are Not Captured by Metrics
EC1	Implement a Statewide Universal Basic Income	\$205	
EC2	Expand Job Training and Incubator Programs	\$5	<ul style="list-style-type: none"> • Training for high-growth in demand occupations in collaboration with local community colleges in disadvantaged communities
EC3	Invest in High-Speed Internet in Underserved Low-Income Communities	\$10	<ul style="list-style-type: none"> • Direct subsidies for internet access to reduce costs for low-income households to \$0 per month • Public infrastructure to create additional high-speed fiber connections
EC4	Allow Greater Commercial Densities in Growth Geographies	-	
EC5	Provide Incentives to Employers to Shift Jobs to Housing-Rich Areas Well Served by Transit	\$10	
EC6	Retain and Invest in Key Industrial Lands	\$4	<ul style="list-style-type: none"> • Limited annual funding for high-growth PPAs for non-transportation infrastructure improvements including fiber, broadband, and building improvements

Environment Element: Page 1 of 2

Strategy		Cost (\$B)	Equity-Focused Elements Within Strategies that are Not Captured by Metrics
EN1	Adapt to Sea Level Rise	\$19	<ul style="list-style-type: none"> • Prioritization of nature-based actions and resources in Communities of Concern
EN2	Provide Means-Based Financial Support to Retrofit Existing Buildings (<i>Energy, Water, Seismic, Fire</i>)	\$15	<ul style="list-style-type: none"> • Means-based subsidies to offset costs • Prioritization of assistance in Communities of Concern
EN3	Fund Energy Upgrades to Enable Carbon-Neutrality in All Existing Commercial and Public Buildings	\$18	<ul style="list-style-type: none"> • Focus of investments in under-resourced communities, creating long-term job opportunities
EN4	Maintain Urban Growth Boundaries	-	
EN5	Protect and Manage High-Value Conservation Lands	\$15	
EN6	Modernize and Expand Parks, Trails, and Recreation Facilities	\$30	

Environment Element: Page 2 of 2

Strategy		Cost (\$B)	Equity-Focused Elements Within Strategies that are Not Captured by Metrics
EN7	Expand Commute Trip Reduction Programs at Major Employers	-	<ul style="list-style-type: none"> Complementary strategy (<i>Strategy EC3</i>) to expand internet access in underserved communities
EN8	Expand Clean Vehicle Initiatives	\$4	<ul style="list-style-type: none"> Prioritization of regional EV chargers in Communities of Concern Scaling of vehicle buyback program and EV incentives based on household income level (>50% of funding towards households with low incomes)
EN9	Expand Transportation Demand Management Initiatives	\$1	<ul style="list-style-type: none"> Prioritization of targeted transportation alternatives for residential buildings with households with low incomes (25% of funding to residential buildings) Prioritization of Mobility Hubs (including carshare, micromobility and other strategies) in Communities of Concern