

Date: November 16, 2022
W.I.: 1121
Referred By: PLNG

ABSTRACT

Resolution No. 4550

This resolution adopts MTC's revised Guidelines for Countywide Transportation Plans, which establishes a common planning framework between Countywide Transportation Plans and the Regional Transportation Plan/Sustainable Communities Strategy (commonly referred to as "Plan Bay Area"). The effective date for the revised guidelines is for Countywide Transportation Plans initiated after December 1, 2022. This resolution supersedes MTC Resolution No. 2120.

Further discussion of this subject is contained in the Joint MTC Planning with the ABAG Administration Committee summary sheet dated November 4, 2022.

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Re: Adoption of the Guidelines for Countywide Transportation Plans

METROPOLITAN TRANSPORTATION COMMISSION
RESOLUTION NO. 4550

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

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

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

WHEREAS, Government Code § 66531 permits each county within the Commission's jurisdiction, together with the cities within the county, to develop and update a Countywide Transportation Plan for the county and its included cities; and

WHEREAS, Government Code § 66531 further provides that MTC shall develop guidelines (“Guidelines for Countywide Transportation Plans” as Attachment A to this resolution) for the preparation of the Countywide Transportation Plans; and

WHEREAS, the guidelines must be consistent with the Commission's preparation of the Regional Transportation Plan, which is guided by state (§65080) and federal (23 CFR Part 450) requirements for its preparation and content; and

WHEREAS, the guidelines promote compatibility between Countywide Transportation Plans and the Regional Transportation Plan (commonly referred to as “Plan Bay Area”) through a common planning framework; now therefore, be it

RESOLVED, that MTC adopts the "Guidelines for Countywide Transportation Plans" attached as Attachment A to this resolution, and incorporated herein by reference; and, be it further

RESOLVED, that this resolution be transmitted to the nine Bay Area counties for use in preparing their Countywide Transportation Plans.

METROPOLITAN TRANSPORTATION COMMISSION

Alfredo Pedroza, Chair

The above resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in San Francisco, California, and at other remote locations, on November 16, 2022.

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Attachment A
Resolution No. 4550
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Guidelines for Countywide Transportation Plans

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The intent of these guidelines is to provide context for coordinated transportation and land use planning in the San Francisco Bay Area by developing a common planning framework between Countywide Transportation Plans (CTP) and the San Francisco Bay Area's Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS, herein referred to as "Plan Bay Area"), reflective of state and regional climate and equity goals. As such, these guidelines are intended to guide the development of the next round of CTPs, which are expected to inform the development of the next major update of Plan Bay Area, expected to begin in 2026 and be adopted in 2029.

A | PLANNING CONTEXT

CTP Background

In 1988, the State legislature passed Assembly Bill 3705 (Eastin), authorizing Bay Area counties to develop CTPs on a voluntary basis. The provisions in AB 3705 are codified in Section 66531 (see Appendix A) of the California Government Code and were modified by the passage of AB 1619 (Lee) (Statutes of 1994, Chapter 25). Among other things, the law suggests content to be included in CTPs and clarifies relationships between the CTP and the RTP, and between the CTP and Congestion Management Programs (CMPs).

Importantly, the state law established an inter-dependent relationship between CTPs and the RTP and provided a pathway for regionally significant local policies and priorities to be included into the RTP if the CTP was prepared in a consistent manner as the Commission's preparation of the RTP (see Appendix B). The statute promoted compatibility between CTPs and the RTP through a common planning framework, even though the plans may differ in scope.

CTPs and MTC's guidelines have evolved since the passage of AB 3705. The Bay Area's County Transportation Agencies have prepared and updated CTPs to build consensus toward countywide transportation visions, guide long-term decision-making, reflect local policies and priorities, and inform transportation funding decisions. CTPs continue to be a primary input into the preparation of Plan Bay Area. Accordingly, MTC's guidelines are intended to establish a common framework for CTPs that encourages compatibility of the plans with Plan Bay Area.

Plan Bay Area

On October 21, 2021, the Metropolitan Transportation Commission (MTC) and the Executive Board of the Association of Bay Area Governments (ABAG) jointly adopted the third iteration of Plan Bay Area, *Plan Bay Area 2050*. Plan Bay Area 2050 connects the elements of housing, the economy, transportation, and the environment through 35 strategies that aim to make the Bay Area more equitable for all residents and more resilient in the face of unexpected challenges. In the short-term, the Plan's implementation plan identifies more than 80 specific actions for MTC, ABAG, and partner organizations to take over the next five years to make headway on each of the 35 strategies and achieving Plan Bay Area goals and objectives.

Plan Bay Area grew out of the Sustainable Communities and Climate Protection Act (Sustainable Communities Act, SB 375, Chapter 728, Statutes of 2008), which requires each of the state's 18 metropolitan areas to identify transportation and land use strategies to reduce per capita greenhouse gas (GHG) emissions from cars and light trucks. Pursuant to SB 375, the California Air Resources Board

(CARB) sets regional targets for GHG emissions reductions. These emissions reduction targets are the state's primary mechanism to achieve statewide GHG emissions reduction goals for cars and light trucks. In 2010, the Bay Area's reduction targets were set at 7 percent per capita by 2020 and 15 percent per capita by 2035, with both targets compared to 2005 emissions levels. In 2018, CARB updated the regional emissions reduction targets in order to make significant progress in achieving the state's 2030 emissions target. The Bay Area's current GHG emissions reduction targets are 10 percent per capita by 2020 and 19 percent per capita by 2035¹. CARB is tasked with monitoring statewide progress toward meeting regional emissions reduction targets every four years (2018, 2022², etc.) and updating the regional emissions reduction targets every eight years (2018, 2018, etc.) to ensure the state is on course to achieve climate goals.

State Goals

Since SB 375 was enacted in 2008, state policy has continued to emphasize accelerated achievement of GHG emissions reduction goals. The CARB scoping plans (2017 and 2022³) contain statewide strategies to meet GHG emissions reduction targets and reach carbon neutrality. The scoping plans emphasize the state's need to significantly reduce vehicle miles traveled (VMT) and increase walking, biking, and transit usage.

More recently, the state has also identified equity as an equally important goal in its transportation planning and funding policies. CAPTI, the state's Climate Action Plan for Transportation Infrastructure (March 2021), supports the California Transportation Plan by creating a framework for aligning the state's transportation investments with its climate, health, and social equity goals. CAPTI also recognizes the need to reduce VMT and increase walking, biking, and transit usage. As a result, transportation projects and policies that reduce VMT are expected to receive higher priority and be more competitive for state funding programs than projects that increase VMT moving forward.

Across these recent state activities, the state has recognized the need to (1) pivot from investing in auto-oriented projects that increase VMT to those that enhance active and shared mobility options; (2) better manage the existing transportation system through managed lane networks, pricing mechanisms, and seamless transit enhancements; (3) leverage new mobility options such as autonomous vehicles and shared micromobility; and (4) improve the alignment of local and regional land use and housing planning.

Reflecting Local, Regional, and State Goals and Policy

Advancing a common CTP planning framework contributes to an effective regional planning process. Documenting how investments implement county and regional priorities helps to illustrate how the region is achieving its climate, equity, and land use goals. Understanding county and local priorities ensures that they are considered for inclusion and integrated with the regional plan.

¹ <https://ww2.arb.ca.gov/our-work/programs/sustainable-communities-program/regional-plan-targets>

² The Draft 2022 Progress Report was released in June 2022, and is expected to be finalized sometime in 2022.

³ The Draft 2022 Scoping Plan was released in May 2022, and is expected to be finalized sometime in 2022.

B | CTP RECOMMENDATIONS

The intent of the recommendations in the following section, as well as the RTP/SCS elements described in Appendix B, is to strengthen compatibility between CTPs and Plan Bay Area through a common planning framework, even though the plans may differ in scope. Accordingly, the Bay Area's County Transportation Agencies should include the following recommendations, to the extent practical, in their respective CTP:

1. Outreach and Engagement

- Implement a public outreach and engagement effort in a manner consistent with MTC's Public Participation Plan (<https://mtc.ca.gov/about-mtc/public-participation/public-participation-plan>).
- Follow current best practices related to virtual and in-person public participation, outreach, and engagement, see the Best Practices for Equitable Engagement primer for examples (<https://abag.ca.gov/technical-assistance/best-practices-equitable-engagement>).
- Lower participation barriers for hard-to-reach populations, Limited English Proficient (LEP) speakers, people with disabilities, and those who historically have been excluded from weighing in on public decision-making processes.
- Document the outreach process, including efforts to lower participation barriers, see the Plan Bay Area 2050 Public Engagement Report for example documentation (https://www.planbayarea.org/sites/default/files/documents/Plan_Bay_Area_2050_Public_Engagement_Report_October_2021.pdf).

2. Regional Coordination

- Engage with MTC/ABAG staff during the project scoping phase and include an MTC/ABAG representative on relevant technical advisory committees and/or working groups.
- Notify MTC/ABAG of project milestones, including comment period(s) for the draft CTP and adoption of final CTP.

3. Planning Assumptions

- Use planning assumptions consistent with the latest adopted Plan Bay Area (see Appendix C). Planning assumptions are inclusive of the projected population, household, and job growth in the Regional Growth Forecast; the growth geographies in the Regional Growth Framework; and the anticipated regional, state, and federal revenues in the Transportation Revenue Forecast.
- Document differences with Plan Bay Area's planning assumptions, including any new transportation revenue sources and/or strategies to fund investments within the county. Discuss sources of potential new revenues, the forecasted amount of potential new revenues, and near-term actions to ensure their availability.
- Select planning horizons that cover a 25 to 30-year period.

4. Performance Framework

- Establish a performance framework to demonstrate how CTP investment decisions support multimodal transportation and land use goals and objectives.
- Establish transportation and land use goals and objectives that reflect local priorities, but also consider Plan Bay Area's overall vision, goals and cross-cutting issues (see Appendix C),

including the region's two mandatory targets to (1) reduce GHG emissions from cars and light trucks, and (2) house the region's projected population growth at all income levels.

- Identify quantifiable metrics—including *VMT and equity measures*—to evaluate multimodal system performance of CTP implementation.
- Establish a performance framework that is consistent with applicable multimodal performance elements of Congestion Management Programs (CMP) and provides a long-range vision for the CMP, if prepared for the county.

5. Strategies (i.e., Investments and Policies)

- Incorporate, to the extent practical, Plan Bay Area's transportation strategies—*defined as a set of multimodal transportation investments (projects and/or programs) or transportation policies* (see Appendix C)—and document and explain how CTP investments and policies are consistent with and supportive of their implementation. Similarly, document the basis for the exclusion of any Plan Bay Area transportation strategies.
- Incorporate, to the extent practical, the Bay Area Air Quality Management District's (BAAQMD) Clean Air Plan and its respective Transportation Control Measures (TCM) (<https://www.baaqmd.gov/plans-and-climate/air-quality-plans/current-plans>).
- Reflect local priority strategies, especially those established through other local planning initiatives, including, but not limited to:
 - Active Transportation Plans, Complete Streets and Safe Routes to School efforts; or,
 - Community Based Transportation Plans (CBTP);
 - Corridor studies, including Comprehensive Multimodal Corridor Plans (CMCP);
 - Local/modal studies conducted by the county(s) or transit agency(s);
 - Regional and/or sub-regional transportation studies; and,
 - Specific Plans for Priority Development Areas (PDA);
- Prioritize strategies that support and encourage development in the regional growth framework (growth geographies), particularly in PDAs and locations subject to the regional Transit-Oriented Communities (TOC) Policy (MTC Res. No. 4530).
- Prioritize strategies that advance equity, especially those that affect historically and systemically marginalized, underserved and excluded groups, including people with low incomes, people with disabilities, and communities of color.
- Prioritize strategies that are resilient to future uncertainties, including strategies that address effects of climate change (e.g., sea level rise and intensified drought and wildfires).
- Evaluate strategy alignment with federal, state, and regional funding program objectives and eligibility requirements.

6. Transportation Project List

- Coordinate with cities and transit operators within the county to prepare a list of transportation investments (projects and programs).
- Incorporate both funded and unfunded investments and include relevant project and program details, including design concept and scope, system capacity impacts (i.e., new lane miles), cost, funding, and schedule.
- Escalate cost estimates into year-of-expenditure dollars and document inflation rate assumptions.

- Differentiate between projects and programs that increase transportation system capacity and those that do not. Projects and programs that do not increase system capacity may be bundled into group listings or programmatic investments.
- Advance equity through investments and policies that improve mobility options for residents of Equity Priority Communities (EPC) and other historically disadvantaged populations, such as by advancing priorities included in CBTPs.

7. Forecast and Report System Changes

- Forecast and report outcomes of implementing the investments and policies in the CTP, including, but not limited to changes in passenger car VMT compared to a performance baseline (i.e., model base year, current conditions, or Plan Bay Area forecast). Report VMT for both the performance baseline and for the CTP.
- Represent CTP investments and policies, to the extent possible, in the county or regional travel demand model to forecast multimodal system performance.
- Prepare consistency documentation in regard to the county's Model Development – Base Year(s) and Model Development – Forecast Year(s) processes described in the *MTC Guidance for Model Consistency, Collaboration, and Transparency* guidance (see Appendix C). Indicate if county model is consistent with established statement of Modeling Consistency for CMPs or provide documentation to explain how and why modeling assumptions, settings, versions, inputs, and forecasts differ from those discussed during Model Development – Base Year(s) and Model Development – Forecast Year(s) processes.
- Summarize and report, to the extent practical, the estimated change in street and highway lane miles, transit vehicle miles, and active transportation systems miles, from implementing the investments and policies in the CTP.

8. Investment and Growth Strategy

Document and explain how investments and policies are consistent with and supportive of implementation of the regional growth framework and other regional policies, including:

- PDAs, Transit-Rich Areas (TRAs), and High-Resource Areas (HRAs) forecasted to take on significant housing growth in Plan Bay Area (total number of units), including Regional Housing Needs Assessment (RHNA) allocations, as well as housing production, especially those PDAs, TRAs, or HRAs that are delivering large numbers of very low-, low-, and moderate-income housing units;
- Dense job centers in proximity to transit and housing (both current levels and those included in Plan Bay Area) especially those which are supported by reduced parking requirements and transportation demand management programs; and,
- Regional TOC Policy requirements (MTC Res. No. 4530), particularly the TOC Policy requirements for parking management and transit station access and circulation.

9. Prioritization and Near-term Implementation Actions

- Prioritize a set of investments and policies that can reasonably be implemented within a 10-year period post CTP adoption, with an emphasis on investments and policies that respond to local needs, achieve locally identified performance goals and objectives, and advance regional and state objectives (e.g., reduce GHG emissions and reduce VMT).

- Prepare an implementation plan to identify near-term actions necessary to implement the 10-year priority investments of the CTP. Near-term actions may include advocacy and legislation; new, existing or restructured initiatives; and planning or research.
- Screen unfunded priority investments for alignment with federal, state, and regional funding program objectives and eligibility requirements. Consider bundling projects or programs into investment packages to ensure alignment with the state's climate, health, and social equity goals.

10. Updates

- CTPs should be updated at least every 8 years before the adoption of major updates to Plan Bay Area. The adoption of the next major update to Plan Bay Area is expected to commence in 2026 and be adopted in 2029. For this update, CTPs should be completed by 2026 in order to inform the next major update to Plan Bay Area.

APPENDIX A | STATE CODE 66531: COUNTY TRANSPORTATION PLANS

- (a) Each county within the jurisdiction of the commission, together with the cities and transit operators within the county, may, every two years, develop and update a transportation plan for the county and the cities within the county. The county transportation plan shall be submitted to the commission by the agency that has been designated as the agency responsible for developing, adopting and updating the county's congestion management program pursuant to Section 65089 [CMPs], unless, not later than January 1, 1995, another public agency is designated by resolutions adopted by the county board of supervisors and the city councils of a majority of the cities representing a majority of the population in the incorporated area of the county. Nothing in this section requires additional action by the cities and county, if a joint powers agreement delegates the responsibility for the county transportation plan to the agency responsible for developing, adopting, and updating the county's congestion management program pursuant to Section 65089 [CMPs].
- (b) The county transportation plans shall be consistent with, and provide a long-range vision for, the congestion management programs in the San Francisco Bay area prepared pursuant to Section 65089 [CMPs]. The county transportation plans shall also be responsive to the planning factors included in Section 134 of the federal Intermodal Surface Transportation Efficiency Act of 1991 (Public Law 102-240).
- (c) The commission, in consultation with local agencies, shall develop guidelines to be used in the preparation of county transportation plans. These guidelines shall be consistent with the commission's preparation of the regional transportation plan pursuant to Section 65081. These plans shall include recommendations for investment necessary to mitigate the impact of congestion caused by an airport that is owned by the county, or city and county, and located in another county. The plans may include, but are not limited to, the following:
 - (1) Recommendations for investments necessary to sustain the effectiveness and efficiency of the county portion of the metropolitan transportation system, as defined cooperatively by the commission and the agency designated pursuant to Section 65089 [CMPs].
 - (2) Consideration of transportation system and demand management strategies which reinforce the requirements contained in Section 65089 [CMPs].
 - (3) Consideration of transportation impacts associated with land use designations embodied in the general plans of the county and cities within the county and projections of economic and population growth available from the Association of Bay Area Governments.
 - (4) Consideration of strategies that conserve existing transportation system capacity, such as pricing policies or long-term land use and transportation integration policies jointly developed by the commission and the agencies designated pursuant to Section 65089 [CMPs].
 - (5) Consideration of expected transportation revenues as estimated by the commission, the impact of these estimated revenues on investment recommendations, and options for enhanced transportation revenues.
- (d) The commission shall adopt revised guidelines not later than January 1, 1995.
- (e) The county transportation plan shall include recommended transportation improvements for the succeeding 10- and 20-year periods.
- (f) The county transportation plans shall be the primary basis for the commission's regional transportation plan and shall be considered in the preparation of the regional transportation

improvement program. To provide regional consistency, the county transportation plans shall consider the most recent regional transportation plan adopted by the commission. Where the counties' transportation plans conflict, the commission may resolve the differences as part of the regional transportation plan. The commission shall add proposals and policies of regional significance to the regional transportation plan.

- (g) With the consent of the commission, a county may have the commission prepare its county transportation plan.
- (h) The counties, together with the commission, shall jointly develop a funding strategy for the preparation of each county's transportation plan.

APPENDIX B | STATE AND FEDERAL REQUIREMENTS FOR RTP/SCS ELEMENTS

State and federal laws govern the development and content of MTC's RTP/SCS. California law relating to the development of the RTP/SCS is contained in Government Code Section 65080 and discussed in detail in the California Transportation Commission's (CTC) *2017 Regional Transportation Plan Guidelines for Metropolitan Planning Organizations*. Federal Code 23CFR, Part 450.324 governs the development and content of the Metropolitan Transportation Plan [RTP/SCS].

The CTC's RTP Guidelines identify four components: (1) policy element, (2) sustainable communities strategy (SCS), (3) action element, and (4) financial element. These four elements, along with a brief description, are identified below, and additional information is available within the CTC's RTP guidelines.

Policy Element

- Describes the transportation issues in the region;
- Identifies and quantifies regional needs expressed within both short- and long-range planning horizons (Government Code Section 65080 (b)(1));
- Maintains internal consistency with the Financial Element and fund estimates; and,
- The Policy Element should clearly convey transportation policies and supportive strategies and related land use forecast assumptions, including:
 - Describe how these policies were developed;
 - Identify any significant changes in policies from previous plans; and,
 - Provide the reason(s) for any changes in policies from previous plans.

Sustainable Communities Strategy

- (i) identify the general location of uses, residential densities, and building intensities within the region,
- (ii) identify areas within the region sufficient to house all the population of the region, including all economic segments of the population, over the course of the planning period of the regional transportation plan taking into account net migration into the region, population growth, household formation and employment growth,
- (iii) identify areas within the region sufficient to house an eight-year projection of the regional housing need for the region pursuant to Section 65584,
- (iv) identify a transportation network to service the transportation needs of the region,
- (v) gather and consider the best practically available scientific information regarding resource areas and farmland in the region as defined in subdivisions (a) and (b) of Section 65080.01,
- (vi) consider the state housing goals specified in Sections 65580 and 65581,
- (vii) set forth a forecasted development pattern for the region, which, when integrated with the transportation network, and other transportation measures and policies, will reduce the greenhouse gas emissions from automobiles and light trucks to achieve, if there is a feasible way to do so, the greenhouse gas emission reduction targets approved by the state board, and
- (viii) allow the regional transportation plan to comply with Section 176 of the federal Clean Air Act (42 U.S.C. Sec. 7506).

Action Element

- Describes the programs and actions necessary to implement the RTP, including the SCS, and assigns implementation responsibilities
- Consists of short and long-term activities that address regional transportation issues and needs;
- Includes all transportation modes (highways, local streets and roads, mass transportation, rail, maritime, bicycle, pedestrian and aviation facilities and services);
- Identifies investment strategies, alternatives and project priorities beyond what is already programmed; and
- Provides clear direction about the roles and responsibilities of the MPO and other agencies to follow through on the RTP's policies and projects.

Financial Element

- Identifies current and anticipated revenue sources and financing techniques available to fund the investments described in the Action Element;
- Defines realistic financing constraints and opportunities; and,
- The Financial Element is composed of six major components;
 1. Summary of costs to operate and maintain the current transportation system;
 2. Estimate of costs and revenues to implement the projects identified in the Action Element;
 3. Inventory of existing and potential transportation funding sources;
 4. List of candidate projects if funding becomes available;
 5. Potential funding shortfalls; and,
 6. Identification of alternative policy directions that affect the funding of projects.

In addition to state guidelines, the RTP/SCS is also developed in accordance with federal metropolitan transportation planning guidance, which provide for the following considerations:

- Carry out a continuing, cooperative, and comprehensive performance-based multimodal transportation planning process, including the development of a metropolitan transportation plan and a TIP, that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight (including accessible pedestrian walkways, bicycle transportation facilities, and intermodal facilities that support intercity transportation, including intercity buses and intercity bus facilities and commuter vanpool providers) fosters economic growth and development, and takes into consideration resiliency needs, while minimizing transportation-related fuel consumption and air pollution
- Provide for consideration and implementation of projects, strategies, and services that will address the following factors:
 1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
 2. Increase the safety of the transportation system for motorized and non-motorized users;
 3. Increase the security of the transportation system for motorized and non-motorized users;
 4. Increase accessibility and mobility of people and freight;
 5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;

6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
10. Enhance travel and tourism.

APPENDIX C | ADDITIONAL LINKS AND RESOURCES

Final Plan Bay Area 2050 and Supplemental Reports

<https://www.planbayarea.org/finalplan2050>

Regional Growth Forecast/Pattern

[Growth Pattern](#)

Growth Geographies

[Growth Geographies Handout](#)

Transportation Revenue Forecast

[Technical Assumptions Report](#) > Chapter 2 | Technical Assumptions for the Transportation Element > Transportation Revenue Forecast

Guiding Principles and Vision for Plan Bay Area

[Chapter 1: Introduction and Growth Geographies](#) > Guiding Principles and Vision for Plan Bay Area 2050 > Page 8

Plan Bay Area 2050 Strategies

Final Blueprint Compendium > [Strategies](#) (Dec. 2020)

Transportation Strategies

[Chapter 4: Transportation](#)

MTC Guidance for Model Consistency, Collaboration, and Transparency

<https://github.com/BayAreaMetro/modeling-website/wiki/Model-Consistency%2C-Collaboration%2C-and-Transparency>