



TO: Joint MTC Planning Committee with the
ABAG Administrative Committee

DATE: March 2, 2018

FR: Executive Director

RE: Proposed Amendment to Plan Bay Area 2040 and 2017 Transportation Improvement Program

Staff has prepared amendments to the Final Plan Bay Area 2040 (Plan) and to the 2017 Transportation Improvement Program (TIP) to modify the scope and projected cost of the U.S. Highway 101 Managed Lanes Project in San Mateo County in both the Plan and the TIP. Two companion technical documents were also prepared – Addendum to the Final Environmental Impact Report for Plan Bay Area 2040 (EIR Addendum) and Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the 2017 Transportation Improvement Program, as amended by Revision Number 2017-28 (Conformity Analysis).

U.S. Highway 101 Managed Lanes Project

Since the certification of the Final EIR and the adoption of the Plan, the City/County Association of Governments of San Mateo County and the San Mateo County Transportation Authority, in cooperation with the California Department of Transportation (“Caltrans”) District 4, released the Draft EIR/Environmental Assessment for the U.S. Highway 101 Managed Lanes Project in San Mateo County. The project was included in the adopted Plan’s financially constrained transportation investment strategy (RTPID 17-06-0007) and consequently assessed in the Final EIR. However, the City/County Association of Governments of San Mateo County and the San Mateo County Transportation Authority propose an amendment (see **Attachment A**) to the Plan to update the cost and description of the U.S. Highway 101 Managed Lanes Project. The proposed amendment to the Plan would clarify the project description and change lane configuration assumptions along the U.S. Highway 101 corridor to accommodate an Express Lane in each direction. The proposed amendment would align the U.S. Highway 101 Managed Lanes Project assumptions included in the Plan to those of the preferred alternative in the project’s Draft EIR/Environmental Assessment.

Amendment to Plan Bay Area 2040

Staff has prepared the planning documents described below as part of the overall process to amend the Plan and TIP. On January 22, 2018, staff released the proposed amendment and supporting documents for a 30-day public review period, closing on February 21, 2018. Staff received two comment letter/emails on the proposed amendment. A summary of the comments and responses are provided in **Attachment B**. The four planning documents that are subject to your review and approvals are included as **Attachments C through F**.

- **Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the 2017 Transportation Improvement Program, as amended by Revision Number 2017-28:** This conformity analysis was prepared in accordance with U.S. Environmental Protection Agency (EPA) conformity rules and MTC Resolution 3757. It was also vetted with the Air Quality Conformity Task Force, which is comprised of staff from U.S. EPA, Federal Highway Administration, Federal Transit Administration, Caltrans, and other partner agencies. The estimated total emissions projected for the amended Plan and amended TIP are consistent with (“conform to”) the purpose of the state air quality implementation plan (SIP). In addition, the timely implementation of federal transportation control measures is not affected.

- **Addendum to the Final EIR for Plan Bay Area 2040:** This EIR Addendum was prepared in accordance to the California Environmental Quality Act (CEQA). The modification to the scope of the U.S. Highway 101 Management Lanes Project did not result in new significant impacts or substantial increase in the severity of any impacts that were previously identified in the certified Final EIR.
- **Amendment to Plan Bay Area 2040:** This amendment modifies the scope and cost of the U.S. Highway 101 Managed Lanes Project (RTPID 17-06-0007) within the financially constrained Plan. The amendment does not conflict with the financial constraint requirements of the Plan. No other changes or revisions are made as part of this amendment.
- **Amendment to 2017 Transportation Improvement Program (Revision Number 2017-28):** This amendment modifies the scope and cost of the U.S. Highway 101 Managed Lanes Project (TIP ID SM-150017). The amendment does not conflict with the financial constraint requirements of the TIP. No other changes or revisions are made as part of this amendment.

Staff Recommendations

1. The MTC Planning Committee finds the Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040 and the 2017 Transportation Improvement Program, as amended by Revision Number 2017-28 is in conformance with the applicable federal air quality plan for ozone, carbon monoxide and particulates, and refers **MTC Resolution No. 4325** (Attachment C) to the Commission for approval.
2. The MTC Planning Committee and ABAG Administrative Committee has: (1) reviewed and considered the information in the EIR Addendum prior to considering the Amendment to Plan Bay Area 2040, (2) finds that the EIR Addendum has been completed in compliance with CEQA, and (3) refers **MTC Resolution No. 4326 and ABAG Resolution No. 02-18** (Attachment D) to the Commission and ABAG Executive Board (respectively) for approval.
3. The MTC Planning Committee and ABAG Administrative Committee refer **MTC Resolution No. 4327 and ABAG Resolution No. 03-18** (Attachment E) to the Commission and ABAG Executive Board (respectively) to approve the Amendment to Plan Bay Area 2040.
4. The MTC Planning Committee refer **MTC Resolution No. 4275, Revised** (Attachment F) to the Commission to approve the Amendment to the 2017 TIP (Revision 2017-28).



Steve Heminger

Attachments:

- Presentation
- Attachment A: Amendment Request Letter
- Attachment B: Comments and Responses to Comments
- Attachment C: Conformity Analysis
- Attachment D: EIR Addendum
- Attachment E: Plan Amendment, and
- Attachment F: TIP Amendment

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CITY/COUNTY ASSOCIATION OF GOVERNMENTS
OF SAN MATEO COUNTY

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December 22, 2017

Alix Bockelman
Bay Area Metro Center
375 Beale Street Suite 800
San Francisco, CA 94105

Subject: Request for an amendment to the Plan Bay Area 2040 for the US 101 Managed Lane Project in San Mateo County

Dear Ms. Bockelman:

The U.S. 101 Managed Lane Project (RTP ID 17-06-0007) is included in the adopted Plan Bay Area 2040 with a year of expenditure cost listing of \$365 million. This estimate was obtained from an early planning document and has been updated. The project study report (PSR), completed in June 2016, is used to identify support cost and projected the total project cost slightly under \$365 million. The draft environmental document has been released for public comment with a current estimate of \$534 million.

When the Regional Transportation Plan (RTP) was being developed, C/CAG staff had communicated to MTC staff that there were still three build alternatives on the table. Two of the project alternatives were scoped as an installation of a managed lane with auxiliary lanes restored in locations where operations deemed it necessary. The analysis was still being performed to determine which auxiliary lanes needed to be replaced. We suggested that MTC staff could either model worst case and restore all auxiliary lanes or use the project study report sketches, with the understanding that the auxiliary lane restoration locations would change based on further analysis.

We understand that the updated RTP modeled a lane configuration that provided the most flexibility in terms of auxiliary lanes, given that the preferred alternative was not selected at the time. We understand that this modeled lane configuration is different from the lane configuration in the draft environmental document and draft project report, and would therefore need to be remodeled with the current lane configuration. Attached is a sketch of the lane configuration modeled by MTC, marked-up, by the design team, to show the lane configuration in the draft environmental document.

We understand that the next update of the plan will not occur for several years. This project is on a very aggressive delivery schedule with a target to complete the environmental phase in the spring of 2018 and a target to be advertise ready in late 2019. We cannot wait until the

next update of the RTP to make an adjustment to the cost. We understand that there is an amendment process required to resolve this issue. To avoid project approval delays we are requesting an amendment to modify the year of expenditure cost listing to \$534 million for this project to be consistent with the current estimate.

If you have any questions, please feel free to contact Jean Higaki at (650) 599-1462 or jhigaki@smcgov.org.

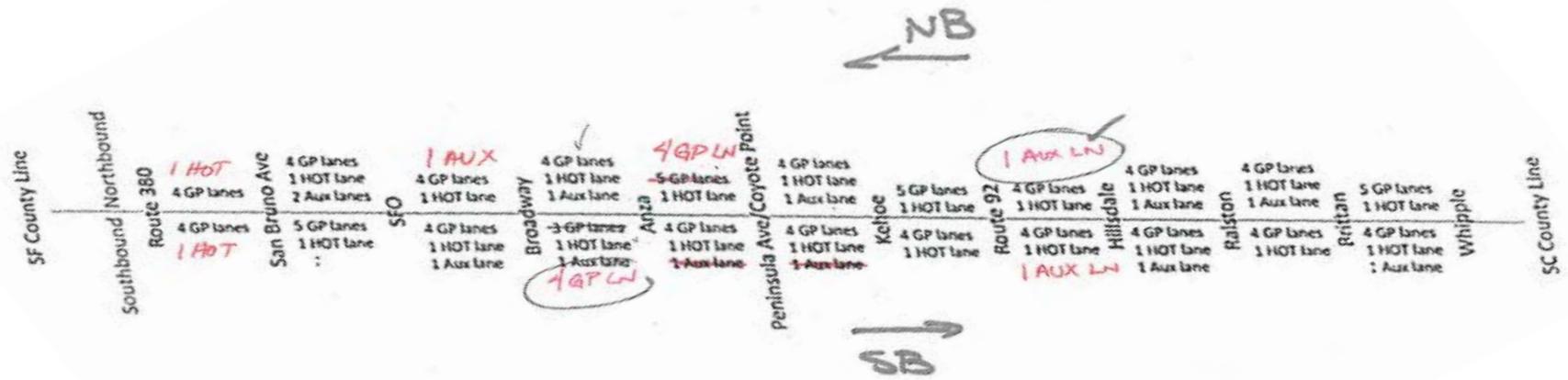
Sincerely,

A handwritten signature in black ink that reads "Sandy Wong". The signature is written in a cursive, flowing style.

Sandy Wong, Executive Director
City/County Association of Governments
of San Mateo County

cc: Anne Richman, MTC Director of Programming and Allocations
Adam Noelting, MTC Principle Planner/ Analyst
Ken Kirkey, MTC Director of Planning
April Chan, San Mateo County Transportation Authority

Sketch of the lane configuration modeled by MTC, marked-up, by the US 101 Managed Lane design team reflecting the draft environmental document lane configuration



Amendment to Plan Bay Area 2040:

Comments and Responses

In accordance with MTC's public participation plan, the Draft Transportation-Air Quality Conformity Analysis for the Amended Plan Bay Area 2040 and Amended 2017 Transportation Improvement Program (TIP), the Draft Amendment to Plan Bay Area 2040, and the Draft Amendment to the 2017 TIP (Revision Number 2017-28) were released for a 30-day public review and comment period, beginning January 22, 2018, and closing February 21, 2018. Opportunities to comment were publicized via MTC's website, email notifications, and a news release. The following is a list of the public comments submitted to MTC along with staff's responses to these comments. The following is a list of the public comments submitted to MTC along with staff's responses to these comments.

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

RESPONSE #1

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

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

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

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

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

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

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

Comment 3: shouldn't the available funds be used for making the SCS a success? On CCAG the dictum is that Caltrain relieves almost 8-10% of 101 traffic. Caltrain service needs to at least be doubled to make up for the capacity increase "between 4 and 7 percent in just the next three years" forecasted for the lane expansion by Leo Scott, deputy project manager at Caltrans. And tripled to reduce congestion to have a freer flowing freeway for "consistent travel time for carpools and buses". Please consider not building the lanes but instead using some or all of the funds to electrify Caltrain and extended to the Transbay Transit Center in San Francisco. The right of way of the railroad is very close to the right of way of U.S. Highway 101. Would transit ridership increase more with an electrified and extended Caltrain than with the construction of the freeway lanes?

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

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

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

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

RESPONSE #2

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

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