



METROPOLITAN  
TRANSPORTATION  
COMMISSION

**Agenda Item 5**  
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## *Memorandum*

TO: Policy Advisory Council

DATE: February 6, 2019

FR: Dave Vautin and Adam Noelting, MTC / ABAG

RE: 2019 Roadmap: From Horizon to Plan Bay Area 2050

Policy Advisory Council Agenda Item 5, 2019 Roadmap: From Horizon to Plan Bay Area 2050, is attached. This report will be presented to this month's Joint MTC Planning Committee with the ABAG Administrative Committee, which will meet on February 8, 2019.

Staff will be at your February 13 meeting to discuss 2019 Roadmap: From Horizon to Plan Bay Area 2050 and the Council's input is requested.

### **Attachment**

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## M E M O R A N D U M



### Agenda Item 7a

TO: Joint MTC Planning Committee with the  
ABAG Administrative Committee

FR: Executive Director

RE: 2019 Roadmap: From *Horizon* to *Plan Bay Area 2050*

DATE: February 1, 2019

#### Summary

With the *Horizon* long-range planning effort more than halfway complete, staff is beginning to prepare for the official kickoff of *Plan Bay Area 2050* (RTP/SCS) in fall 2019. High-performing strategies and investments from *Horizon* will form the foundation of *Plan Bay Area 2050*, pulling from the Perspective Paper priority strategies, Futures reports, Project Performance results, and Outreach findings. In addition to *Horizon*, staff will begin preparatory work for *Plan Bay Area 2050* over the next six months, working on tasks such as collection of remaining project data, estimation of available revenues, development of official growth forecasts, and modifications to the regional growth framework.

#### Upcoming Deliverables from *Horizon* (refer to *Attachment A* for project schedule information)

- **Futures - Strategy Discussions and Reports.** In mid-2018, three divergent futures (“what if...?” scenarios) were developed in concert with stakeholders. Staff will produce two reports on how these futures would affect the Bay Area. Due for release in March, the first report considers what would happen if current policies are left in place despite a range of external forces, and the second report will look at how prioritized strategies might improve regional outcomes.
- **Perspective Papers - Four Papers Remaining.** Four more Perspective Papers are currently under development - The Future of Jobs (March), Bay Crossings (April), Governance (June), and Sea Level Rise (September). Each will identify strategies that may be considered for inclusion in *Plan Bay Area 2050*, addressing the specific challenges associated with that topic area.
- **Project Performance Assessment - Results Release.** 93 projects are currently undergoing project performance assessment using the methodology shared with this committee in mid-2018; additional revisions to address stakeholder feedback were finalized in fall 2018. Staff anticipates releasing draft project performance results in September, integrating any additional projects received via the Call for Projects during the summer. The committees will ultimately prioritize projects based on their benefit-cost ratios, Guiding Principles ratings, and equity scores.
- **Outreach - Summaries.** With workshops scheduled for next month, pop-ups planned across the Bay Area this summer, and parallel outreach efforts underway with youth (Y-PLAN) and community-based organizations (CBOs) this spring, staff looks forward to integrating public feedback from *Horizon* into the early decision-making related to *Plan Bay Area 2050* - weighing how strategies perform with public support for including each strategy. Additional public workshops will be held as part of the *Plan Bay Area 2050* process in spring 2020 and winter 2021.

### **How Will *Horizon* Integrate into *Plan Bay Area 2050*?**

*Horizon* has been focused on identifying strategies to address some of the region's biggest challenges in an era of extreme uncertainty, starting with Perspective Papers to generate new ideas that align with our Guiding Principles. While *Plan Bay Area 2050* will need to address myriad priorities and mandates, our general approach will be to prioritize strategies and investments from *Horizon* that performed well across multiple futures. These strategies and investments are the most resilient to external forces beyond our control, such as shifts in global economic growth or emergence of new technologies. Final reports on futures and project performance will be paired with public outreach findings to form the initial recommendations on which strategies to advance into *Plan Bay Area 2050*.

Listed below are several potential examples of *Horizon* findings that could be integrated into the *Plan*:

- If **investments in high-capacity transit** suggested in Perspective Paper #1 prove transformational in the futures analysis and project performance assessment, staff would likely recommend that these investments would be prioritized for inclusion in the **Transportation element** of the Plan.
- If **building levees to protect high-risk disadvantaged communities** (potentially suggested in Perspective Paper #7) supports the Guiding Principles across most futures, staff would likely recommend that this investment be prioritized in the **Resilience element** of the Plan.
- If **creation of urban reserves** identified in Perspective Paper #3 does not align with the Guiding Principles and results in adverse environmental impacts in the futures analysis, it may be **deprioritized** for consideration in *Plan Bay Area 2050*.

Refer to **Attachment B** for a high-level accounting of the primary *Horizon* deliverables that will feed into each element of *Plan Bay Area 2050* - Transportation, Land Use, Economic Development, and Resilience.

### **Ongoing Preparatory Activities for *Plan Bay Area 2050***

- **Call for Projects.** Project data for most major transportation investments have already been collected via *Horizon*, which not only updated major projects from *Plan Bay Area 2040* but allowed agencies, organizations, and the public at large to submit new projects with costs exceeding \$1 billion. Sponsors now have an opportunity to submit all remaining projects - which include new capacity-increasing transportation investments with costs less than \$1 billion as well as non-capacity investments via programmatic categories. Similar to past cycles, CTAs will coordinate with local jurisdictions and transit operators and conduct public outreach as they submit their project lists. The Call for Projects will stretch from late February through mid-June; more information is available in **Attachment C**.
- **Revenue & Needs Assessments.** In order to create a more comprehensive regional plan, staff will estimate revenues and needs for transportation, housing, and resilience, expanding beyond traditional transportation silos for *Plan Bay Area 2050*. Needs and revenue estimates will be complete by September 2019 in advance of the Preferred Plan development. For assessments related to transportation, staff will coordinate with county transportation agencies (CTAs), transit agencies, and local jurisdictions as needed, which will include upcoming presentations to appropriate Partnership working groups. Additional information on the Revenue and Needs Assessments can be found in **Attachment D**.
- **Regional Growth Forecast.** While forecasts of population, jobs, and housing (referred to as "control totals" in past Plan cycles) have already been developed for the three futures, staff has now begun meeting with technical experts on the forecasting methodology for *Plan Bay Area 2050* itself. This work will continue over the coming year, with a presentation to these committees and a public hearing on the proposed methodology expected prior to methodology adoption in June (as required by the MTC/ABAG settlement with BIA Bay Area).

- **Growth Framework Update.** As discussed at December committee meetings, staff has begun to discuss potential reforms to the Regional Growth Framework with key stakeholders. Proposed reforms based on the findings of *Horizon* Perspective Paper #3 will come to these committees for approval in the spring, with an opportunity for local jurisdictions to submit new growth areas (PDAs, PCAs, etc.) or modify existing ones through mid-summer. Additional information on the Growth Framework Update is available in **Attachment E**.

### Next Steps

After the completion of the *Horizon* planning process this fall, staff will begin development of the Preferred Plan. This will involve adopting *Plan* goals, integrating strategies from *Horizon* to optimize performance, releasing a Draft Preferred Plan by March 2020, and finalizing the Preferred Plan by June 2020. This will enable the CEQA process to be completed by the July 2021 deadline.



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Steve Heminger

### Attachments

- Attachment A: *Horizon/Plan Bay Area 2050* Schedule
- Attachment B: PowerPoint Presentation
- Attachment C: *Plan Bay Area 2050* - Call for Projects Approach and Overview
- Attachment D: *Plan Bay Area 2050* - Transit Operating Needs Data Request Guidance
- Attachment E: *Plan Bay Area 2050* - Growth Framework Update (Preview)

SH:dv

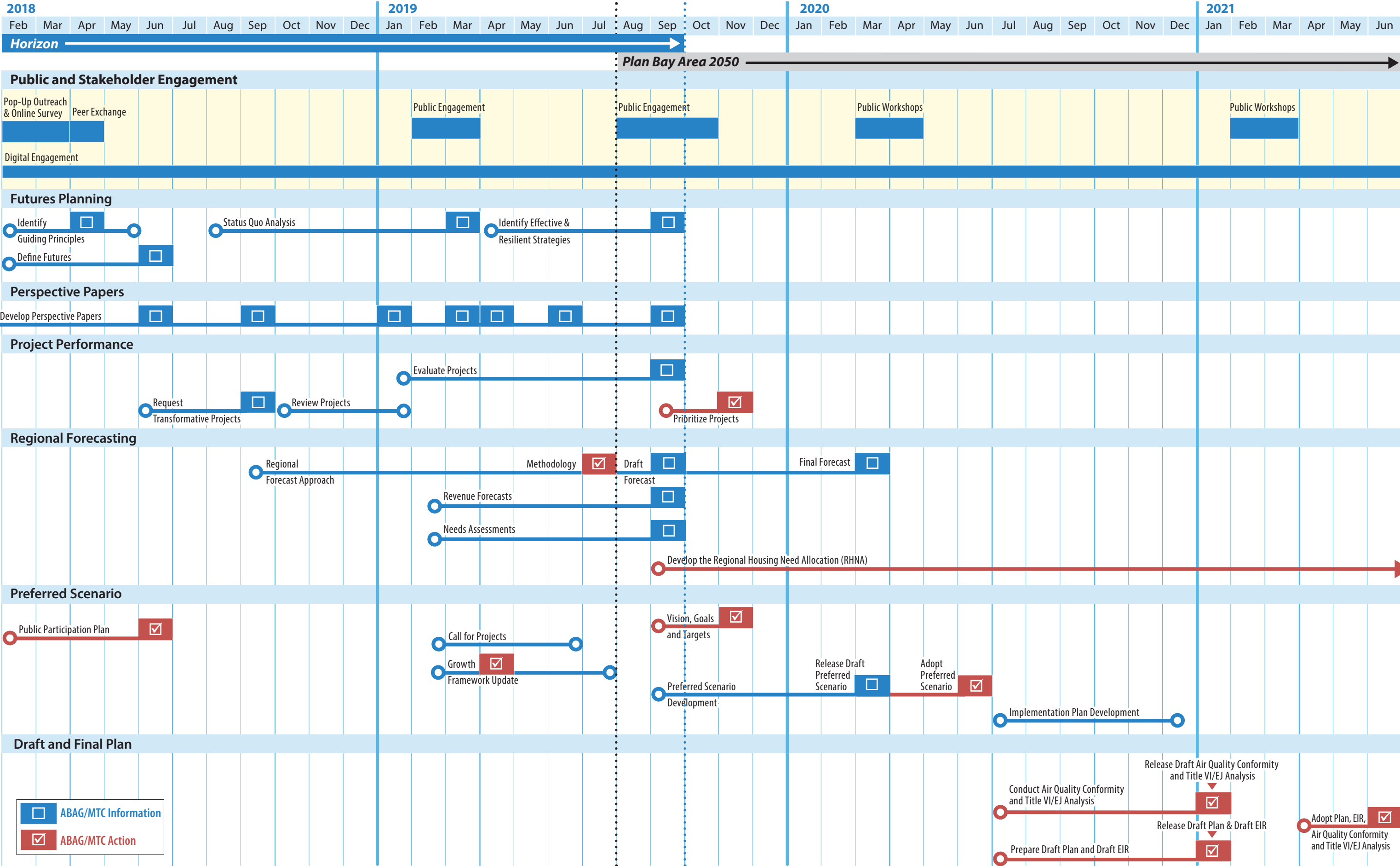
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# Horizon and Plan Bay Area 2050 (RTP/SCS): Key Milestones 2018–2021

(Dates are tentative and subject to change.)

HORIZON

PLAN BAY AREA 2050





An isometric illustration of a winding road with various signs and icons. The signs include a target, a bar chart, a line graph with an upward arrow, three stars, a magnifying glass, and an envelope. There are also trees, clouds, and checkered flags at the end of the road. The word 'HORIZON' is written in white capital letters on a blue background in the top left corner.

H O R I Z O N

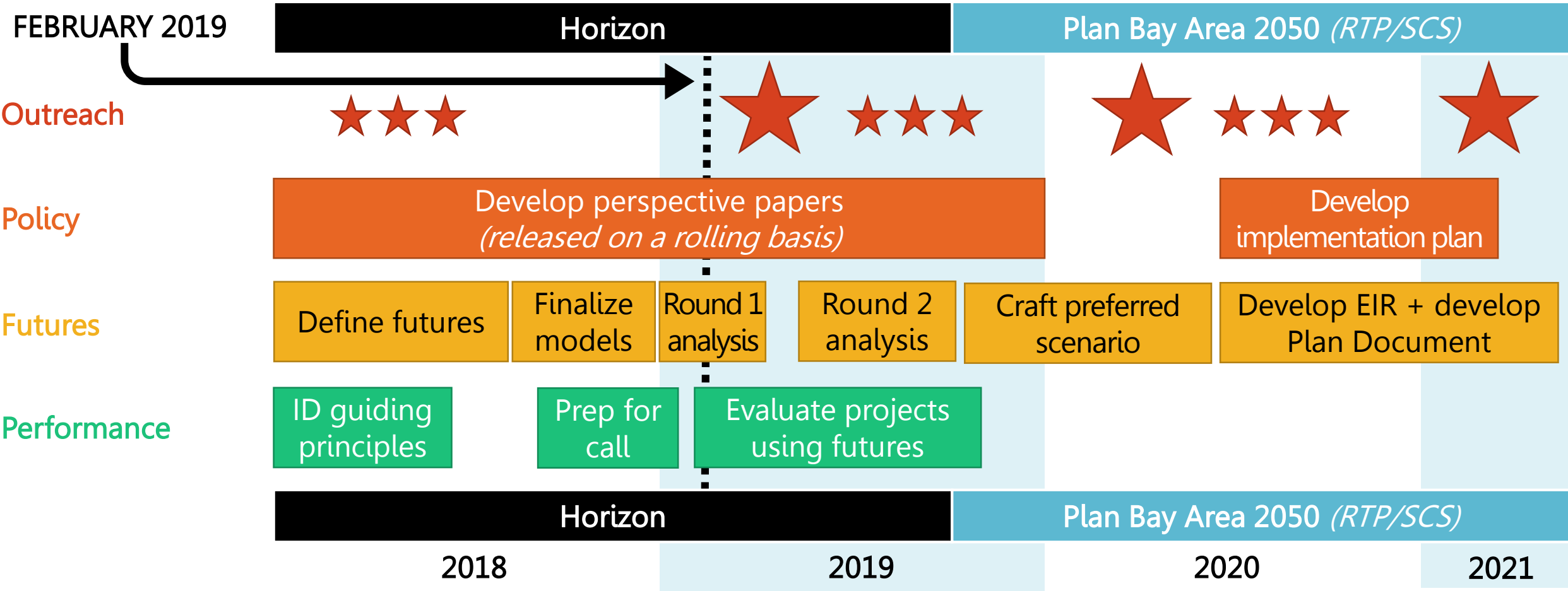
# 2019 Roadmap: From *Horizon* to *Plan Bay Area 2050*

Dave Vautin and Adam Noelting, MTC/ABAG

Joint MTC Planning Committee with the ABAG Administrative Committee

February 8, 2019

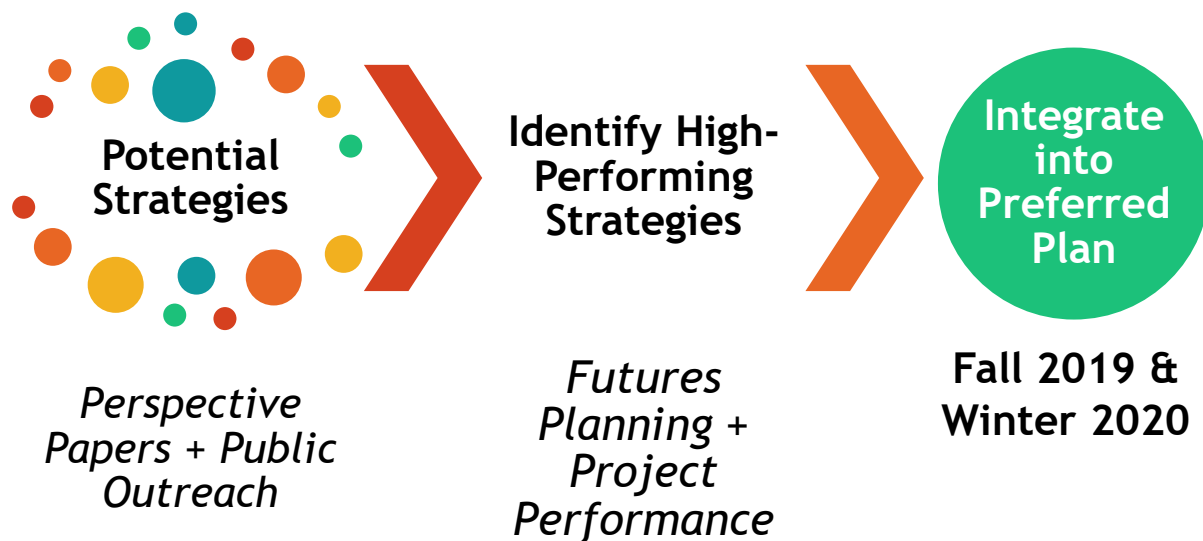
# Horizon and Plan Bay Area 2050 Schedule





# How Will Horizon Be Integrated Into Plan Bay Area 2050?

The purpose of Horizon is to identify strategies and projects that perform well under a wide range of conditions - **and to prioritize these resilient strategies in the fiscally-constrained Plan Bay Area 2050.**



Integrating Horizon & Plan Bay Area 2050





# Key Interim Milestone: March Workshops for Stakeholders & the Public

- To help us prioritize strategies to “stress test” in the futures, we will be holding a special super-RAWG meeting on **Monday, March 11 from 9:30 AM to 1:30 PM** in San Francisco.
- Participants will participate in the “**Improve-a-Future**” activity to think through what strategies would best address the unique challenges in each future.
- Evening & weekend public workshops will be held in **Petaluma, Oakland, and San Jose** in mid-March; these forums will be complemented by **seven CBO focus groups & online engagement**.





# Theoretical Example #1: Double Down on High- Capacity Transit Services

IF

This strategy is effective in advancing Guiding Principles across multiple futures, and...

Stakeholders and members of the public support inclusion in the Preferred Plan

THEN

High-performing projects of this type would be identified in Project Performance and recommended for inclusion





# Theoretical Example #2: Build Levees to Protect Vulnerable Communities

IF

This strategy is effective in advancing Guiding Principles across some or all futures, and...

Stakeholders and members of the public support inclusion in the Preferred Plan

THEN

These sea level rise investments would be recommended as priorities for inclusion in the Plan





# Theoretical Example #3: Create Urban Reserves to Increase Housing Supply

IF

This strategy is found to have both adverse environmental impacts and limited affordability benefits, and...

Stakeholders and members of the public remain concerned about the strategy

THEN

Other more-effective strategies to address affordability would likely be prioritized instead







## Outreach

## Outreach Feedback

- 1) Autonomous Vehicles
- 2) Toward a Shared Future
- 3) Regional Growth Strategies
- 4) Crossings
- 5) Future of Jobs
- 6) Governance
- 7) Sea Level Rise

Perspective  
Papers

- Challenges & Opportunities Report
- "Win-Win" Strategies Report



## Futures

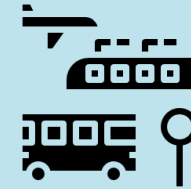
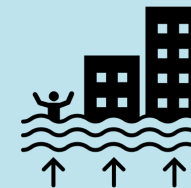
Project  
Performance

## Project Performance Results

- Call for Projects
- Needs & Revenues (Transportation)
- Needs & Revenues (Housing)
- Needs & Revenues (Resilience)
- Growth Forecasts (Population, Jobs)
- Growth Framework (PDAs, etc.)

Plan  
Preparatory  
Work

- Plan Bay Area 2050
- Environmental Impact Report
- Implementation Plan

*Transportation**Land Use**Economic  
Development**Resilience*

- Regional Housing Needs Assessment (RHNA)



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Challenges &amp; Opportunities Report

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Futures

Project  
Performance

Project Performance Results

Call for Projects

Needs &amp; Revenues (Transportation)

Needs &amp; Revenues (Housing)

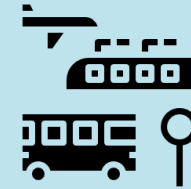
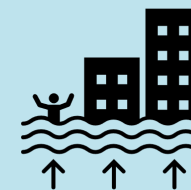
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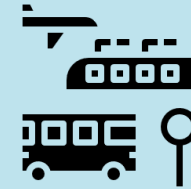
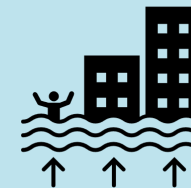
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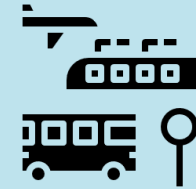
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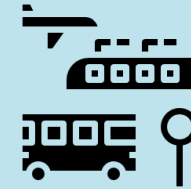
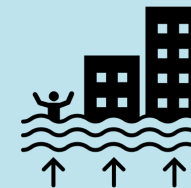
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Challenges &amp; Opportunities Report

"Win-Win" Strategies Report

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Call for Projects

Needs &amp; Revenues (Transportation)

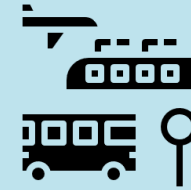
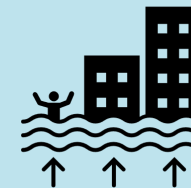
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# Call for Projects

## Plan Bay Area 2050 Preparatory Work



- Building upon transformative project submissions from Horizon, the Call for Projects will collect project data for **all remaining transportation investments** seeking consideration in the fiscally-constrained Plan Bay Area 2050, including:
  - **New capacity-increasing projects less than \$1 billion**
  - **All non-capacity-increasing projects via programmatic categories**
- **County transportation agencies (CTAs)**, in coordination with local jurisdictions and transit agencies, will collect remaining projects' details via the Call for Projects; similar to past Plan cycles, public outreach will be conducted before board approval.

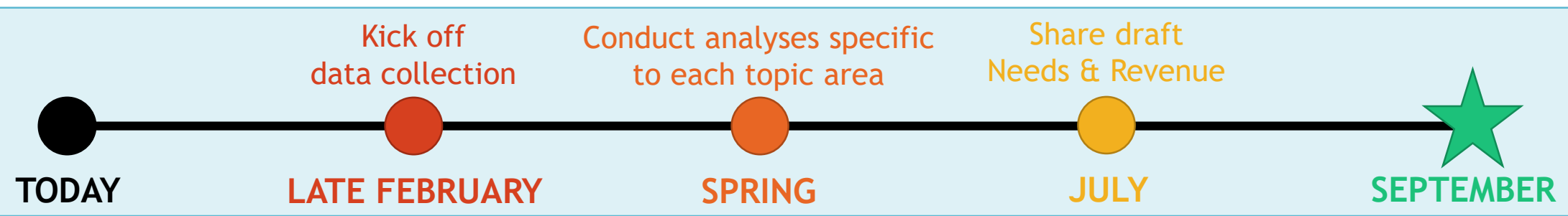


# Needs & Revenue Assessments

Plan Bay Area 2050  
Preparatory Work



- Needs assessments identify baseline financial needs, while revenue estimates ensure the Plan remains fiscally-constrained and grounded in reality.
- Staff proposes to estimate Needs and Revenue for the following categories:
  - Transportation (SGR: Roads, Highways, Bridges, Transit; Operations: Transit)
  - Housing (*integrate work from CASA*)
  - Resilience (Sea Level Rise; Earthquakes)
- Relevant **Partnership working groups will be engaged** on transportation topics such as state of good repair and transit operations. For example, transit operators will be asked to estimate future costs to maintain current services.





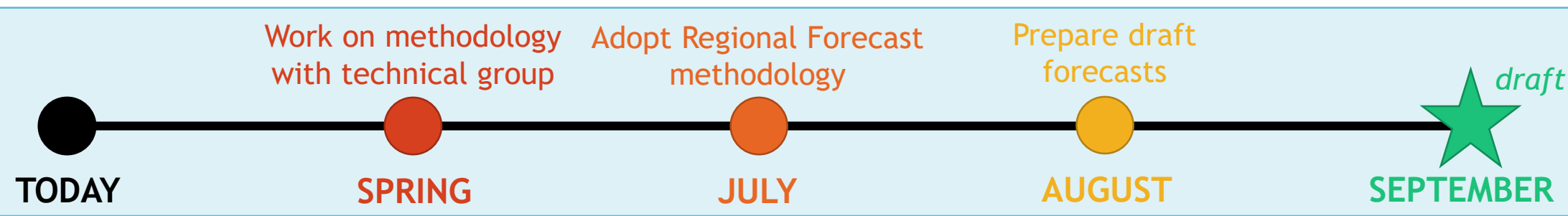
# Regional Growth Forecast

(Population, Jobs, Households)

*Plan Bay Area 2050*  
**Preparatory Work**



- Estimates of population, jobs, and households are used to develop the Preferred Plan; in past cycles, these regional forecasts were often referred to as “control totals”.
- MTC/ABAG’s settlement agreement requires the methodology for the Regional Growth Forecast **to be adopted prior to the EIR Notice of Preparation.**
- Staff will confer with the **technical advisory group** again in the months ahead on methodology refinements and the draft forecasts for Plan Bay Area 2050.
- The final forecast is slated to be locked down by **March 2020.**



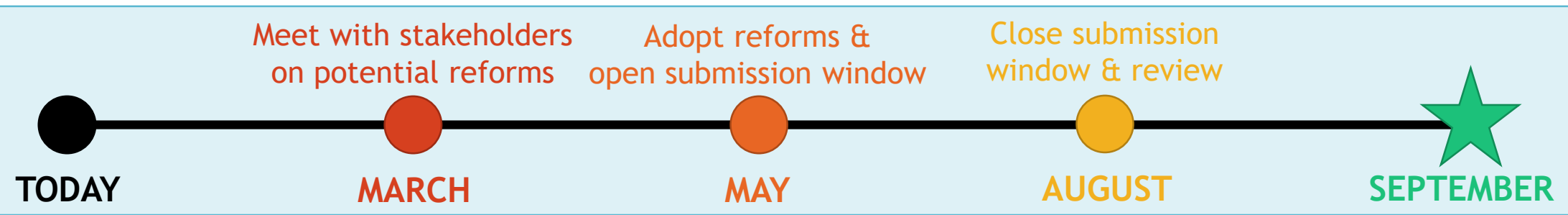
# Growth Framework Update

(PDAs, PCAs, PPAs, etc.)

*Plan Bay Area 2050*  
**Preparatory Work**



- As discussed at the December committee meetings, staff is working to identify **potential reforms to the Regional Growth Framework**, which may include expanding the growth footprint to transit-rich or high-resource communities beyond today's PDAs. These reforms are meant to **address shortcomings identified in Horizon Perspective Paper #3**.
- **Staff will meet with local jurisdictions and other key stakeholders** this winter and return to the committees in March, April, and May with a proposed package of reforms.
- **If local jurisdictions elect to identify or revise growth areas**, there will be a submission window between May and August to do so; draft guidance will be made available in early spring.

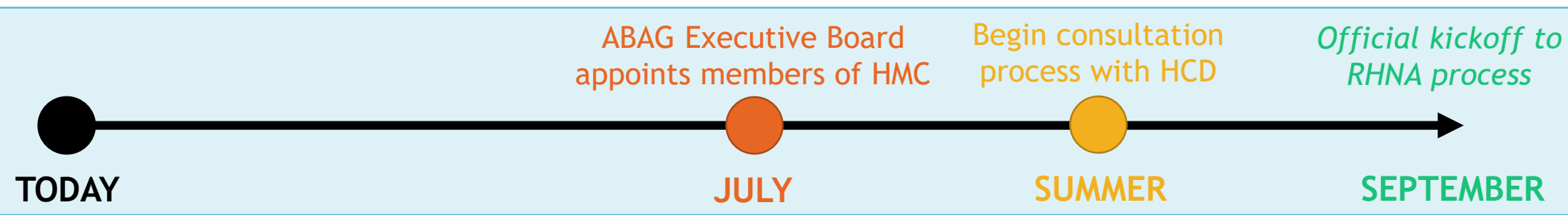


# Regional Housing Needs Allocation

(RHNA)



- To be developed in parallel with Plan Bay Area 2050, the RHNA process will begin in **fall 2019** and continue through **summer 2021**.
- **Recent legislation will affect the RHNA process this cycle**, with greater involvement from HCD in the process than in prior cycles and new requirements to affirmatively further fair housing.
- While the bulk of the RHNA process will occur in 2020, **major activities occurring in 2019 include:** initial meetings of the Housing Methodology Committee this fall and formation of subregions by January 2020.



# H O R I Z O N

## Questions?

*Feel free to contact MTC/ABAG staff with any follow-up questions:*

- Dave Vautin - [dvautin@bayareametro.gov](mailto:dvautin@bayareametro.gov)
- Adam Noelting - [anoelting@bayareametro.gov](mailto:anoelting@bayareametro.gov)





## ***Plan Bay Area 2050: Call for Projects Approach and Overview***

As the Bay Area begins to transition from *Horizon* to developing *Plan Bay Area 2050* (Plan), MTC/ABAG will request the assistance of each of the nine Bay Area County Transportation Agencies (CTAs) and multi-county project sponsors (e.g., Caltrans, BART, Caltrain) to coordinate the identification of candidate projects/programs for inclusion in the Plan.

The purpose of the *Plan Bay Area 2050* Call for Projects process is to assemble an array of capacity-expanding, regionally-significant projects and programmatic categories of smaller investments for prioritization in the region's long-range plan. The time horizon of the Plan extends to 2050. All regionally-significant projects requiring federal or state action (e.g. approval of environmental documents) should be submitted during the Call for Projects. The Call for Projects is a component of the region's long-range planning effort—projects are not awarded funds via this process.

The *Plan Bay Area 2050* Call for Projects will build upon *Plan Bay Area 2040* (adopted in 2017), the Bay Area's adopted *2019 Transportation Improvement Program*, and *Horizon's* Request for Transformative Projects.

Detailed information and guidance on the *Plan Bay Area 2050* Call for Projects will be released directly to CTAs and multi-county project sponsors in the coming weeks. The following is an overview of the proposed approach:

Overall	<ul style="list-style-type: none"><li>▪ Similar requirements to Plan Bay Area 2040</li><li>▪ Emphasis on identifying regionally-significant, capacity-increasing projects (projects exempt from air quality analysis will be grouped into programmatic categories)</li><li>▪ Continued encouragement for engagement with disadvantaged communities</li><li>▪ Greater integration to past and current initiatives<ul style="list-style-type: none"><li>○ Plan Bay Area 2040 major projects/programs</li><li>○ 2019 TIP funded projects/programs</li><li>○ Horizon Transformative Projects</li></ul></li></ul>	
<i>Specific Tasks</i>		
1. Timeline	<ul style="list-style-type: none"><li>▪ Late February 2019 - Kick-off Call for Projects</li><li>▪ February and March 2019 - MTC/ABAG staff meet with CTAs and multi-county project sponsors</li><li>▪ June 30, 2019 - official submittal deadline</li></ul>	
2. Identification of Candidate Projects & Programs	What to Submit	<p>Roadway: projects that extend or expand the Bay Area’s principal arterial system OR projects that widen roadways to a principal arterial.</p> <p>Transit: projects that extend or expand the Bay Area’s fixed guideway transit infrastructure (e.g., rail, ferry, BRT), service changes, or fleet expansions.</p>

		<p>Pricing: projects that alter the cost of users of the transportation system (e.g., cordon pricing, tolling, transit fares).</p> <p>Other projects/programs are exempt from air quality analysis and will be included by group listings (i.e., programmatic categories).</p>
	Project Funding Plans	PBA 2050 is required to be a fiscally constrained, meaning project costs cannot exceed forecasted revenues. Therefore, CTAs are asked to submit candidate projects/programs within an initial target of reasonably expected revenues.
	Cost Estimation & Review	Project/program costs should be escalated to the year of expenditure (YOE). MTC/ABAG staff has contracted for consultant assistance in reviewing and estimating major project costs for reasonableness.
	When to Submit	February - June 2019
3. Public Involvement & Outreach	Public Outreach	<p>An effective public outreach and local engagement process should update project information and identify new projects for consideration.</p> <ul style="list-style-type: none"> <li>▪ Hold at least 1 public meeting;</li> <li>▪ Document the process; and,</li> <li>▪ CTAs and multi-county project sponsors should follow best practices as identified in MTC's adopted Public Participation Plan.</li> </ul>
	Agency Coordination	CTAs and multi-county project sponsors should work with local jurisdictions, transit operators, etc. to coordinate on the development of their list of candidate projects/programs.
	Title VI Responsibilities	CTAs and multi-county project sponsors should be proactive in engaging with disadvantaged communities and ensure the public outreach process is in compliance with Title VI of the Civil Rights Act of 1964 as described in MTC's adopted Public Participation Plan.
	Official Submittal	<p>The following items should be sent to MTC as part of the official submittal by <b>June 30, 2019</b>:</p> <ul style="list-style-type: none"> <li>▪ Official list of candidate projects/programs;</li> <li>▪ Public engagement checklist documenting the process; and</li> <li>▪ Board resolution and agenda materials.</li> </ul>

## **Plan Bay Area 2050: Transit Operating Needs Data Request Guidance**

In order to accurately reflect the transit operating and maintenance levels, costs and revenues in Plan Bay Area 2050, MTC staff will be collecting information from transit operators for the period from Fiscal Year (FY) 2018-19 to FY 2049-50. MTC will work directly with transit operators to update information on transit operators' operating needs and revenues. County transportation agencies (CTAs) should expect to play a supporting role should transit operators serving their county call on the CTA for assistance.

Detailed information, an Excel template, and guidance on the PBA 2050 Transit Operating Needs Assessment will be released directly to transit agencies in February 2018. The following is an overview of the proposed approach:

Overall	<ul style="list-style-type: none"> <li>▪ As with Plan Bay Area 2040, Transit Operating Needs Assessment should only include data on an operator's existing service levels and the projected costs of operating that service in future years.</li> <li>▪ Only committed projects which add additional service should be included in the Transit Operating Needs Assessment <ul style="list-style-type: none"> <li>○ For example, SMART would include service levels and costs associated with the Larkspur extension by reflecting the change in service levels and costs in the first year of operation of the extension.</li> </ul> </li> <li>▪ Consistent with federal regulations, PBA 2050 must demonstrate that existing transit service levels and operations are fully funded for the duration of the Plan period. Should there be a projected shortfall for an individual operator, after including regionally projected operating revenue sources (see below), MTC will work with the operator to address the funding shortfall before adoption of the Plan.</li> </ul>
Timeline	<ul style="list-style-type: none"> <li>▪ Mid-February 2019, Release of Transit Operating Needs Assessment</li> <li>▪ MTC staff are available to assist transit operators throughout the process.</li> <li>▪ <b>May 17, 2019, Transit Operating Needs Assessments are Due</b></li> </ul>
Requested Information	<ul style="list-style-type: none"> <li>▪ Projected costs to operate at existing service levels over the period of the Plan. <ul style="list-style-type: none"> <li>○ Planned service increases not associated with a committed capital project or an already approved/legislated and funded increase in service should not be included in the Needs Assessment.</li> </ul> </li> <li>▪ Projected costs and service levels associated with planned, committed projects.</li> <li>▪ Projected revenue from local sources to be used for transit operations. <ul style="list-style-type: none"> <li>○ Include revenue from all sources apart from the following regionally projected operating sources: State Transit Assistance (STA), Transportation Development Act Local Transportation Fund (TDA LTF), State of Good Repair (SGR) Program, Low Carbon Transit Operation Program (LCTOP), Federal Transit Administration (FTA) funds used for preventative maintenance.</li> <li>○ Please include expected Regional Measure 2 or other bridge toll operating contributions.</li> </ul> </li> </ul>

## ***Plan Bay Area 2050: Growth Framework Update (Preview)***

### **Background**

In March, staff will present an initial proposal for an update to the Bay Area's regional growth framework to ABAG & MTC committees and stakeholders. The current regional growth framework seeks to focus growth in **Priority Development Areas (PDAs)** - places within walking distance of public transit identified by local governments for new housing - and to permanently protect **Priority Conservation Areas** - natural habitat, farmland and regional parks and trails identified by cities and open space districts. This framework shaped the development pattern and distribution of funding in *Plan Bay Area* (2013) and *Plan Bay Area 2040* (2017).

### **Perspective Paper #3**

The recently completed *Regional Growth Strategies* Perspective Paper for *Horizon* analyzed implementation of the current framework. The paper identified a number of successes, including local adoption of nearly 200 PDAs and a dramatic increase in the share of new housing permitted in PDAs. At the same time, significant shortcomings were identified, including:

- Inconsistencies between PDA Program criteria and required transit service in select PDAs
- Inconsistencies between PDA Program criteria and land use planning in select PDAs
- Exclusion of many transit-rich places from the framework
- Exclusion of many high-resource communities from the framework (e.g., places with good schools, low crime, easy access to parks and other amenities)
- Lack of guidelines related to hazard planning and adaptation (sea level rise, earthquakes, etc.)

### **Potential Revisions to be Released in March**

The proposed update to the regional growth framework update will continue to promote focused growth around transit and open space preservation. However, potential reforms could result in an expanded range of places prioritized for new housing and jobs, strengthened incentives to adopt plans supportive of regional goals, improved technical assistance tailored to the needs of different kinds of PDAs, and requirements that all PDAs meet program criteria. The update will also work to better integrate priorities that emerged in *Plan Bay Area 2040* and *Horizon*, such as equity and resilience.

In addition to sustaining the current PCA program, the updated growth framework will propose including **Priority Production Areas (PPAs)** for the first time - industrial and light-industrial areas that sustain the region's economy and offer middle-wage jobs.

### **What's Next?**

The regional growth framework update process will involve:

- **Spring:** development and adoption of updated PDA, PCA, and PPA guidelines
- **Summer:** time period for local jurisdictions to designate or update existing designations of priority areas
- **Fall:** integrating the priority areas into the Preferred *Plan Bay Area 2050*