Metropolitan Transportation Commission Policy Advisory Council

September 11, 2019 Agenda Item 5

ABAG Resolution No. 09-19 and MTC Resolution No. 4393:

Plan Bay Area 2050: Overview and Vision & Guiding Principles Approval

Subject: Overview of the Plan Bay Area 2050 process and Vision & Guiding Principles

previously developed in consultation with the public, stakeholders, and elected

officials through Horizon.

Background: Policy Advisory Council Agenda Item 5, ABAG Resolution No. 09-19 and MTC

Resolution No. 4393: Plan Bay Area 2050: Overview and Vision & Guiding Principles Approval, is attached. This report will be presented to the Regional Advisory Working Group on September 10, 2019. Additionally, staff will seek approval of ABAG Resolution No. 09-19 and MTC Resolution No. 4393: Plan Bay Area 2050: Overview and Vision & Guiding Principles Approval at the

September 13, 2019 Joint MTC Planning Committee with the ABAG

Administrative Committee.

Staff will be at your September 11 meeting to discuss this report. The Council's

input is requested.

Attachments: Agenda Item 5a from the September 2019 Joint MTC Planning Committee with

the ABAG Administrative Committee

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Metropolitan Transportation Commission and the Association of Bay Area Governments Joint MTC Planning Committee with the ABAG Administrative Committee

September 13, 2019 Agenda Item 5a

ABAG Resolution No. 09-19 and MTC Resolution No. 4393: Plan Bay Area 2050: Overview and Vision & Guiding Principles Approval

Subject:

Overview of the *Plan Bay Area 2050* process and seek approval of the Vision and Guiding Principles previously developed in consultation with the public, stakeholders, and elected officials through *Horizon*.

Background:

MTC and ABAG are beginning development of *Plan Bay Area 2050* this month, which will serve as the region's next-generation long-range plan. *Plan Bay Area 2050* will tackle four topic areas – transportation, housing, the economy, and the environment – while integrating key themes of equity and resilience. Under federal and state planning regulations, *Plan Bay Area 2050* must be adopted by summer 2021, while at the same time meeting key requirements related to climate change, housing, and fiscal constraint, among others.

Staff plans on building upon the robust scenario planning, policy analysis, and project evaluation efforts from the predecessor *Horizon* initiative. *Horizon* has explored a suite of strategies to better prepare the Bay Area for an uncertain future. Key deliverables, including the Futures Final Report and Project Performance Assessment results, are slated for release this fall in time to inform the creation of the *Plan Bay Area 2050* Blueprint. Refer to **Attachment C** for more details on the integration of these planning processes.

While the Plan will integrate a broader range of topic areas than in the past, it is important to underscore that the development and implementation of *Plan Bay Area 2050* will require strengthening partnerships across the Bay Area. The first step of the *Plan Bay Area 2050* process will be the development of the Blueprint, which has previously been referred to as the "preferred scenario". The Blueprint will detail strategies (e.g., public policies and investments) that could be considered by local, regional, and state agencies to address the significant challenges the Bay Area faces, both today and in the future. Staff will enhance and expand engagement with local jurisdictions and key stakeholders as we advance into this phase of the planning process.

To kick off the Blueprint phase, it is important to first solidify the vision and goals for *Plan Bay Area 2050*. A considerable months-long effort was undertaken as part of *Horizon* to identify a set of Guiding Principles for the San Francisco Bay Area. This included robust public engagement, integrating more than 10,000 unique comments, as well as refinements by working groups and committees; however, staff did not seek committee approval at the time. Given the efficacy of the Guiding Principles to date – which lay out an aspirational vision to make the Bay Area more *affordable*, *connected*, *diverse*, *healthy* and *vibrant* – staff recommends their continued use in *Plan Bay Area 2050* and is seeking joint Committee approval at this time.

By adopting the proposed Vision and Guiding Principles for use in *Plan Bay Area* 2050, MTC and ABAG will affirm its commitment to the priorities outlined by members of the public and refined by our partners, while also connecting *Horizon*

and *Plan Bay Area 2050* with a shared vision. Refer to **Attachment A** for more information on the proposed Vision and Guiding Principles, including their development and their use in planning processes to-date.

Issues:

Equity. Previous iterations of *Plan Bay Area* have performed much better on environmental goals than on equity goals (e.g., displacement risk, housing affordability, etc.). In part, this is driven by the strategies included in the Plan. Should the boards wish to tackle this growing regional challenge, more ambitious strategies may be necessary to address the systemic inequities in our region's development pattern and infrastructure investments. To begin that conversation, staff will highlight some potential equity strategies and their relative efficacy as part of the upcoming *Horizon* Futures Final Report.

Greenhouse Gas Emissions (GHG). Under Senate Bill 375, *Plan Bay Area 2050* must strive to meet or exceed a state-mandated per-capita greenhouse gas emissions reduction target for cars and light-duty trucks. In 2018, the Air Resources Board modified the reduction target for year 2035 for the San Francisco Bay Area from 15 percent to 19 percent. While this increase may not seem significant at first glance, staff analysis indicates that ambitious new strategies may be necessary to consider this Plan cycle. Under Senate Bill 1, the region would become ineligible for Solutions for Congested Corridors Program funding if it does not meet the target this Plan cycle.

New Revenues. New revenues for transportation, housing, sea level rise, and other key issue areas may help to address the challenges posed above. Staff is evaluating how to best capture potential new revenues in the development of the fiscally-constrained plan. Ideally our approach will allow the boards to consider integrating new revenues into the Plan; and highlight the potential benefits of new revenues to tackle regional challenges.

Next Steps:

Staff recommend that the Committees support and refer ABAG Resolution No. 09-19 and MTC Resolution No. 4393, which adopt the Vision and Guiding Principles for *Plan Bay Area 2050*, to the MTC Commission and ABAG Executive Board for approval. Staff will return to the Committees this fall to begin crafting the Draft Blueprint for *Plan Bay Area 2050*, as shown in **Attachment B** (Key Milestones).

Attachments:

Attachment A: Plan Bay Area 2050 Vision and Guiding Principles:

Summary of Development Process & Use in Horizon Initiative

Attachment B: Horizon and Plan Bay Area 2050: Key Milestones

Attachment C: ABAG Resolution No. 09-19 and MTC Resolution No. 4393

Attachment D: Presentation

Shrue W. McMillan



Plan Bay Area 2050 Vision and Guiding Principles: Summary of Development Process & Use in Horizon Initiative

Guiding Principles: A Proposed Framework for Plan Bay Area 2050

Over the past year and a half, *Horizon* has been centered on five Guiding Principles - *Affordable*, *Connected*, *Diverse*, *Healthy* and *Vibrant*. The Guiding Principles were developed in conjunction with members of the public, partners and elected officials between February and June 2018 through a wide range of public and stakeholder engagement; while there was consensus to move them forward, staff did not request formal adoption at the time.

Since then, the *Horizon* Guiding Principles have been used to assess strategies proposed by Perspective Papers, organize the evaluation of opportunities and challenges across Futures, evaluate potential transportation investments through Project Performance Assessment and focus public engagement on key issue areas. Given their effectiveness in the *Horizon* process, staff proposes to continue their use and recommends that they formally be adopted for *Plan Bay Area 2050*. Staff has also fused together the five Guiding Principles to craft a proposed Vision for the Plan.

Proposed Vision: To ensure by the year 2050 that the Bay Area is affordable, connected, diverse, healthy, and vibrant for all.

Proposed Guiding Principles

Guiding Principle	Description
Affordable	All Bay Area residents and workers have sufficient housing options they can afford – households are economically secure.
Connected	An expanded, well-functioning transportation system connects the Bay Area – fast, frequent, and efficient intercity trips are complemented by a suite of local transportation options, connecting communities and creating a cohesive region.
Diverse	The Bay Area is an inclusive region where people from all backgrounds, abilities, and ages can remain in place - with access to the region's assets and resources.
Healthy	The region's natural resources, open space, clean water, and clean air are conserved – the region actively reduces its environmental footprint and protects residents from environmental impacts.
Vibrant	The Bay Area is an innovation leader, creating quality job opportunities for all and ample fiscal resources for communities.

Development

Development of the Guiding Principles began in earnest in February 2018. MTC/ABAG organized 28 pop-up outreach events throughout the nine counties of the Bay Area, 17 of which were in Communities of Concern. MTC/ABAG also conducted an online survey over this same time period. Together, the two sources generated over 10,000 unique comments related to the public's vision and priorities for the future of the Bay Area. Staff analyzed the pop-up and online survey comments, identifying common themes that were consistent across the region. Originally, staff proposed four Guiding Principles - Affordable, Connected, Diverse and Healthy.

Staff presented the proposed Guiding Principles to the Policy Advisory Council, Regional Advisory Working Group and the Joint MTC Planning Committee with the ABAG Administrative Committee. Based on input from partners and elected officials, staff added a fifth Guiding Principle - *Vibrant* - to describe the regional vision for continued economic vitality and an economy that benefits all communities. The finalized Guiding Principles were presented to MTC/ABAG committees and partners in June 2018, with general consensus to advance them for use in *Horizon*.

Application of Guiding Principles in Horizon

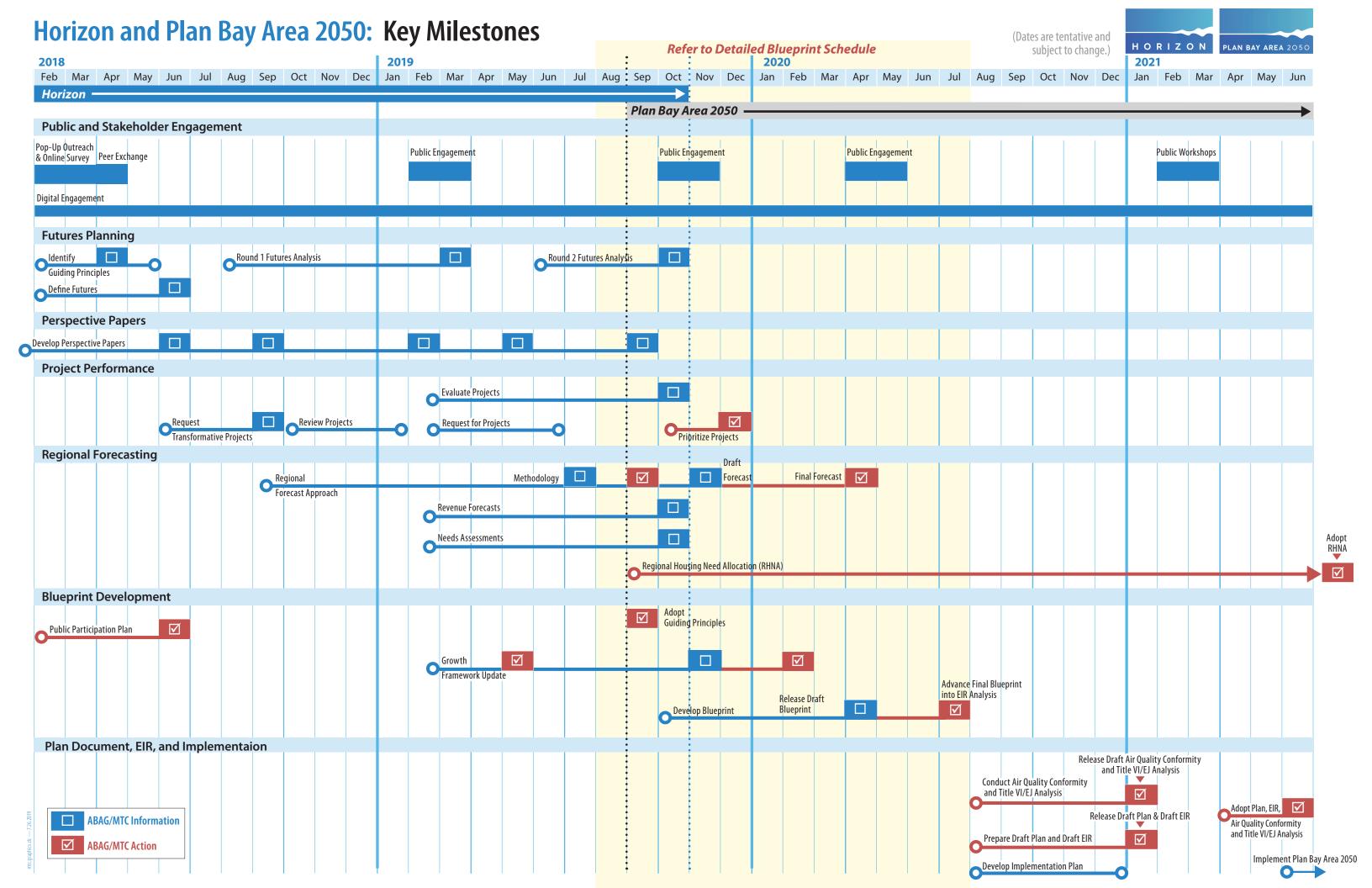
To date, the Guiding Principles have been used for the following Horizon deliverables:

- **Perspective Papers:** MTC/ABAG has released four Perspective Papers to-date to inform the *Horizon* process, with a final paper on Bay Crossings slated for fall 2019. The Guiding Principles were used to qualitatively assess strategies proposed in Perspective Papers and identify tradeoffs associated with strategies.
- **Futures Planning:** In March 2019, MTC/ABAG concluded initial modeling work that project conditions through the year 2050 in each of the three *Horizon* futures. The findings were summarized in the *Futures Interim Report: Opportunities and Challenges* and published on *Vital Signs*, MTC/ABAG's regional performance monitoring initiative. The interim analysis examined conditions in the three futures through the lens of ten indicators sourced from *Vital Signs*. For example, the Healthy Guiding Principle was evaluated by looking at greenhouse gas emissions and greenfield development, whereas the Connected Guiding Principle was evaluated using commute times and mode shares.
- **Project Performance Assessment:** As in previous Plan cycles, projects are currently being evaluated through a Project Performance Assessment, which includes both a benefit-cost analysis and equity analysis using Travel Model 1.5. These analyses are being complemented by a qualitative secondary assessment, which considers how a project directly impacts the Guiding Principles.
- **Public Engagement:** The Guiding Principles have also been used for engagement with members of the general public as well as with partners, including at extended RAWG workshops and during the winter 2019 *Horizon* workshops.

Application of Guiding Principles in Plan Bay Area 2050

The planning process for both *Plan Bay Area* and *Plan Bay Area 2040* began with the selection of goals, performance measures, and quantitative performance targets. For *Plan Bay Area 2050*, staff recommend taking a more dynamic approach to performance measurement. Instead of finalizing goals, performance measures, and targets at the start of the planning process, staff recommend that the Committees adopt the proposed Vision and Guiding Principles as a structure for future performance measurement.

In prior Plans, performance targets were set months prior to analysis and modeling necessary to understand the feasibility of such goals. This process also "locked in" a set of performance measures that sometimes proved ineffective in quantifying the effects of the Plan. For *Plan Bay Area 2050*, staff propose identifying performance measures during the Draft Blueprint process to help "tell the story of the Plan" with relevant data and model outputs. Rather than selecting brand-new performance measures, staff intend to develop a curated list of metrics from the *Vital Signs* performance monitoring initiative, which already tracks 41 different indicators. Staff will return to working groups and committees on this topic in early 2020 during the Blueprint development process.



ASSOCIATION OF BAY AREA GOVERNMENTS EXECUTIVE BOARD

RESOLUTION NO. 09-19

APPROVAL OF PLAN BAY AREA 2050 VISION AND GUIDING PRINCIPLES

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, the Association of Bay Area Governments (ABAG), a joint exercise of powers entity created pursuant to California Government Code Sections 6500 *et seq.*, is the Council of Governments and the regional land use planning agency for the San Francisco Bay Area; and

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

WHEREAS, *Plan Bay Area* ("Plan") constitutes the Regional Transportation Plan and SCS for the San Francisco Bay Area; and

WHEREAS, MTC and ABAG jointly adopted the first *Plan Bay Area* in 2013 (*Plan Bay Area*) (MTC Resolution No. 4111 and ABAG Resolution No. 06-13), and the second *Plan Bay Area* in 2017 (*Plan Bay Area 2040*) (MTC Resolution No. 4300 and ABAG Resolution No. 10-17); and

WHEREAS, MTC and ABAG are beginning development of *Plan Bay Area 2050* to serve as the next-generation regional plan for transportation, housing, the economy, and the environment; and

WHEREAS, the predecessor *Horizon* initiative has conducted extensive public and stakeholder engagement as well as technical analyses to form the foundation of *Plan Bay Area 2050*; and

WHEREAS, over 10,000 unique public comments collected in early 2018, as well as multiple rounds of feedback from MTC and ABAG Committees, local government staff, and stakeholders, provided the basis for development and revision of the Vision and Guiding Principles, which have successfully been integrated into multiple *Horizon* deliverables in 2018 and 2019; and

WHEREAS, the Vision outlines the intended outcomes of *Plan Bay Area 2050*; and

ASSOCIATION OF BAY AREA GOVERNMENTS RESOLUTION NO. 09-19

WHEREAS, the Guiding Principles provide a framework to inform qualitative and quantitative assessment of the performance of the Plan as well as strategies and projects included therein; and

WHEREAS, further discussion of the development of the Vision and Guiding Principles is contained in the MTC Executive Director's Summary Sheet dated September 13, 2019.

NOW, **THEREFORE**, **BE IT RESOLVED**, that the Executive Board of the Association of Bay Area Governments hereby certifies that the foregoing recitals are true and correct and incorporated by this reference; and, be it further

RESOLVED, that the Executive Board of the Association of Bay Area Governments, as a decision making body, hereby adopts the Vision and the Guiding Principles, as identified in the MTC Executive Director's Memorandum, for use in *Plan Bay Area 2050*.

The foregoing was adopted by the Executive Board this 19th of September, 2019.

David Rabbitt President

Certification of Executive Board Approval

I, the undersigned, the appointed and qualified Clerk of the Board of the Association of Bay Area Governments (Association), do hereby certify that the foregoing resolution was adopted by the Executive Board of the Association at a duly called meeting held on the 19th day of September, 2019.

Frederick Castro Clerk of the Board

ASSOCIATION OF BAY AREA GOVERNMENTS RESOLUTION NO. 09-19

Attachment A Metropolitan Transportation Commission Planning Committee Association of Bay Area Governments Administrative Committee

Re: Approval of Plan Bay Area 2050 Vision and Guiding Principles

Vision: To ensure by the year 2050 that the Bay Area is affordable, connected, diverse, healthy, and vibrant for all.

Guiding Principles

Guiding Principle	Description
Affordable	All Bay Area residents and workers have sufficient housing options they can afford – households are economically secure.
Connected	An expanded, well-functioning transportation system connects the Bay Area – fast, frequent, and efficient intercity trips are complemented by a suite of local transportation options, connecting communities and creating a cohesive region.
Diverse	The Bay Area is an inclusive region where people from all backgrounds, abilities, and ages can remain in place - with access to the region's assets and resources.
Healthy	The region's natural resources, open space, clean water, and clean air are conserved – the region actively reduces its environmental footprint and protects residents from environmental impacts.
Vibrant	The Bay Area is an innovation leader, creating quality job opportunities for all and ample fiscal resources for communities.

Date: September 25, 2019

W.I.: 1121 Referred by: Planning

ABSTRACT Resolution No. 4393

This resolution adopts the Vision and the Guiding Principles of *Plan Bay Area 2050*, the next-generation regional plan for transportation, housing, the economy, and the environment.

Further discussion of this subject is contained in the MTC Executive Director's Summary Sheet dated September 13, 2019.

Date: September 25, 2019

W.I.: 1121 Referred by: Planning

Re: Approval of Plan Bay Area 2050 Vision and Guiding Principles

METROPOLITAN TRANSPORTATION COMMISSION RESOLUTION NO. 4393

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, the Association of Bay Area Governments (ABAG), a joint exercise of powers entity created pursuant to California Government Code Sections 6500 *et seq.*, is the Council of Governments and the regional land use planning agency for the San Francisco Bay Area; and

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

WHEREAS, *Plan Bay Area* ("Plan") constitutes the Regional Transportation Plan and SCS for the San Francisco Bay Area; and

WHEREAS, MTC and ABAG jointly adopted the first *Plan Bay Area* in 2013 (*Plan Bay Area*) (MTC Resolution No. 4111 and ABAG Resolution No. 06-13), and the second *Plan Bay Area* in 2017 (*Plan Bay Area 2040*) (MTC Resolution No. 4300 and ABAG Resolution No. 10-17); and

WHEREAS, MTC and ABAG are beginning development of *Plan Bay Area 2050* to serve as the next-generation regional plan for transportation, housing, the economy, and the environment; and

WHEREAS, the predecessor *Horizon* initiative has conducted extensive public and stakeholder engagement as well as technical analyses to form the foundation of *Plan Bay Area 2050*; and

MTC Resolution No. 4393 Page 2

WHEREAS, over 10,000 unique public comments collected in early 2018, as well as multiple rounds of feedback from MTC and ABAG Committees, local government staff, and stakeholders, provided the basis for development and revision of the Vision and Guiding Principles, which have successfully been integrated into multiple *Horizon* deliverables in 2018 and 2019; and

WHEREAS, the Vision outlines the intended outcomes of *Plan Bay Area 2050*; and

WHEREAS, the Guiding Principles provide a framework to inform qualitative and quantitative assessment of the performance of the Plan as well as strategies and projects included therein; now, therefore, be it

<u>RESOLVED</u>, that MTC hereby certifies that the foregoing recitals are true and correct and incorporated by this reference; and, be it further

<u>RESOLVED</u>, that MTC, as a decision making body, hereby adopts the Vision and the Guiding Principles, as identified in Attachment A to thus Resolution, for use in *Plan Bay Area* 2050.

METROPOLITAN TRANSPORTATION COMMISSION
Scott Haggerty, Chair

This resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in San Francisco, California on September 25, 2019.

Date: September 25, 2019

W.I.: 1121 Referred by: Planning

Attachment A Resolution No. 4393 Page 1 of 1

Attachment A Metropolitan Transportation Commission Planning Committee

Re: Approval of Plan Bay Area 2050 Vision and Guiding Principles

Vision: To ensure by the year 2050 that the Bay Area is affordable, connected, diverse, healthy, and vibrant for all.

Guiding Principles

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Healthy	The region's natural resources, open space, clean water, and clean air are conserved – the region actively reduces its environmental footprint and protects residents from environmental impacts.
Vibrant	The Bay Area is an innovation leader, creating quality job opportunities for all and ample fiscal resources for communities.





What key themes are emerging from the *Horizon* process?

Marin County
Source: Marin Community Development







Equity. Strategies included in past versions of *Plan Bay Area* have fallen short of key equity goals, such as addressing regional affordability. Bolder strategies may be required to effectively address this challenge.





Resilience. The package of strategies from *Plan Bay Area 2040* generally struggled to be sufficiently resilient to technological, economic, political, and environmental uncertainties in the region's future.

Final Horizon activities will help build a stronger foundation for Plan Bay Area 2050.



Futures Final Report



Project Performance Results



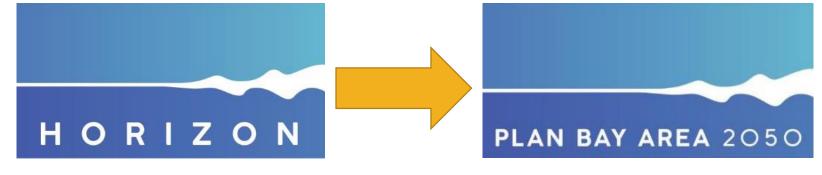


Crossings Perspective Paper

Identifies which strategies are resilient across multiple futures.

Identifies which infrastructure projects are resilient across multiple futures.

Explores a suite of Bay Crossings in advance of the Plan.



Similar to *Horizon*, *Plan Bay Area 2050* will address four core topic areas, as we work to create a long-range integrated regional vision for the next 30 years.











Environment

Economy

Central Theme: Concord **Partnership**



























Strategies necessary to address challenges across these topic areas will ultimately require partnership with local, regional, and state governments - as well as the non-profit and private sectors.

























Simplified Flowchart - from 2018 to 2021

Horizon:

Futures, Project Performance, etc.

Plan Bay Area 2050:

Blueprint

(previously Preferred Scenario)

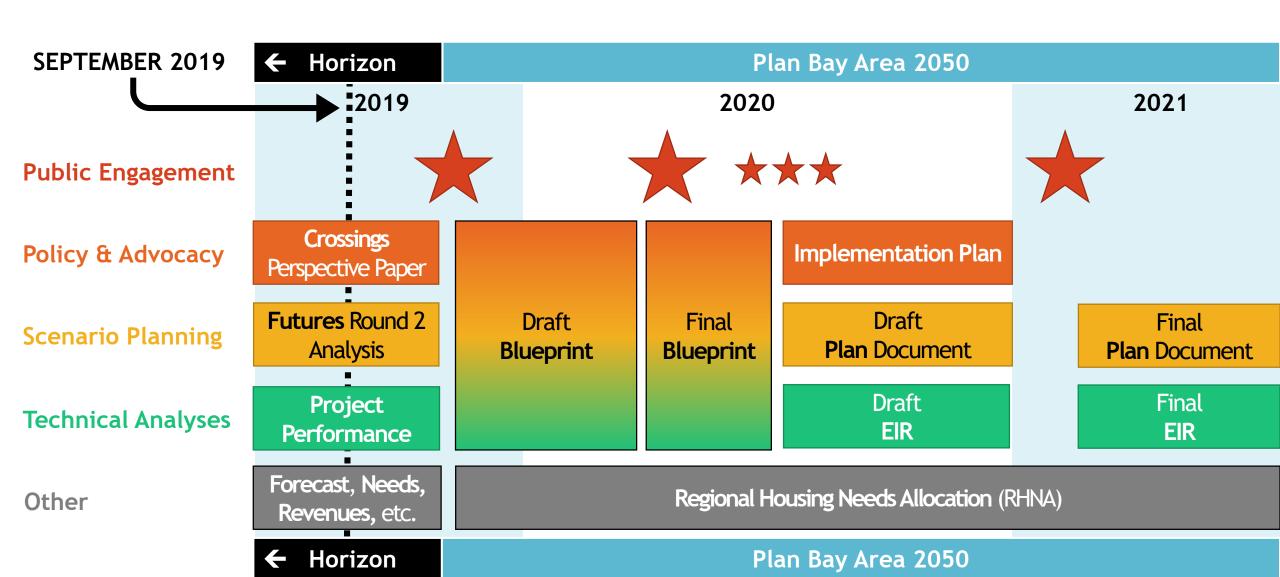
Plan Bay Area 2050: Finalization

Robust scenario planning, project evaluation, and policy analyses

Selection of resilient and equitable strategies to create a more comprehensive regional plan

Deve<mark>lop</mark>ment of shorterrange Implementation Plan + environmental analysis

Plan Bay Area 2050 Schedule



Horizon will identify a shortlist of resilient and equitable strategies to form the foundation of Plan Bay Area 2050.

Horizon

Plan Bay Area 2050

New revenues will be analyzed as part of the Plan Bay Area 2050 Blueprint.

The Horizon Project Performance Assessment & the Futures Final Report can help inform future revenue measures.

New Revenues

Decisions made during the Plan Bay Area 2050 process may influence current and future regional measures for transportation, resilience, housing, etc.

Three Topics to Think About...



Equity. Plan Bay Area 2040 performed much better on environmental goals than on equity goals; in concert with the Equity Platform effort, staff proposes to prioritize equity to a significantly greater degree this cycle.



• GHG. The new 19 percent per-capita greenhouse gas emissions reduction target will require ambitious strategies going far beyond *Plan Bay Area 2050*; adopting a Plan that does not achieve the target puts the region's SB1 Solutions for Congested Corridors funding at risk post-2021.



New Revenues. The Blueprint may be able to incorporate significant new revenues that could fund transportation, housing, economic, and/or environmental strategies.



Placing equity as a priority will require further refinement of Plan strategies.



The strategies of Plan Bay Area 2040 were insufficient to prevent further growth in displacement risk.



The strategies of Plan Bay Area 2040 did little to address the rising cost of living in the Bay Area.

Through *Horizon*, we are testing the following strategies for the boards to consider including in the Plan, among others:

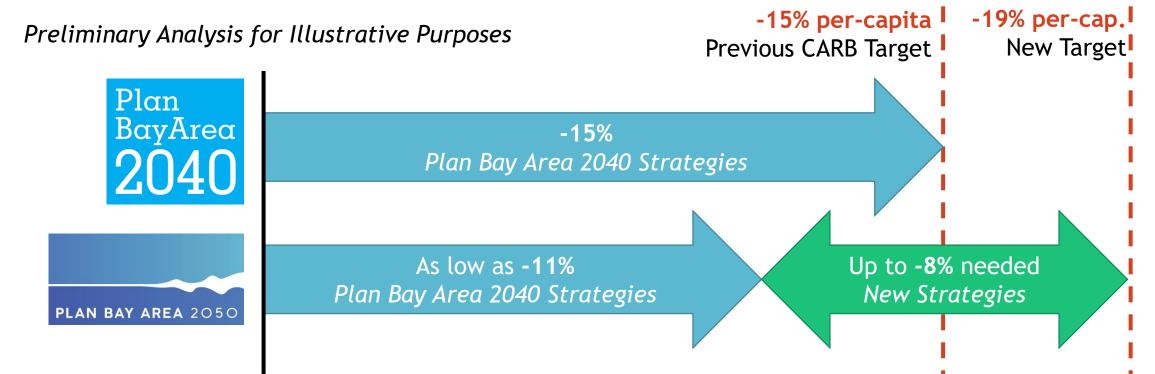
- Requiring a greater share of new housing to be deed-restricted affordable units
- Strengthening renter protections
- Increasing affordable housing preservation and production

Through *Horizon*, we are testing the following strategies for the boards to consider including in the Plan, among others:

- Allowing housing near transit and in highresource areas
- Providing free transit to lower-income households
- Subsidizing childcare for lower-income households



Meeting the new 2035 GHG target will only be possible with ambitious new strategies.



What magnitude of strategies would be necessary, if the boards want to close this gap?



approx. **-5%**

Reduce freeway speed limits to 55 mph with robust enforcement



approx. **-3%**

Fund set of transformative transit megaprojects with new revenues



approx. **-5%**

Incorporate strategies to enable nearly all job and housing growth to focus in the region's lowest-VMT areas

Engaging Stakeholders and the Public in Crafting the Blueprint



Stakeholder Meetings (RAWG, etc.)



Ongoing Local Engagement

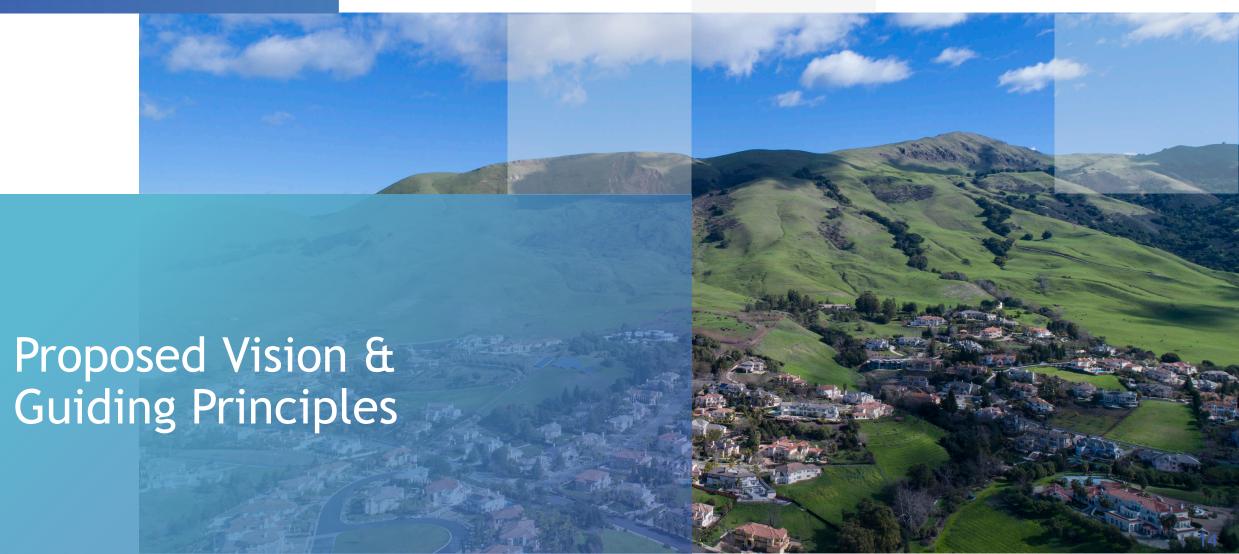


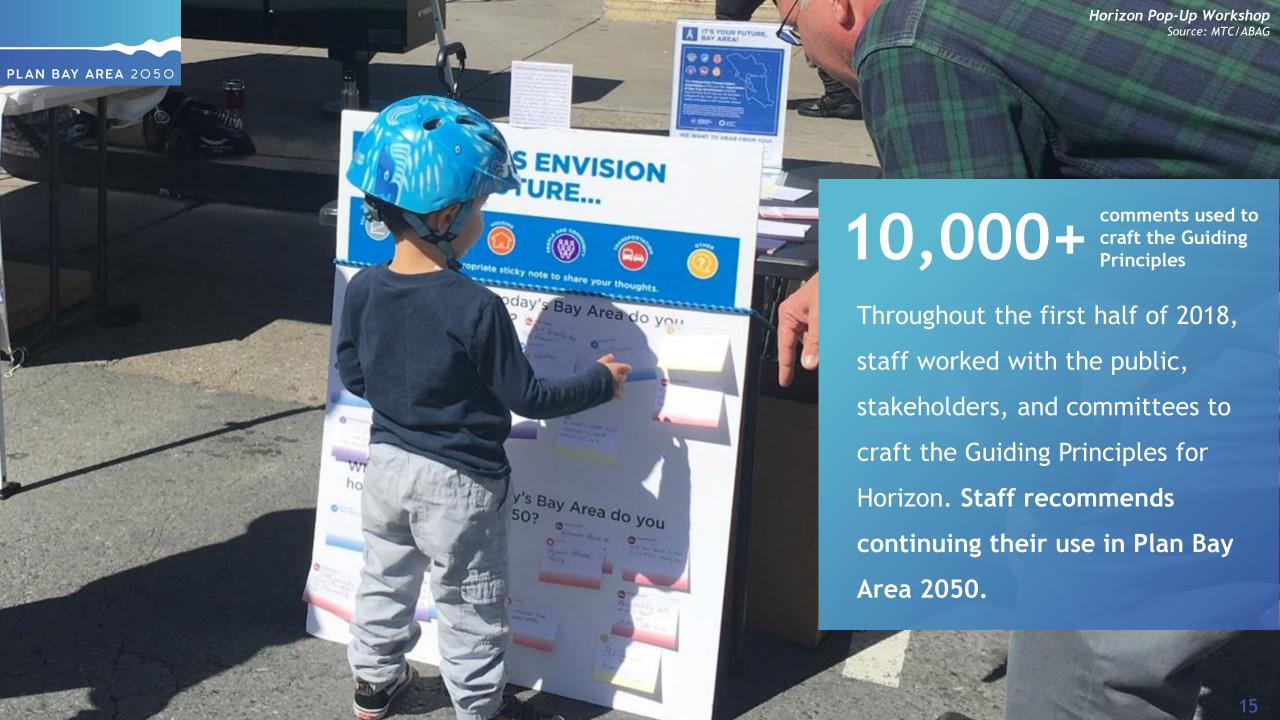
Pop-Up Workshops



Mayor of Bayville App, Webinars, etc.

PLAN BAY AREA 2050





Vision for Plan Bay Area 2050

(seeking final approval from committees)



To ensure by the year 2050 that the Bay Area is affordable, connected, diverse, healthy and vibrant for all.

Guiding Principles for Plan Bay Area 2050

(seeking final approval from committees)



AFFORDABLE

All Bay Area residents and workers have sufficient housing options they can afford - households are economically secure.



CONNECTED

An expanded, well-functioning transportation system connects the Bay Area - fast, frequent and efficient intercity trips are complemented by a suite of local transportation options, connecting communities and creating a cohesive region.



DIVERSE

The Bay Area is an inclusive region where people from all backgrounds, abilities, and ages can remain in place - with access to the region's assets and resources.



HEALTHY

The region's natural resources, open space, clean water and clean air are conserved - the region actively reduces its environmental footprint and protects residents from environmental impacts.



VIBRANT

The Bay Area region is an innovation leader, creating quality job opportunities for all and ample fiscal resources for communities.

17 PLAN BAY AREA 2050

How have we used the Guiding Principles for planning to date?







Planning



Project Performance



Public Engagement



PLAN BAY AREA 2050

Questions?

Requesting:

Committees' Approval of Plan Bay Area 2050 Vision & Guiding Principles