Metropolitan Transportation Commission and Association of Bay Area Governments Regional Equity Working Group

April 15, 2021

Plan Bay Area 2050 Equity Analysis Update

Subject:

Update on recent outreach through community-based organizations on the Communities of Concern framework and nomenclature, and preview and discussion of the Plan Bay Area 2050 Equity Analysis, slated for draft release in late spring 2021.

Background:

In November 2020, the Regional Equity Working Group focused on two specific topics, focusing on U.S. Census Bureau data updates and downstream effects on the Communities of Concern mapping as well as an initial framework for the Plan Bay Area 2050 Equity Analysis Report (meeting materials and recording here; memo attached for reference in **Attachment A**). This month's Regional Equity Working Group meeting provides updates on both of these topics, following a presentation to the Equity & Access Subcommittee in March 2021.

Communities of Concern

In November 2020, staff had described the impact of the U.S. Census Bureau's American Community Survey (ACS) data refresh and consequent updates to census tracts identified as Communities of Concern. Staff also outlined some of the challenges with the existing framework and provided initial thoughts on revising the nomenclature as part of Plan Bay Area 2050. Since then, staff has engaged with underserved communities through community-based organizations to get feedback on the overall framework itself and the nomenclature.

Despite this being an abstract topic to discuss, the small group discussions were rich and offered diverse feedback. Staff will share a summary of synthesized feedback based on recurring themes and provide initial recommendations for future long-term reexamination of the framework and the short-term change in nomenclature, included in **Attachment B**. Later this spring, staff envisions updating the Community of Concern nomenclature with one of the new naming options currently under consideration. Further work on reexamining the framework is slated to begin next year, in advance of the next long-range regional plan and in sync with the Equity Platform effort underway across the organization.

Staff is seeking discussion on a few questions:

Framework:

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

Nomenclature:

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

Plan Bay Area 2050 Equity Analysis

At the previous Regional Equity Working Group meeting, staff provided an overview of the three primary sections of the Equity Analysis Report slated for release later this year:

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

Today's item previews these key components of the Draft Plan Bay Area 2050 Equity Analysis Report, which will be released in late spring 2021 as a supplemental report alongside the Draft Plan Bay Area 2050 Document. The content builds on extensive analysis over the last three years during the Horizon and Blueprint phases of the long-range planning process. Today's presentation, featured in **Attachment B**, provides the main highlights of that broader report.

Staff is seeking discussion on a few questions:

Short-term:

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

Long-term:

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

Next Steps

- May 2021: Staff to share recommended revised nomenclature for Communities of Concern with Joint MTC Planning Committee and ABAG Administrative Committee for approval.
- Late Spring 2021: Staff to release Draft Plan (including Draft Equity Analysis Supplemental Report), Draft EIR and Draft Implementation Plan.
- Fall 2021: Staff to bring forward Final Plan Bay Area 2050 for adoption.

Recommendation: Information

Attachments: Attachment A: Memo - Plan Bay Area 2050 Equity Analysis: Communities of

Concern Update and Equity Analysis Report Framework (November 2020,

attached for reference)

Attachment B: Presentation (April 2021)

Attachment A

METROPOLITAN TRANSPORTATION COMMISSION ASSOCIATION OF BAY AREA GOVERNMENTS

MEMORANDUM



TO: Regional Equity Working Group DATE: November 10, 2020

FR: Anup Tapase

RE: Plan Bay Area 2050 Equity Analysis: Communities of Concern Update and Equity Analysis

Report Framework

Introduction

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

Background and Progress So Far

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

- Fall 2019: Engagement with the Regional Equity Working Group (REWG) kicked off in September 2019, beginning with a review of past work, and a discussion of existing inequities and equity-related issues to prioritize during the Blueprint phase. Staff had proposed then to continue using the Community of Concern (CoC) methodology for Plan Bay Area 2050 and refresh the underlying data, while acknowledging the need for a robust update to the overall CoC framework in the next few years.
- Winter 2019-20: Staff engaged the REWG to review Horizon outputs, refine strategies for the Draft Blueprint the very first iteration of the Plan and better define outcomes of the Plan to help staff determine appropriate metrics to measure performance and equity.
- Spring 2020: Staff engaged with focus groups of historically underrepresented community members, facilitated by community-based organizations, to understand their priorities, vet existing strategies and identify new strategies, especially for a post-COVID era. Staff also collaborated with transportation project sponsors to identify mitigations and strategy commitments for projects that were flagged for not advancing equity during Horizon.



Summer 2020: Staff shared outcomes of the Draft Blueprint, which included an
analysis of the proposed investments as well as several metrics to highlight
performance and disparities. Staff then further engaged REWG and other
stakeholders to refine existing strategies and identify new ones for the Final
Blueprint.

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

Methodology to Measure Disparities

Communities of Concern: Recap of Definition and Underlying Data Update

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

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

Impacts and Implications of Data Update

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

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



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

	Adopted Thresholds Plan Bay Area 2040 (ACS 2009-13)		Updated Thresholds Plan Bay Area 2050 (ACS 2014-18)	
Disadvantage Factor	% Regional Population	Concentration Threshold	% Regional Population	Concentration Threshold
1. People of Color	58%	70%	60%	70%
2. Low Income (<200% Federal Poverty Level - FPL)	25%	30%	21%	28%
3. Limited English Proficiency	9%	20%	8%	12%
4. Zero-Vehicle Household	10%	10%	9%	15%
5. Seniors 75 Years and Over	6%	10%	6%	8%
6. People with Disability	9%	25%	10%	12%
7. Single-Parent Family	14%	20%	13%	18%
8. Severely Rent-Burdened Household	11%	15%	10%	14%

Definition - Census tracts that have a concentration of BOTH people of color AND low-income households, OR that have a concentration of 3 or more of the remaining 6 factors (#3 to #8) but only IF they also have a concentration of low-income households.

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

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

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



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

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

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

Proposed Equity Analysis Report Framework for Plan Bay Area 2050

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

1. Equity Lens on Strategies

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

2. Investment Analysis

This component of the Equity Analysis Report will estimate the share of Plan funding in all four topic areas (Transportation, Housing, Economy and Environment) that is allocated



towards investments benefiting underserved communities. Specific to transportation investments, disparities will be identified through a use-based analysis that allocates funding to population subgroups based on their typical use of the investments, thus constituting "benefit" to that subgroup. In the case of public transit investments, this analysis would comply with the federal laws and regulations related to Title VI of the Civil Rights Act of 1964. Further, the analysis will map all roadway and transit projects to show the spatial distribution of projects relative to census tracts with a concentration of people of color (represented by Communities of Concern).

3. Plan Outcomes Analysis

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

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

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

Next Steps

Staff is currently seeking input from the Regional Equity Working Group on the:

- Methodology to determine disparities in Plan Bay Area 2050
- Proposal to change the "Communities of Concern" nomenclature and name suggestions
- Scoping of future re-examination of the CoC methodology as part of Equity Platform
- Framework for the Equity Analysis Report

Further next steps include:

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



Plan Bay Area 2050: Engagement with REWG

Key Tasks and Milestones	Month	Format/Location
 Orientation to the Agency-Wide Equity Platform, Plan Bay Area 2050 Process and REWG Process 	September 2019	Kick-Off Meeting
 Overview of Bay Area Inequities and Challenges 	November 2019	Webinar
 Refine Draft Strategies based on Horizon Futures Final Report 	December 2019	Workshop
 Review Desired Equity Outcomes and Review and Discuss Final Strategies 	January 2020	Workshop
Review Draft Blueprint Outcomes	July 2020	Virtual Workshop
 Review Community of Concern Update and Equity Analysis Report Framework 	November 2020	Webinar
Follow up on Communities of Concern Update	April 2021	Webinar

and Preview **Equity Analysis**

Agenda

- 1. [5 mins] Brief Update on Equity Consultant Bench
- 2. [30 mins] Communities of Concern Update QUESTIONS/DISCUSSION
- 3. [60 mins] Preview of Plan Bay Area 2050 Equity Analysis

 QUESTIONS/DISCUSSION

Brief Update on Equity Consultant Bench

Approved Consultants

- Arup Americas
- Waters Group
- causeIMPACTS
- Center for Neighborhood Technology
- CivicMakers
- Contigo Communications Corp.
- Cornerstone Consulting HR
- CPS HR Consulting
- Davis & Associates Communications
- Eastern Research Group
- Equity First Consulting
- Exygy
- Guidehouse
- HR&A Advisors

- ICF Incorporated
- Kimley-Horn and Associates
- Lowe Consulting Group
- Mariposa Planning Solutions
- Nelson\Nygaard
- Nutter Consulting
- Redwood Resources
- Reflex Design Collective
- Seam Social Labs
- The Aspire Group
- The Mark USA
- Urban Habitat Program
- WSP





Brief Update on Equity Consultant Bench

Sampling of Subcontractors

- Tamika L. Butler Consulting
- Estolano Advisers
- Chris Lepe (Mariposa Advisors)
- Othering and Belonging Institute
- The Unity Council







Agenda

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 QUESTIONS/DISCUSSION



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

Near Term within Plan Bay Area 2050

Augment Community of Concern Methodology

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

Revise Nomenclature

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

Long Term Part of Equity Platform in 2021+

Re-examine Community of Concern Methodology

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

Today's Update

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

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

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

How did we engage on this topic?

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

Reactions to Communities of Concern Framework

Recurring Themes

Overall definition is too broad	 "catch-all phrase that is not really specific" "too vague" "does not strike to the core" "could be an umbrella term that captures different communities at risk"
Overall definition is too narrow	 "need to differentiate between renters and homeowners" "missing LGBTQ+" "rural communities face different issues"
Communities face varied but specific issues	 "more useful if different attributes were split out" "need to identify specific issues, like food or transit deserts or environmental vulnerability - would like to know what the concern is"
Does not capture historical themes	 "easy way to take accountability while not reflecting on the intentionalitythese communities are not an accident" "this is a point-in-time map that could be strengthened with other views in time"

Staff Recommendations for Communities of Concern Framework Longer-Term Reexamination

Overall Definition

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

Methodology

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

Use of Framework

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

Reactions to Communities of Concern Nomenclature

Across the board, a resounding desire to use a different name.			
Problematic	 "Sounds like problem with the communities" "Sounds like a dog whistle" "Triggers fear"		
Demeaning	 "Makes it sound like the communities' fault" "May bring stigma"		
Negative	 "Concern is a negative word" "Sounds like communities we should be concerned about in a defensive way" 		
Vague/ Passive	 "Detached from communities" "Does not address struggles" ""Concern" feels passive - for people from these communities, the community is always a concern /a prioritybut from an agency perspective, there are problems to be addressed" 		

Recurring Feedback Themes for New Name

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

Communities of Concern Nomenclature: Options Provided as Prompts

"Equity"

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

"Priority" or "Opportunity"

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

"Disadvantage"

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

"Environmental Justice"

- Environmental Justice Areas
- Environmental Justice Communities

Other Terms We Heard

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

Communities of Concern Nomenclature: Feedback (1 of 2)

Names

"Equity"

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

"Priority" or "Opportunity"

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

Feedback

- Generally favorable and well-liked
- No negative feedback
- Most liked: "Equity Focus ____" positive and describes what we are trying
 to bring about

- Generally favorable and well-liked
- Terms are too long and can sound technocratic/detachedneed to be simple
- "Priority" was strongly favored across groups
- "Opportunity" does not sound as urgent as the situation is
- "Opportunity zones" is a tainted word due to use by federal government
- "EPIC" sounds nice
- Most liked: "Priority Communities"

Communities of Concern Nomenclature: Feedback (2 of 2)

Names

"Disadvantage"

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

"Environmental Justice"

- Environmental Justice Areas
- Environmental Justice Communities

Feedback

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

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

Prioritized Requirements for Nomenclature

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

Staff Suggestions to Advance:

- Equity Priority Communities
- Equity Prioritized Communities
- Equity Focus Communities
- Equity Action Communities

What's Next?

May 2021

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

2022

 Re-examine Community of Concern Framework/Methodology



Discussion Questions

Framework:

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

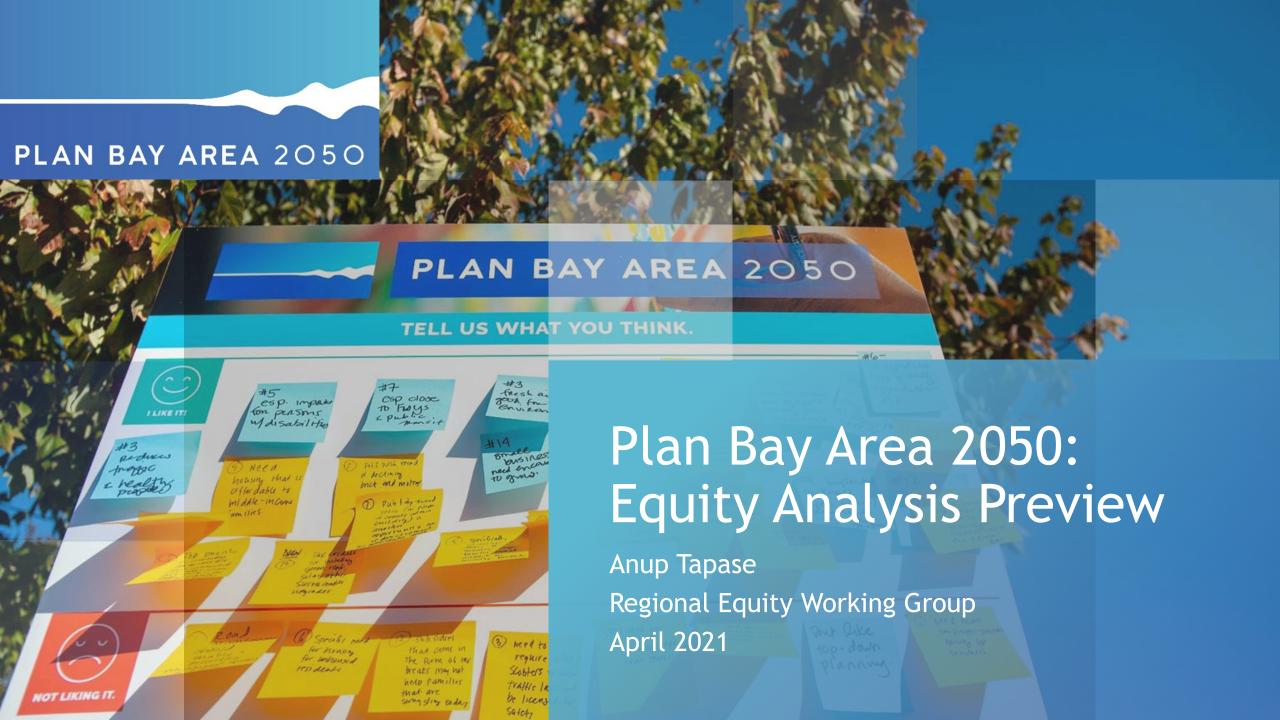
Nomenclature:

- Can the REWG provide opinions on why or why they may not favor each of the names that staff has shortlisted?
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Agenda

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 QUESTIONS/DISCUSSION



Final Blueprint: Approved as Plan Bay Area 2050 Preferred EIR Alternative in January 2021



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



- Transportation Strategies
- Housing Geographies & Strategies
- **Economic** Geographies & Strategies
- Environmental Strategies

As discussed in December, the Equity Analysis for Plan Bay Area 2050 has three sections.

Disparities Based On

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



Equity Lens on Strategies



Investment Analysis (including Title VI Analysis and Project Mapping)



Plan Outcomes Analysis

(including EJ Disparities Analysis)

Agenda



Equity Lens on Strategies

Investment Analysis

Plan Outcomes Analysis

Next Steps and Discussion

Final Blueprint Recap: 11 Themes, 35 Strategies



Maintain and Optimize the Existing System



Create Healthy and Safe Streets



Build a Next-Generation Transit Network



Protect and Preserve Affordable Housing



Spur Housing Production at All Income Levels



Create Inclusive Communities

Final Blueprint Strategies (Inputs to Modeling Process)



Improve Economic Mobility



Shift the Location of Jobs



Reduce Risks from Hazards



Expand Access to Parks and Open Space



Reduce Climate Emissions



Learn more about each of the 35 adopted strategies at <u>planbayarea.org</u>.

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



2019 2020

Prioritized
Horizon Strategies

Refined / Prioritized

Draft Blueprint

Strategies

Refined / New Final Blueprint Strategies

Analysis

Engagement

- Futures data-driven scenarioplanning analysis
- Project Performance equity analysis
- Horizon Futures Strategy Workshops
- Pop-up workshops prioritized in Communities of Concern
- Equity commitments in Project Performance Assessment

- Blueprint Performance and Equity Outcomes
- Targeted outreach to people of color, low-income populations, people with disabilities, youth, unhoused, non-English speakers through Community-Based Organizations
- Pop-up workshops prioritized in Communities of Concern
- Policy Advisory Council engagement
- REWG workshops

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

For example:

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

Strategy T4.

Reform Regional Fare Policy

 Regional integrated fare structure with a flat local fare

Elements captured in metrics

- Free transfers across operators
- Distance-based fare for regional trips
- Discounts for people with low incomes

- Discounts for youth
- Discounts for people with disabilities

Strategy H1.

Further Strengthen Renter Protections Beyond State Legislation

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

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

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



Transportation Element

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



Economy Element

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



Housing Element

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



Environment Element

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

Agenda

Equity Lens on Strategies



Investment Analysis

Plan Outcomes Analysis

Next Steps and Discussion

Final Blueprint Recap: Revenues & Expenditures

Transportation Element

\$466 billion in existing funding \$113 billion in new revenues

Housing Element

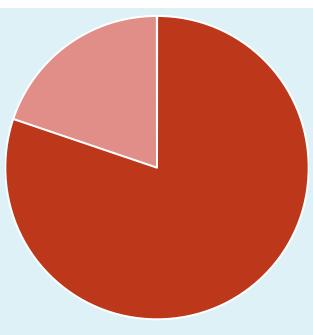
\$122 billion in existing funding \$346 billion in new revenues

Economy Element

N/A in existing funding \$234 billion in new revenues

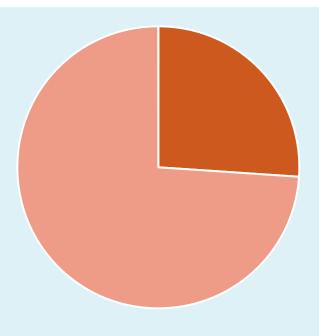
Environment Element

\$15 billion in existing funding **\$87 billion** in new revenues



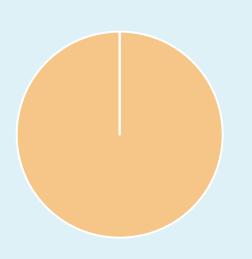
■ Existing Revenues ■ New Revenues

Note: \$12 billion in existing transportation funding is shown in Environment Element for climate & sea level rise strategies.



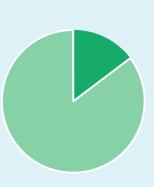
Existing Revenues New Revenues

Note: new housing revenues could come from a mix of federal, state, regional, or local sources.



Existing Revenues New Revenues

Note: as Needs & Revenue data is unavailable for economic development, existing funding is underrepresented.



Existing RevenuesNew Revenues

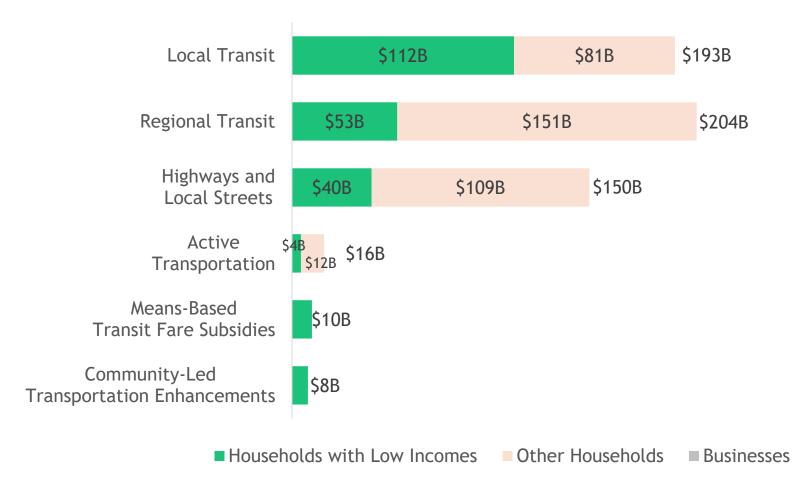
Note: as Needs & Revenue data is unavailable for parks & conservation, existing funding is underrepresented.

Key Questions for Equity Analysis

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

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

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

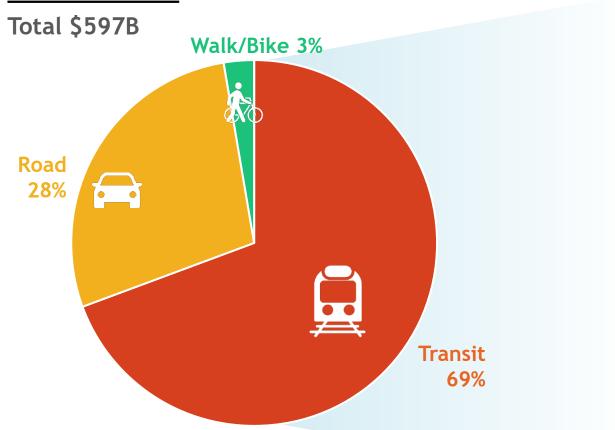


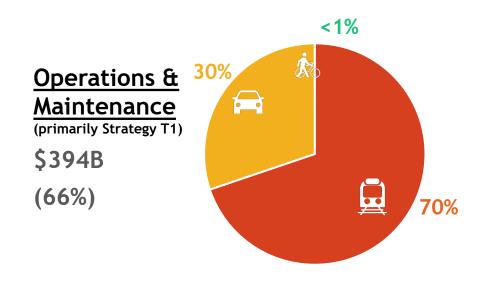
Key Equity-Related Investments

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

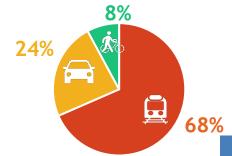
Transit accounts for more than 70 percent of Final Blueprint transportation investments.

All Investments



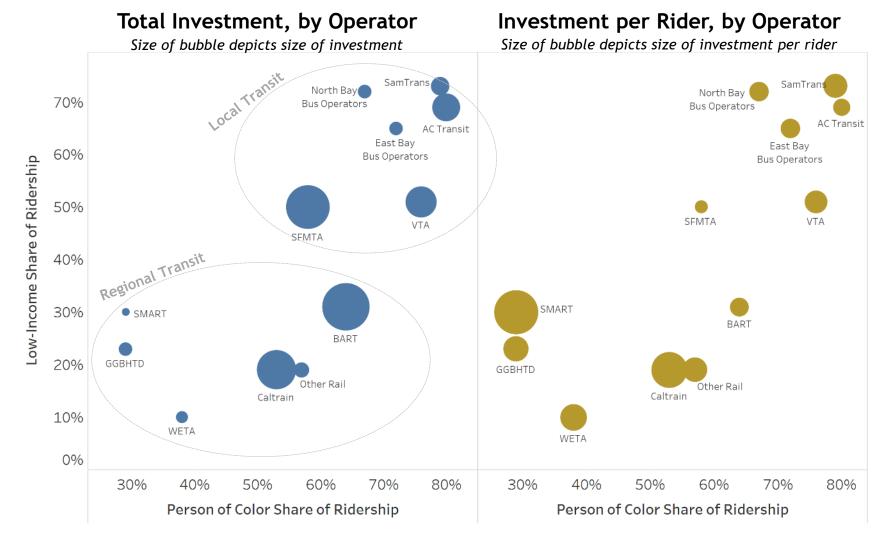






Key Point:

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

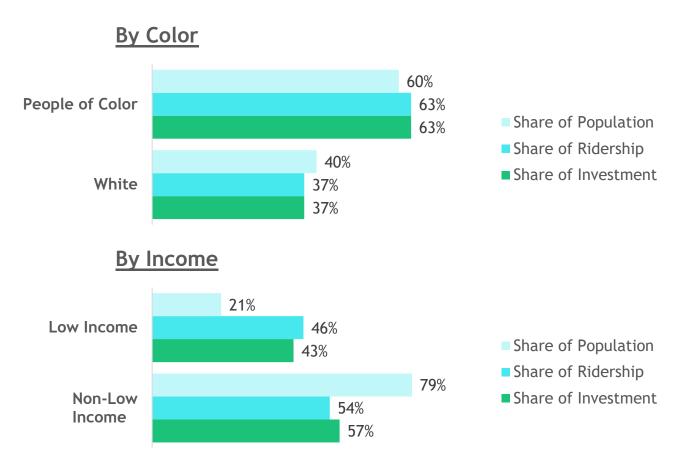




- Transit investment analysis
 (including Title VI analysis) is
 informed by current usage by
 underserved populations.
- Most local transit investments benefit underserved populations, whereas regional rail and ferry systems tend to serve whiter and wealthier demographics.
- Blueprint strategies are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

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

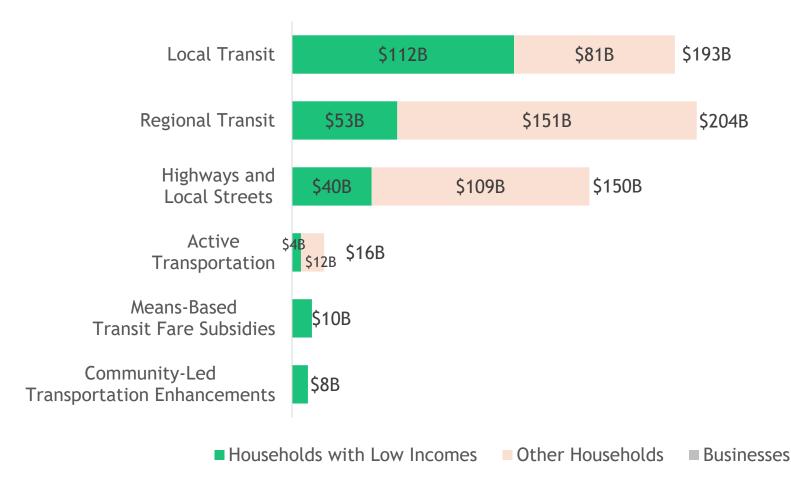
Share of Population and Ridership vs. Share of Investment



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

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

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

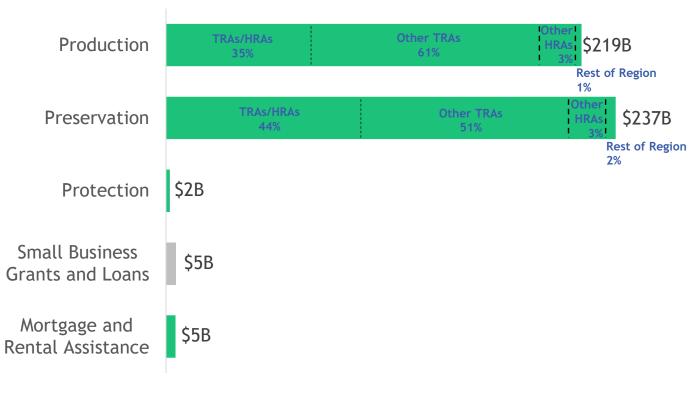


Key Equity-Related Investments

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

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

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



Key Equity-Related Investments

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

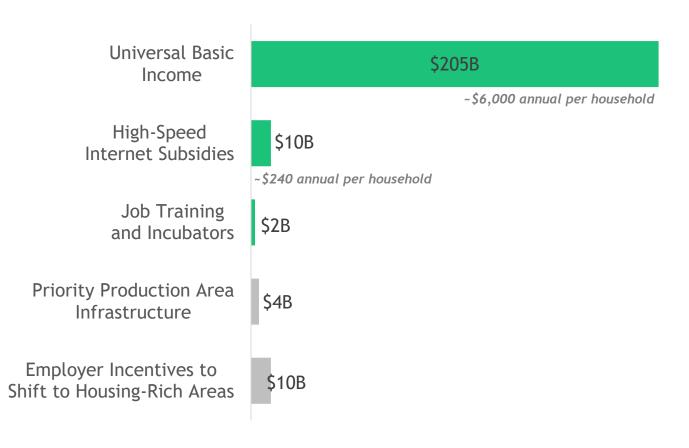
TRAs: Transit-Rich Areas HRAs: High-Resource Areas





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

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

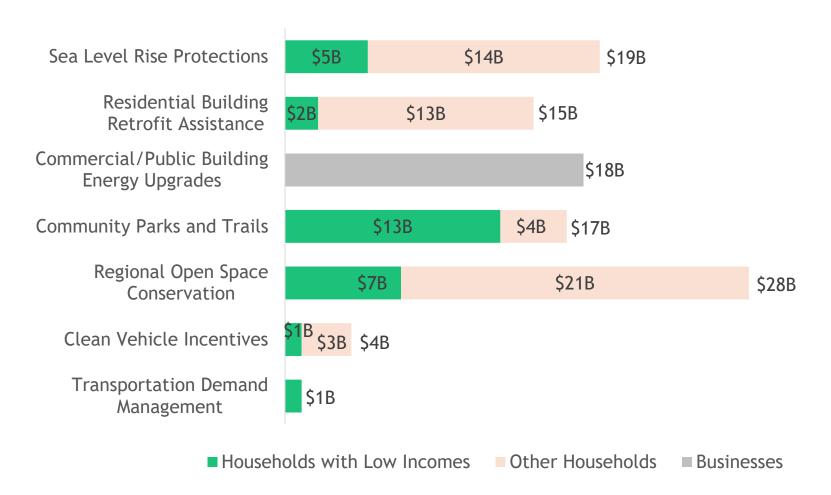


Key Equity-Related Investments

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

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

Environment Element Investment (YOE\$): \$102B



Key Equity-Related Investments

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

Agenda

Equity Lens on Strategies

Investment Analysis



Plan Outcomes Analysis

Next Steps and Discussion

Final Blueprint Recap: Highlighting Key Outcomes

Vast majority of new growth in walkable, transit-rich communities

Significant shift away from auto dependence for both commute & non-commute trips

Nearly all homes protected from sea level rise

All high-risk Bay Area homes retrofitted to reduce seismic and wildfire risks

No urban growth envisioned outside of present-day growth boundaries



Key Question for Equity Analysis

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

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

Outcomes

Outcomes in Positive Direction

Mixed Outcomes

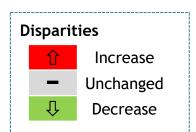
Outcomes in Positive Direction

Disparities Increase Unchanged Decrease

Cuidina			Outco	omes	
Guiding Principle	Measure of Disparity	Metric	Underserved Population ¹	Regional Average	Disparities
Affordable	Housing and Transportation Plan BayArea 2040	Share of income spent on housing + transportation	7	7	Ţ
10 C	Transportation Expenses	Average transit fare and toll expenditure	_	-	Û
Connected	Proximity to Transit	Share of households located near high-frequency transit (0.5mi)	7	7	Û
•••	Accessibility to Jobs Plan BayArea 2040	Number of jobs that are accessible by transit/auto/bike/walk	7	7	Û
Diverse	Access to Opportunity	Share of households in High-Resource Areas that are households with low-incomes	7	7	Û
	Ability to Stay in Place Plan BoyArea 2040	Share of neighborhoods that experience displacement of low-income households	_	-	n/a
Healthy	Access to Parks	Urban park acres per thousand residents	7	7	Û
	Air Quality Impacts Plan BayArea 2040	PM2.5 Emissions Reductions between 2015-2050	7	7	-
	Safety from Vehicle Collisions	Annual Fatalities per 100,000 people (from non-freeway incidents)	7	7	_
	Protection from Natural Disasters	Share of risk-prone households that are protected from risk of sea level rise, earthquake and wildfire	7	7	Û
Vibrant	Employment Diversity Plan BayArea 2040	Jobs Growth by Industry Type between 2015-50	7	7	Û
	Employment Location	Average commute distance (miles)	7	7	-

^{1.} Underserved Population refers to either households or workers with low incomes, or residents in Communities of Concern, depending on the metric. 44

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



Affordable Guiding Principle:

Share of Income Spent on Housing & Transportation Costs

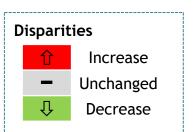
	2015	2050
Households with low incomes	113%	58%
Regional average	58%	45%

2015	2050
↑ 68% ← 45%	♠ 29%♠ 29%
★ 33%★ 25%	↑ 21%→ 24%



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

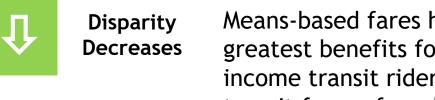
The Final Blueprint significantly reduces transit expenses while decreasing impacts of new tolling.



Affordable Guiding Principle:

Average Fare per Transit Trip

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



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

Affordable Guiding Principle:

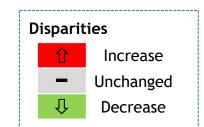
Average Toll per Auto Trip

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



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

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



Connected Guiding Principle:

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

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

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



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

- 1. High-frequency transit is defined as rail, ferry and bus stops with two or more intersecting routes with frequencies less than or equal to 15 minutes.
- 2. Area type definitions are based on densities of population and employment in developed residential or commercial areas. Approximate composition:

Developed area: Urban 31%, Suburban 54%, Rural 16% Urban 7%, Suburban 21%, Rural 72% Total area: Population 2015: Urban 51%, Suburban 40%, Rural 9%



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



Connected Guiding Principle:

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

	2015	2050
Communities of Concern	200,000	427,000
High Resource Areas	126,000	233,000
Regional average	132,000	276,000

Area Type ¹	2015	2050
Rural	2,000	5,000
Suburban	27,000	67,000
Urban	237,000	448,000



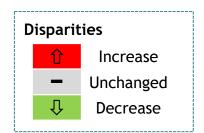
Disparity Decreases Focused housing and employment growth in Transit-Rich Areas and transit expansion strategies significantly increase the number of jobs accessible by transit.

1. Area type definitions are based on densities of population and employment in developed residential or commercial areas. Approximate composition:

Developed area: Urban 31%, Suburban 54%, Rural 16% Total area: Urban 7%, Suburban 21%, Rural 72% Population 2015: Urban 51%, Suburban 40%, Rural 9%



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



Diverse Guiding Principle:

Share of Households that are Low-Income Households

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



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

Diverse Guiding Principle:

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

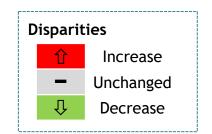
	2015-2050
High-Resource Areas	17%
Transit-Rich Areas	9%
Communities of Concern	40%
Region	48%



n/a

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

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



Healthy Guiding Principle:

Urban Park Acres per Thousand Residents

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

Healthy Guiding Principle:

PM2.5 Emissions Reductions¹ between 2015-2050

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



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



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

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

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



Healthy Guiding Principle:

Annual Fatalities per 100,000 people¹

	2015	2050
Communities of Concern	4.3	4.1
Regional average	3.6	3.4



Share of Risk-Prone Households that are Protected

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



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



Disparity
Decreases

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

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

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



Vibrant Guiding Principle:

Jobs Growth by Industry Type between 2015-50

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

Vibrant	Guiding	Princip	le
VIDIGIIC	Guiding	I I III CIP	

Average Commute Distance (miles)

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



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



n/a

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

Agenda

Equity Lens on Strategies

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Next Steps and Discussion

What's Next?

Ongoing

- Implementation Plan Development
- EIR Analysis
- Equity Report Analysis

Late Spring 2021

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

Fall 2021

• Final Plan Adoption



Questions and Discussion

Short-term:

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

Long-term:

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

