City of Brisbane
Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: **Update on Plan Bay Area 2040**

DATE: Meeting of March 3, 2016

City Council Goals:

To promote transportation opportunities that maximize safety, reliability, enhance circulation and create options, thereby reducing reliance on the use of the automobile. (Goal#5)

Purpose:

To provide the City Council with an update on the regional process underway to update the regional Sustainable Communities Strategy (SCS) known as Plan Bay Area 2040.

Recommendation:

That the City Council receive and file this report.

Background/Discussion:

The SCS is a regional land use/transportation strategy to achieve state-established regional greenhouse gas emission (GHG) reduction targets for vehicles (automobiles and light trucks) mandated under SB 375. The SCS establishes a projected land use/transportation pattern, demonstrates the region's ability to house its population within the planning area, and aligns regional transportation investments with the adopted land use scenario.

Plan Bay Area 2013 was adopted in 2013 as the Bay Area's first SCS. The Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG), the regional agencies responsible for the SCS, are required to update it every 4 years. This update effort, known as Plan Bay Area 2040, is now underway. It should be noted that the timing of this update does not coincide with the next required Housing Element update, so this effort will not result in new Regional Housing Needs Allocation (RHNA) numbers.

MTC and ABAG characterize Plan Bay Area 2040 as a 'limited and focused' update of Plan Bay Area 2013. Procedurally ABAG and MTC have adopted Goals and Targets Plan Bay Area 2040 (see Exhibit 1). The identified goals and targets are similar to those found in PBA 2013, although some of the numeric targets have been revised. ABAG and MTC have developed three preliminary scenarios, each with a distinct land use pattern and set of supporting transportation investments. Each scenario utilizes the same projections for total housing, jobs, and population. They differ in how these components are distributed throughout the region. These scenarios will ultimately be evaluated against how well they achieve the identified goals and targets. Through this process a preferred scenario will be selected and further analyzed.

The three preliminary alternatives developed to date are described in Attachment 2. In summary, **Scenario 1** generally disperses growth throughout the region, most similar to the traditional suburban growth pattern that historically defined the Bay Area. To accommodate this pattern, transportation investments are focused on new technologies and strategies to manage travel demand, such as HOV toll lanes, congestion pricing, and automated buses and vehicles. **Scenario 2** assumes future growth to occur primarily within designated Priority Development Areas (PDAs). Growth is envisioned to occur in a relatively compact form with employment proximate to housing, served by robust transit and good pedestrian/bike connectivity. Transportation investments for Scenario 2 focus on maintaining and expanding transit in the areas accommodating growth to increase capacity and efficiency, and enhancing bike and pedestrian accessibility in mixed use areas. **Scenario 3** concentrates new employment and housing in PDAs within the existing urban cores of San Francisco, San Jose, and Oakland. Transportation investments would be focused on maintaining and enhancing transit to and within these core areas, and to substantially improve pedestrian and bicycle infrastructure.

ABAG and MTC are currently evaluating the draft scenarios. Their stated goal is to release a draft preferred scenario in May 2016 for selection in June 2016. An environmental impact report would be prepared for the preferred scenario, with the goal of certifying the EIR and adopting Plan Bay Area 2040 by June, 2017. The City would have opportunities to review and comment on the draft plan and related EIR in this process.

Fiscal Impact:

None at this time.

Measure of Success:

That the City Council has a fundamental understanding of the ongoing Plan Bay Area 2040 process.

Attachments:

Plan Bay Area 2040 Goals and Performance Targets
Plan Bay Area 2040 Draft Scenario Concepts

John Swiecki, Community Development Director

Clay Holstine, City Manager

Draft Plan Bay Area 2040 Plan goals and performance targets as approved by MTC and ABAG in 2015

Goal	#	Performance Target
Climate Protection	1	Reduce per-capita CO_2 emissions from cars and light-duty trucks by **15%**
Adequate Housing	2	House **100%** of the region's projected growth by income level without displacing current low-income residents and with no increase in in-commuters over the Plan baseline year
Healthy and Safe Communities	3	Reduce adverse health impacts associated with air quality, road safety, and physical inactivity by **10%**
Open Space and Agricultural Preservation	4	Direct **all** non-agricultural development within the urban footprint (existing urban development and UGBs)
Equitable Access	5	Decrease the share of lower-income residents' household income consumed by transportation and housing by **10%**
Equitable Access	6	Increase the share of affordable housing in PDAs, TPAs, or high-opportunity areas by **15%**
Equitable Access	7	***Do not increase the share of low- and moderate-income renter households in PDAs, TPAs, or high-opportunity areas that are at risk of displacement***
Economic Vitality	8	Increase by **20%** the share of jobs accessible within 30 minutes by auto or within 45 minutes by transit in congested conditions
Economic Vitality	9	***Increase by 35% the number of jobs in predominantly middle-wage industries***
Economic Vitality	10	***Reduce per-capita delay on the Regional Freight Network by 20%***
Transportation System Effectiveness	11	Increase non-auto mode share by **10%**
Transportation System Effectiveness	12	Reduce vehicle operating and maintenance costs due to pavement conditions by **100%**
Transportation System Effectiveness	13	Reduce per-rider transit delay due to aged infrastructure by **100%**

Draft Scenario Concepts Narratives

ABAG and MTC are beginning the process of developing three land use and transportation scenarios to inform discussions about the strategic update of Plan Bay Area 2040. The following draft scenario concept narratives show different options for how the Bay Area can grow and change over time in ways that help us meet our goals for a more prosperous, sustainable, and equitable region. A vital part of the Plan Bay Area 2040 strategic update, these scenarios represent three alternative Bay Area futures based on distinct land use development patterns and transportation investment strategies. Once refined, these scenario concept narratives will provide a framework for our scenario alternatives, which will be developed, modeled, and evaluated to understand the effects of different combinations of land use and transportation strategies on our shared goals and targets.

Similar to Plan Bay Area 2013, locally-identified Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) are the foundation for the scenario concepts. Growth is directed to PDAs in each scenario concept in recognition of the fact that PDAs have been identified by local governments as areas where new homes and jobs can be accommodated near transit. However, the extent to which population and job growth is emphasized in PDAs varies among the three draft scenario concepts, as does the amount of greenfield development expected. Of note, future growth is not assigned to areas that have been adopted as PCAs.

Scenario 1

Scenario 1 targets future population and employment growth to the downtowns of every city in the Bay Area to foster a region of moderately-sized, integrated town centers. As in the other scenarios, most growth will be in locally-identified PDAs, but this scenario offers the most dispersed growth pattern, meaning that cities outside the region's core are likely to see higher levels of growth and, within cities, more growth will be accommodated outside of PDAs than in other scenarios.

To accommodate this growth, investments, including resources for affordable housing, will be dispersed across PDAs, other transit-proximate locations outside PDAs, and underutilized transportation corridors across the region. This scenario comes closest to resembling a traditional suburban pattern, with an increase in greenfield development to accommodate the dispersed growth pattern. While an emphasis on multi-family and mixed-use development in downtowns will provide opportunities for households of all incomes to live near a mix of jobs, shopping, services, and other amenities, this scenario also assumes that many people will drive significant distances by automobile to get to work.

To support this scenario's dispersed growth pattern, transportation investment priorities will largely embrace new technologies and innovative strategies to manage travel demand. To accommodate increased reliance on automobiles for commuting, this scenario assumes a vast expansion of high-occupancy toll lanes on all regional highways, the institution of variable pricing, and highway widening at key bottlenecks. Additionally, the region will adopt transformational investments like automated buses and private vehicles. Bicycle and pedestrian infrastructure will create a network of regional trails and bike lanes, including a robust regional network of bike sharing. To support industry and goods movement, the scenario will focus largely on "smart operations and deliveries"— technology and operations to reduce congestion and increase safety on urban and rural roads.

To reach our climate goals, this scenario sees heavy investments in technology advancements, clean vehicles, and incentives and to pursue near-zero and zero emissions strategies wherever feasible. The mobility needs of seniors, persons with disabilities, and low-income communities will be addressed most centrally by "mobility management" solutions to link individuals to travel options that meet their specific needs, as well as the provision of demand-responsive strategies by the public, non-profit, and private sectors.

Scenario 2

Building from the final, adopted Plan Bay Area 2013, Scenario 2 targets future population and employment growth to locally-identified PDAs throughout the region, with an emphasis on growth in medium-sized cities with access to the region's major rail services, such as BART and Caltrain. Outside the PDAs, this scenario sees modest infill development, along with a small amount of greenfield growth. As these communities grow over the next 25 years, compact development and strategic transportation investments will provide residents and workers access to a mix of housing, jobs, shopping, services, and amenities in proximity to transit traditionally offered by more urban environments. Resources for affordable housing will be dispersed across the Bay Area, with some concentration in PDAs to support the development of affordable housing where the most population and employment growth is targeted.

To support this scenario's growth pattern, transportation investments will prioritize maintenance of existing infrastructure. The region's transit system will be modernized and expanded along key corridors to improve commutes and add capacity. Investments in bicycle and pedestrian infrastructure, including the regional bike sharing network, will support the creation of more walkable and bikeable downtowns. While this scenario would see limited expansion of the region's roadways, it will use travel demand strategies, including an expansion of the regional express lanes network to use existing roadways more efficiently. To support industry and goods movement, this scenario will support environmentally sustainable investments at our key global gateways to create local jobs, protect the community, and attract international commerce.

To protect the climate, this scenario prioritizes a number of innovative transportation initiatives, including car sharing and near-zero and zero emission goods movement technologies. The mobility and accessibility needs of seniors, persons with disabilities, and low-income communities will be addressed through continued investments in transit operations, transit capital, and a continued focus on "mobility management" solutions to link individuals to travel options that meet their specific needs.

Scenario 3

Scenario 3 concentrates future population and employment growth in the locally-identified PDAs within the Bay Area's three largest cities: San Jose, San Francisco and Oakland. Neighboring cities that are already well-connected to these three cities by transit will also see increases in population and employment growth, particularly in their locally-identified PDAs. The amount of growth outside these areas is minimal, with limited infill development in PDAs and no greenfield development. Growth in the three biggest cities will require substantial investment to support transformational changes to accommodate households of all incomes. This scenario will prioritize strategies to make these existing urban neighborhoods even more compact and vibrant, and enable residents and workers to easily take transit, bike or walk to clusters of jobs, stores, services, and other amenities. Resources for affordable housing will likewise be directed to the cities taking on the most growth.

To support this scenario's big city-focused growth pattern, the transportation infrastructure within and directly serving the region's core will be maintained to a state of good repair, modernized to boost service and improve commutes and capacity, and expanded to meet increased demand. While these transit investments will take priority, the roadway network will also require significant investments, such as a regional express lane network to prioritize direct access to the three biggest cities and regional express bus service to increase connections to the region's core. Bicycle and pedestrian infrastructure will be dramatically expanded in these cities, including a robust network of bike sharing. To support industry and goods movement, investments at the Port of Oakland will be ramped up quickly to enable more efficiency and to mitigate the impacts of Port activities on nearby communities.

To reach our climate goals, this scenario will focus technological and financial incentive strategies in and around the three biggest cities, which will accommodate a significant increase in population and travel demand. The mobility and accessibility needs of seniors, persons with disabilities, and low-income communities will be addressed by directing resources for a robust increase in transit operations and capital within the region's core.