



CALL AND NOTICE

For additional information, please call:
Fred Castro, (510) 464 7913

Agenda and attachments available at:
www.abag.ca.gov

CALL AND NOTICE OF SPECIAL MEETING OF THE ADMINISTRATIVE COMMITTEE OF THE ASSOCIATION OF BAY AREA GOVERNMENTS

As Chair of the Administrative Committee of the Association of Bay Area Governments (ABAG), I am calling a special meeting of the ABAG Administrative Committee as follows:

Friday, April 12, 2013, 9:30 AM
Special Meeting with the MTC Planning Committee

Location

MetroCenter, 101—8th Street, Auditorium, Oakland, CA

The business to be transacted will include:

Approval of Minutes of March 8, 2013

ABAG Administrative Committee/MTC Planning Committee ACTION

Plan Bay Area: Draft Plan Bay Area

ABAG Administrative Committee/MTC Planning Committee INFORMATION

Plan Bay Area: Draft Environmental Impact Report (DEIR)

ABAG Administrative Committee/MTC Planning Committee INFORMATION

Approval of ABAG Resolution 04-13, State of the Estuary Conference

ABAG Administrative Committee ACTION

The ABAG Administrative Committee may act on any item on the agenda.

Members of the public shall be provided an opportunity to directly address the ABAG Administrative Committee concerning any item described in this notice before consideration of that item.

Call and Notice
Administrative Committee
April 12, 2013
2

Agendas and materials will be posted and distributed for this meeting by ABAG staff in the normal course of business.



Mark Luce
Chair, Administrative Committee

April 10, 2013

Date



AGENDA

ADMINISTRATIVE COMMITTEE

Friday, April 12, 2013, 9:30 AM

Special Meeting with the MTC Planning Committee

Location

MetroCenter, 101—8th Street, Auditorium, Oakland, CA

For additional information, please call:
Fred Castro, (510) 464 7913

Agenda and attachments available at:
www.abag.ca.gov

The ABAG Administrative Committee may act on any item on this agenda.

1. **Call to Order/Confirm Quorum**
2. **Pledge of Allegiance**
3. **Compensation Announcement**
4. **Consent Calendar**

A. Approval of Minutes of March 8, 2013

ABAG Administrative Committee/MTC Planning Committee ACTION

Attachment: Minutes of March 8, 2013

5. Plan Bay Area

A. Draft Plan Bay Area

ABAG Administrative Committee/MTC Planning Committee INFORMATION

Ken Kirkey, MTC Planning Director, and Miriam Chion, ABAG Planning and Research Director, will provide an overview presentation of the Draft Plan Bay Area.

Attachment: Staff memo on Draft Plan Bay Area

B. Draft Environmental Impact Report (DEIR)

ABAG Administrative Committee/MTC Planning Committee INFORMATION

Carol Clevenger, MTC, will provide an overview presentation of the Draft Environmental Impact Report.

Attachment: Staff memo on Draft Environmental Impact Report

6. Approval of ABAG Resolution 04-13, State of the Estuary Conference

ABAG Administrative Committee ACTION

Staff will report on grant award from the State Coastal Conservancy for the State of the Estuary Conference 2013 and will ask Administrative Committee approval of Resolution 04-13.

Attachment: Resolution 04-13

7. Public Comment / Other Business / Adjournment:

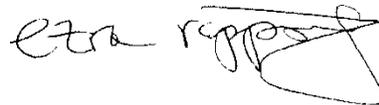
Information

Next Meeting:

Friday, May 10, 2013 at 9:30 a.m.

Lawrence D. Dahms Auditorium

101 8th Street, Oakland, CA 94607



Ezra Rapport
Secretary-Treasurer

April 10, 2013

Date



**METROPOLITAN
TRANSPORTATION
COMMISSION**

Joseph P. Bort MetroCenter
101 Eighth Street
Oakland, CA 94607-4700
TEL 510.817.5700
TTY/TDD 510.817.5769
FAX 510.817.5848
EMAIL info@mtc.ca.gov
WEB www.mtc.ca.gov

Adrienne J. Tissier, Chair
San Mateo County

Amy Rein Worth, Vice Chair
Cities of Contra Costa County

Alicia C. Aguirre
Cities of San Mateo County

Tom Azumbrado
U.S. Department of Housing
and Urban Development

Tom Bates
Cities of Alameda County

David Campos
City and County of San Francisco

Dave Cortese
Santa Clara County

Bill Dodd
Napa County and Cities

Dorene M. Giacopini
U.S. Department of Transportation

Federal D. Glover
Contra Costa County

Scott Haggerty
Alameda County

Anne W. Halsted
San Francisco Bay Conservation
and Development Commission

Steve Kinsey
Marin County and Cities

Sam Liccardo
San Jose Mayor's Appointee

Mark Luce
Association of Bay Area Governments

Jake Mackenzie
Sonoma County and Cities

Joe Pirzynski
Cities of Santa Clara County

Jean Quan
Oakland Mayor's Appointee

Bijan Sartipi
State Business, Transportation
and Housing Agency

James P. Sperring
Solano County and Cities

Scott Wiener
San Francisco Mayor's Appointee

Steve Heminger
Executive Director

Ann Flemer
Deputy Executive Director, Policy

Andrew B. Fremier
Deputy Executive Director, Operations

MTC PLANNING COMMITTEE

March 8, 2013

MINUTES

ATTENDANCE

Chair Sperring called the MTC Planning Committee meeting to order at 9:30 a.m. Planning Committee members in attendance were: Commissioners Azumbrado, Giacopini, Haggerty, Halsted, Liccardo, Mackenzie, Quan, and Pirzynski. Commission Chair Rein-Worth and Commission Vice-Chair Cortese were present in their ex-officio capacity. Commissioner Bates was also in attendance.

ABAG Administrative Committee members in attendance were: Cortese, Gioia, Haggerty, Liccardo, Pierce, and Sperring.

CONSENT CALENDAR: a) Minutes of February 8, 2013; b) Plan Bay Area Public Meetings

Commissioner Halsted moved approval of the Consent Calendar, Commissioner Mackenzie seconded. Motion passed unanimously.

PRIORITY DEVELOPMENT AREA (PDA) FEASIBILITY AND READINESS ASSESSMENT

Ms. Therese Trivedi, MTC, stated that this study responds to concerns raised by members of the business community and several developers about the amount of growth allocated to the region's PDAs through Plan Bay Area. The purpose of the study is to estimate the ability of PDAs to accommodate residential units projected in Plan Bay Area consistent with criteria established in the PDA Assessment conducted by MTC and ABAG in 2010. The study recommends specific policy initiatives that could be advocated to improve PDA development feasibility.

Ms. Trivedi introduced Mr. Darin Smith, Economic Planning Systems (EPS), who summarized the framework and the five criteria used to assess readiness: housing capacity estimates, existing planning and entitlement processes, level of community support, market attractiveness, and infrastructure capacity and needs. A sample of 20 PDAs representing a range of place types and market conditions was selected for analysis. Using one of the PDAs in the sample set, he walked through an example illustrating how each of the criteria was applied in the assessment.

Mr. Smith summarized the assessment's conclusions: 1) There is current capacity for approximately 62% of the Plan Bay Area forecast of residential development through 2040; 2) With the implementation of a range of policy and financial interventions, the assessment estimates an increase in the development capacity of the PDA sample to 80% or more; 3) Top PDA development constraints include infrastructure deficiencies, limited local government financing capacity, lack of sufficient parcel size or potential for existing development displacement, land use policy constraints, market demand constraints, and financial limitations; 4) A number of policy actions, such as reinstating some form of redevelopment authority, could be implemented at the local, regional and state level to address these development constraints and significantly improve PDA development readiness; and 5) While development in non-PDA areas will continue, these areas face development constraints similar to PDAs.

In conclusion, Ms. Trivedi noted that the final report for the project will be completed by the end of March. Staff will review the recommended policy actions for inclusion in Plan Bay Area and related advocacy efforts.

Committee comments:

- Commissioner Haggerty stated that the Strategic Growth Council is having a solicitation for Proposition 84 - Urban Green and Grant Program. Mr. Ezra Rapport, ABAG, confirmed that staff is in touch with the Strategic Growth Council about this program.
- Commissioner Quan asked how CEQA modernization might impact the feasibility of development in PDAs. She asked if there are different versions of legislation that would be more beneficial to the PDA development. Mr. Smith stated that EPS does recommend that CEQA be looked at very closely in terms of reform, specifically ideas to streamline the development process in PDA areas. For example, programmatic EIRs done in advance that projects can build off of would improve the feasibility of those investments.
- Commissioner Halsted summarized comments submitted by the San Francisco Transportation Authority and asked if the next step will include an analysis of market rate vs. affordable housing in various PDAs. She stated that there are significant differences in the cost of land and distribution as well as other issues in San Francisco vs. other places in the region's urban core. She also noted the issue of current overcrowding on MUNI and BART and asked how that affects the feasibility of development in PDAs. Commissioner Halsted asked staff to consider these issues.

Public comment:

- Ms. Catherine Lyons, Bay Area Council, thanked staff for their work and looks forward to continuing to work with staff in implementing the policies that have been laid out.
- Mr. Peter Singleton commented on the proposal that for the next 30 years, 70-80% of the housing units will be in mixed-use or multi-story high density dwellings and that most of the commercial space will be in mixed-use high density transit-oriented developments. He noted that over the past decades the expressed preference of residents in the Bay Area has been single family homes. He noted that the one thing he did not see is a detailed market study of existing mixed-use or high density developments that have been done in

the Bay Area over the past decade and asked staff that this be done. He asked staff to look at adapting Plan Bay Area to the needs and wants of the market.

- Ms. Mary Feller expressed her concerns about the PDA process and how it was determined whether or not there was neighborhood opposition because none of the neighborhood associations in North San Rafael were ever contacted. She noted that there is a lot of concern with the PDA around the SMART Station in the area. She also expressed her concern with CEQA reform.
- Ms. Carolyn Lenert would like to see North San Rafael designated for recreation, creativity, inspiration and innovation. She expressed her opposition of building housing near a freeway.

Mr. Ken Kirkey stated the PDAs are locally nominated. The Jobs-Housing Connection Strategy, the Preferred Scenario, involved a lot of analysis looking at demographic trends, changing market preferences, real estate values, and a variety of factors that affect the forecasts. The level of growth directed toward PDAs is the result of 1) the region setting aside much of its land mass as protected open space at the county level; 2) a transit network that is mature; and 3) market trends that suggest that both the growing senior population and younger workers want to live in walkable urban environments. Lastly, he mentioned that the market readiness assessment suggests that those communities that have taken on this type of growth are the places in the Bay Area where the real estate values have held in recent years.

PLAN BAY AREA DRAFT ADVOCACY PLATFORM

Mr. Steve Heminger stated that the Draft Advocacy Platform is a series of advocacy actions that are necessary to carry out the promise of the Plan. The intent is to incorporate them into the Draft Plan, which will be published in late March 2013.

Mr. Ezra Rapport commented on the land use elements of Plan Bay Area, which identifies four advocacy themes: 1) Replacing redevelopment revenue with a new locally controlled funding opportunity, including a newly authorized tax-increment financing authority, should be a top priority to support new, infill development called for in the Preferred Scenario; 2) Modernize the California Environmental Quality Act (CEQA) by providing consistent standards and greater certainty to project sponsors, and reducing duplication in EIR requirements the CEQA process can be expedited, without compromising environmental protection and reducing duplication in EIR Requirements; 3) Stabilize Federal funding levels for workforce housing options to deliver increased financial certainty for local jurisdictions and developers. Incentives in the tax code for multi-family housing development should be established for the long run so cities and developers can plan with certainty; and 4) Support a long-term adjustment to commercial or residential tax rates to balance the financial incentives for new development.

Mr. Steve Heminger commented on the transportation elements of Plan Bay Area, which suggests the following three advocacy efforts: 1) Support local self-help by lowering the vote threshold for local and regional transportation tax measures from two-thirds to 55 percent, as proposed by SCA 4 (Liu) and SCA 8 (Corbett); 2) Seek Federal transportation policy and funding levels that support Plan Bay Area and urge Congress to identify a long-term, reliable funding source for transportation in the next authorization; and 3) Urge the Bay Area's State

delegation to create a new permanent revenue source for transportation to achieve the Plan's financial assumptions, increase funding to sustain and increase efficiency of the existing network, and invest in high performing network improvements that further the goals and performance metrics of Plan Bay Area.

Public Comment:

- Stephen Nestel, Marinwood, stated that what staff is doing to his community is wrong, and noted that there needs to be jobs before housing.
- Mary Feller expressed her concern with the lack of conversation on telework where the majority of Marin County's citizens do their work. She suggested that staff focus more on funding and attention towards telework.
- Peter Singleton expressed his concern about the policy initiatives and about ABAG and MTC going on the record as aggressively supporting these initiatives. He also expressed concern with embedding them in the Plan. He stated that the legislative initiatives effectively turn ABAG and MTC into a political action organization, and by embedding them in the Plan, which he urged the committee to vote against, affectively turns the 101 cities and towns into unwilling political action organizations as well.
- Jane Kramer stated that the bottom line is individual's health. She stated that staff has to come up with something more supportive of human well-being.
- Carolyn Lenert stated that staff needs to have a feedback loop.

Committee comment:

- Commissioner Pyrzinski asked Mr. Rapport to speak more about the CEQA modernization, and asked how an individual or small group without legitimate standing has the ability to stop a project that has been approved and that seems to have very strong community buy-in. Mr. Rapport noted that staff is not questioning the need for environmental review and the need for full disclosure and full public debate on the merits of a project, but once that has taken place, and the city council or lead agency has certified the environmental review, the current process allows any individual to make a claim that one piece of the analysis was insufficient and, under the fair arguments test, the court will hear their case. Once that happens the entire project is at risk because the delay could mean that the financing of the project doesn't work or the development cycle may have changed. He described the tiering benefits related to SB375 that will be available after the adoption of Plan Bay Area.
- Mayor Julie Pierce stated that she supports some streamlining and modernization of the CEQA requirements. She also stated that there needs to be a replacement for redevelopment funding. She also requested that staff not include specific strategies in the Plan itself, but to have the goals of what staff is trying to accomplish.
- Commissioner Cortese suggested that staff add a credit enhancement on the federal funding levels, as well as relief on the cost of putting regional ballot measures on the ballot.
- Commissioner Mackenzie agrees with the proposals presented by staff.
- Commissioner Azumbrado responded to Commissioner Cortese's suggestion of adding a credit enhancement. He noted that in the HUD regional office in San Francisco, which is

4 states, processed \$1.3 billion in credit enhancements last year for multi-family and nationwide HUD FHA did \$13 billion. He noted that credit enhancement is thriving right now.

- Commissioner Bates expressed his support for the strategies proposed. He commented on locally controlled funding, and stated that there is pending legislation (SB 513) that is a cleanup of what was done with SB 310, which establishes infrastructure financing districts. The cleanup will eliminate a lot of the problems that have hindered SB310. He also commented on CEQA and asked Mr. Rapport to elaborate a little more on having to adopt a Sustainable Community Strategy (SCS) before development could benefit. Lastly, he asked how staff is going to fiscalize land use. Mr. Rapport stated that once ABAG and MTC approve Plan Bay Area, local projects can be streamlined by tiering off of the Plan EIR and that this is where ABAG wants to be of assistance to the local governments. He also commented on the fiscalization of land use and noted that sales tax is an important source to fund city services and the pattern of dependence on sales tax has distorted the region's land market substantially. Staff is trying to rethink this, how to "de-fiscalize" land use.
- Supervisor Gioia stated that it's important that these strategies are designed to help and empower local communities to achieve their objectives. He also commented about health, and stated that the Air District came up with guidelines on how to address the issue of considering health when looking at new development. There may be disagreement on whether that should be in CEQA or not, but there was agreement that public health is a valid issue.
- Commissioner Quan commented on flexibility and affordable housing, and would like affordable development spread throughout Oakland to balance out the economy of the neighborhoods.
- Commissioner Spring agreed with Mayor Pierce on her suggestion of staff being more general with the recommendations in the Plan. He expressed concern with the Cap and Trade – staff is trying to use the money for affordable housing and uses it for transportation. He thinks that money should be used to clean up the air, which what it was originally intended for. He stated that there needs to be more discussion on Regional Taxing Authority. Lastly, he commented on the de-fiscalization of land use, and noted that he would rather have language that talks about a better balance of regional growth pattern and about both revenues and housing.

OTHER BUSINESS/PUBLIC COMMENT

There being no other business, the meeting adjourned at 11:16 a.m. The Committee's next meeting is scheduled for Friday, April 12, 2013 at 9:30 a.m. in the Lawrence D. Dahms Auditorium, Joseph P. Bort MetroCenter, Oakland, CA.

j:\committe\planning committee\2013\April\4_final minutes.doc

Blank Page

Plan BayArea

TO: MTC Planning Committee, ABAG Administrative Committee

DATE: April 5, 2013

FR: Deputy Executive Director, Policy, MTC
Executive Director, ABAG

RE: Draft Plan Bay Area

MTC and ABAG released the Draft Plan Bay Area on March 22, 2013, followed by the Draft Plan Bay Area Environmental Impact Report (DEIR) on April 2, 2013. Both documents are out for public review and comment until May 16, 2013. Both documents, as well as numerous supplemental reports, are available on the www.onebayarea.org website. At your April meeting, staff will present the Draft Plan Bay Area and DEIR and take the Committee's comments.

Plan Bay Area is the region's first integrated long-range land use and transportation plan. It calls for focused housing and job growth around high-quality transit corridors, particularly within areas identified by local jurisdictions as Priority Development Areas (PDAs). By linking housing and jobs with transit, the Plan seeks to achieve a greater return on existing and planned transit investments. The Plan proposes a set of transportation investments that will be implemented with reasonably anticipated revenues available to the year 2040.

The Draft Plan's integrated land use and transportation investment strategy is based upon the Preferred Scenario adopted at a joint meeting of the MTC and ABAG Executive Board in May 2012. The Draft Plan meets SB375 requirements by reducing per capita greenhouse gas emissions related to automobiles and light duty trucks by 18% by 2040, and by providing housing for the region's projected 2040 population at all income levels. An Executive Summary of the Draft Plan is attached (Attachment A).

Opportunities for Public Input on the Draft Plan

Throughout the month of April and early May, MTC and ABAG will be conducting nine Plan Bay Area Open Houses and Public Hearings, one in each of the nine Bay Area counties, as listed below in Table 1. Comments on the Draft Plan may also be submitted online at www.OneBayArea.org; emailed to info@OneBayArea.org, or mailed to MTC-ABAG Plan Bay Area Public Comment, 101 8th Street, Oakland, CA 94607. We have also created an on-line forum for civic engagement (Plan Bay Area Town Hall) to allow participants to read what others are saying about the proposals in Plan Bay Area and post their own statements.

As per SB 375, we will also present the Draft Plan for discussion to elected officials in every county. These briefings will occur at a regularly scheduled meeting of each of the nine county congestion management agency boards in April and May.

In addition to the public meetings, MTC and ABAG staff will brief each agency's advisory committees and partner agencies, including the Regional Advisory Working Group, the MTC Policy Advisory Council, ABAG's Regional Planning Committee, the Bay Area Partnership, the Joint

Policy Committee, the Bay Area Air Quality Management Committee, and the Bay Conservation and Development Commission.

Following the close of the comment period, staff will provide an overview of all comments received and recommendations for the final plan at a joint meeting of the MTC Planning and ABAG Administrative Committees in June. The full Commission and ABAG Executive Board are scheduled to adopt the Final Plan Bay Area, along with the Final EIR, in July.

Table 1: Plan Bay Area Open House and Public Hearings

(Note: In general, Open Houses will run from 6 p.m. to 7:30 p.m.; Public Hearings from 7 p.m. to 9 p.m.)

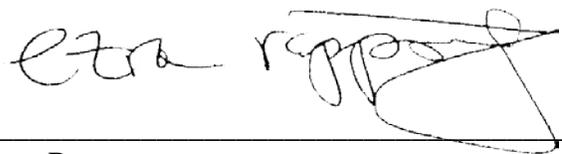
Date	Location
Monday, April 8	Napa County: Elks Lodge, Napa
Monday, April 8	Sonoma County: Friedman Center, Santa Rosa
Thursday, April 11	San Francisco: Hotel Whitcomb, Civic Center
Monday, April 22	Solano County: Fairgrounds, Vallejo
Monday, April 22	Contra Costa County: Marriott Hotel, Walnut Creek
Monday, April 29	Marin County: Marin Center, San Rafael
Monday, April 29	San Mateo County: Holiday Inn Crowne Plaza, Foster City
Wednesday, May 1	Alameda County: Mirage Ballroom, Fremont
Wednesday, May 1	Santa Clara County: Downtown Hilton, San Jose

Draft Air Quality Conformity Analysis of Plan Bay Area and the 2013 TIP

In addition, MTC released the Draft Transportation Air Quality Conformity Analysis for Plan Bay Area and the 2013 Transportation Improvement Program (TIP) on March 29, 2013. The Conformity analysis is required to ensure that the Plan and TIP are consistent with the purpose of the federal air quality plan, referred to as the State Implementation Plan (SIP). The conformity analysis determines whether motor vehicle emissions from the Plan and TIP are lower than the amounts specified in the SIP and national standards, and determines whether the Plan and TIP provide for timely implementation of Transportation Control Measures. The comment period for the Draft Conformity Analysis as well as the 2013 TIP closes on May 3, 2013.



Ann Flemer



Ezra Rapport

Strategy for a Sustainable Region

Draft Plan BayArea

March 2013



**Association of
Bay Area
Governments**



**Metropolitan
Transportation
Commission**

Draft Plan Bay Area

Table of Contents

Introducing Plan Bay Area Strategy for a Sustainable Region	1
Chapter 1 Setting Our Sights	17
Chapter 2 The Bay Area in 2040	29
Chapter 3 Where We Live, Where We Work	41
Chapter 4 Investments	61
Chapter 5 Performance	95
Chapter 6 A Plan to Build On	121
What's Next for Plan Bay Area?	135
Appendix 1 Supplementary Reports and Additional Resources	137
Appendix 2 Maps	139

San Francisco Bay Area: Transportation and Land Uses

Legend

- Urbanized area
- Open space
- Priority Development Area (PDA)
- Priority Conservation Area (PCA)

ROADS

- Freeway
- Major Road

RAIL SYSTEM

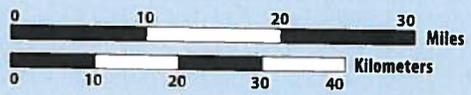
- Altamont Corridor Express
- Amtrak
- BART
- Caltrain
- Light Rail (Muni & VTA)
- Cable Car (Muni)

Oakland 2010 POPULATION > 350,000

Novato 50,000–350,000

Pacifica <50,000

San Francisco Bay Area - Transportation and Land Uses | 3.20.13



Introducing Plan Bay Area: Strategy for a Sustainable Region

Most of us living in the nine counties that touch San Francisco Bay are accustomed to saying we live in “the Bay Area.” This simple phrase speaks volumes — and underscores a shared regional identity. The 7 million of us who call the nine-county San Francisco Bay Area home have a strong interest in protecting the wealth of features that make our region a magnet for people and businesses from around the globe.

The Bay Area is, after all, the world’s 21st-largest economy. The natural beauty of San Francisco Bay and the communities surrounding it,

“The Bay Area has made farsighted regional planning a top priority for decades.”

our Mediterranean climate, extensive system of interconnected parks and open space, advanced mass transit system, top-notch educational institutions, and rich cultural heritage continue to draw people who seek better opportunities. Yet we cannot take for granted that we will be able to sustain and improve our quality of life for current and future generations.

With our region’s population projected to swell to some 9 million people by 2040, Plan Bay Area charts a course for accommodating this growth while fostering an innovative, prosperous and competitive economy; preserving a healthy and safe environment; and allowing all Bay Area residents to share the benefits of vibrant, sustainable communities connected by an efficient and well-maintained transportation network.

A Legacy of Leadership

Plan Bay Area, while comprehensive and forward-reaching, is an evolutionary document. The Bay Area has made farsighted regional planning a top priority for decades. Previous generations recognized the need for a mass transit system, including regional systems such as BART and Caltrain that have helped make our region the envy of other metropolitan areas. Our transbay bridges add cohesion to the regional transportation system by connecting communities across the bay. Likewise, we owe our system of parks and open space to past generations of leaders who realized that a balance between urbanized areas and open space was essential to a healthy environment and vibrant communities.

Plan Bay Area extends this legacy of leadership, doing more of what we've done well while also mapping new strategies to face new challenges. Among the new challenges are the requirements of California's landmark 2008 climate law (SB 375, Steinberg): to decrease greenhouse gas emissions from cars and light trucks, and to accommodate all needed housing growth within our nine counties. By coordinating future land uses with our long-term transportation investments, Plan Bay Area meets these challenges head on — without compromising local control of land-use decisions. Each of the Bay Area's nine counties and 101 cities must decide for themselves what is best for their citizens and their communities.



Building Upon Local Plans and Strategies

For over a decade, local governments and regional agencies have been working together to encourage the growth of jobs and production of housing in areas supported by amenities and infrastructure. In 2008, the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) created a regional initiative to support these local efforts called FOCUS. In recent years, this initiative has helped to link local community development aspirations with regional land use and transportation planning objectives. Local governments have identified Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs), and these form the implementing framework for Plan Bay Area.

PDAs are areas where new development will support the day-to-day needs of residents and workers in a pedestrian-friendly environment served by transit. While PDAs were originally established to address housing needs in infill communities, they have been broadened to advance focused employment growth. Local jurisdictions have defined the character of their PDAs according to existing conditions and future expectations as regional centers, city centers, suburban centers or transit town centers, among other place types. PCAs are regionally significant open spaces for which there exists broad consensus for long-term protection but

California Senate Bill 375: Linking Regional Plans to State Greenhouse Gas Reduction Goals

Plan Bay Area grew out of “The California Sustainable Communities and Climate Protection Act of 2008” (California Senate Bill 375, Steinberg), which requires each of the state’s 18 metropolitan areas — including the Bay Area — to reduce greenhouse gas emissions from cars and light trucks. Signed by former Gov. Arnold Schwarzenegger, the law requires that the Sustainable Communities Strategy (SCS) promote compact, mixed-use commercial and residential development. To meet the goals of SB 375, Plan Bay Area directs more future development in areas that are or will be walkable and bikable and close to public transit, jobs, schools, shopping, parks, recreation and other amenities. Key elements of SB 375 include the following.



- The law requires that the Bay Area and other California regions develop a Sustainable Communities Strategy (SCS) — a new element of the regional transportation plan (RTP) — to strive to reach the greenhouse gas (GHG) reduction target established for each region by the California Air Resources Board. The Bay Area’s target is a 7 percent per capita reduction by 2020 and a 15 percent per capita reduction by 2035. Plan Bay Area is the region’s first RTP subject to SB 375.
- In the Bay Area, the Association of Bay Area Governments (ABAG) is responsible for the land use and housing assumptions for the SCS, which adds three new elements to the RTP: (1) a land use component that identifies how the region could house the region’s entire population over the next 25 years; (2) a discussion of resource and farmland areas; and (3) a demonstration of how the development pattern and the transportation network can work together to reduce GHG emissions.
- Extensive outreach with local government officials is required, as well as a public participation plan that includes a minimum number of workshops in each county as well as three public hearings on the draft SCS prior to adoption of a final plan.
- The law synchronizes the regional housing need allocation (RHNA) process — adopted in the 1980s — with the regional transportation planning process.
- Finally, SB 375 streamlines the California Environmental Quality Act (CEQA) for housing and mixed-use projects that are consistent with the SCS and meet specified criteria, such as proximity to public transportation.

nearer-term development pressure. PDAs and PCAs complement one another because promoting development within PDAs takes development pressure off the region’s open space and agricultural lands.

Building upon the collaborative approach established through FOCUS, local input has driven the set of alternative scenarios that preceded and informed the development of Plan Bay Area.

The non-profit and business communities also played a key role in shaping the plan. Business groups highlighted the need for more affordable workforce housing, removing regulatory barriers to infill development, and addressing infrastructure needs at rapidly growing employment centers. Environmental organizations emphasized the need to improve transit access, retain open space, provide an adequate supply of housing to limit the number of people commuting into the region from nearby counties, and direct discretionary transportation funding to communities building housing in PDAs. Equity organizations focused on increasing access to housing and employment for residents of all income categories throughout the region, and establishing policies to limit the displacement of existing residents as PDAs grow and evolve. All of these diverse voices strengthened this plan.

Setting Our Sights

Developing a long-range land use and transportation plan for California's second-largest metropolitan region, covering about 7,000 square miles across nine Bay Area counties, is no simple task. We set our sights on this challenge by emphasizing an open, inclusive public outreach process and adopting objective performance standards based on federal and state requirements to measure our progress during the planning process.

Reaching Out

We reached out to the people who matter most — the 7 million people who live in the region. Thousands of people participated in stakeholder sessions, public workshops, telephone and internet surveys, and more. Befitting the Bay Area, the public outreach process was boisterous and contentious. Key stakeholders also included the region's 101 cities and nine counties; our fellow



Noah Berger

regional agencies, the Bay Conservation and Development Commission and the Bay Area Air Quality Management District; community-based organizations and advocacy groups, and some three dozen regional transportation partners. (See "Plan Bay Area Prompts Robust Dialogue on Transportation and Housing," in Chapter 1.)

Establishing Performance Targets

Before proposing a land use distribution approach or recommending a transportation investment strategy, planners must formulate in concrete terms the hoped-for outcomes. For Plan Bay Area, performance targets are an essential means of informing and allowing for a discussion of quantitative metrics. After months of discussion and debate, ABAG and MTC adopted 10 targets in January 2011, reflecting input from the broad range of stakeholders engaged in the process.

Two of the targets are not only ambitious; they are also mandated by state law. The first mandatory target addresses climate protection by requiring the Bay Area to reduce its per-capita CO₂ emissions from cars and light-duty trucks by 15 percent by 2040. The second mandatory target addresses adequate housing by requiring the region to house 100 percent of its projected population growth by income level. Plan Bay Area achieves both these major milestones.

The eight voluntary targets seek to promote healthy and safe communities by reducing premature deaths from air pollution, reducing injuries and fatalities from collisions, increasing the amount of time people walk or cycle for transportation, and protecting open space and agricultural lands. Other targets address equity concerns, economic vitality and transportation system effectiveness. Plan Bay Area meets some, but not all, of the voluntary targets. (See Chapter 1, Table 1 for a summary of all the Plan Bay Area performance targets.)

Taking Equity Into Account

About one-fifth of the Bay Area's total population lives in areas with large numbers of low-income and minority populations. Promoting these people's access to housing, jobs and transportation not only advances Plan Bay Area's objective to advance equity in the region, it also increases our chances of meeting the other performance targets. MTC and ABAG adopted five Equity Analysis measures to evaluate equity concerns: housing and transportation affordability, potential for displacement, healthy communities, access to jobs, and equitable mobility. (See Chapter 1, Table 2: "Plan Bay Area Equity Performance Measures.")



Planning Scenarios Take Aim at Performance Targets

Taken together, the Plan Bay Area performance targets outline a framework that allows us to better understand how different projects and policies might affect the region's future. With the targets clearly identified, MTC and ABAG formulated possible scenarios — combinations of land use patterns and transportation investments — that could be evaluated together to see if (and by how much), they achieved (or fell short of) the performance targets. An iterative process of scenario-testing begun in 2010 yielded preferred alternatives, both for transportation investments and a land use strategy. Adopted by the boards of MTC and ABAG in May 2012, they form this draft Plan Bay Area.

Looking Toward the Future

ABAG and MTC track and forecast the region's demographics and economic trends to inform and guide Plan Bay Area investments and policy decisions. The forecasts reflect the best picture we have of what the Bay Area may look like in 2040, so that today's decisions may align with tomorrow's expected transportation and housing needs. These forecasts form the basis for developing the regional land use plan for Plan Bay Area's Sustainable Communities Strategy (SCS), and, in turn, the region's transportation investment strategy.

Project-Level Performance Assessment of Transportation Projects

By developing the preferred land use and transportation investment strategies, ABAG and MTC were able to answer many big picture questions about the Bay Area's future. For example, should the region focus on expanding the transportation system or on maintaining what we have already built? And should the Bay Area invest more in transit for future generations or emphasize highway projects to improve the commutes of today's drivers? And how should our transportation investments support future growth in employment and housing?

Plan Bay Area also is based on a commitment to evaluate individual transportation projects to make sure dollars are being allocated to the most cost-effective projects. In order to take a closer look at major transportation projects, MTC performed a project performance assessment, examining billions of dollars of potential transportation projects to identify the highest-performing investments across the region. This enabled funding prioritization for the highest-performing projects. Most



of them focused on leveraging existing assets and improving their efficiency, while supporting future development. Notable projects include BART Metro, which will increase service frequencies on the highest-demand segment of the BART system, and San Francisco's congestion pricing initiatives. (See Chapter 5 for a list of high-performing projects.)

Projections in three main areas informed development of the plan: population, employment and housing. Here are some highlights of each.

- **Population:** By 2040 the San Francisco Bay Area is projected to add 2.1 million people, increasing total regional population from 7.2 million to 9.3 million, an increase of 30 percent or roughly 1 percent per year. This growth means the Bay Area will continue to be California's second-largest population and economic center.
- **Employment:** The number of jobs is expected to grow by 1.1 million between 2010 and 2040, an increase of 33 percent. This is a slower rate of job growth than previous forecasts.
- **Housing:** During this same time period the number of households is expected to increase by 27 percent to 700,000, and the number of housing units is expected to increase by 24 percent to 660,000.

The demographic implications of these topline numbers are far-reaching, and some trends in particular weighed heavily in the development of Plan Bay Area. These are touched on below and examined in greater detail in Chapter 2.

Ageing Baby Boomers Expected to Change Travel and Development Patterns

The U.S. Census Bureau defines baby boomers as people who were born between 1946 and 1964 during the post-World War II baby boom. By 2040 the oldest baby boomers will be in their 90s and the youngest will be in their 70s. Today, people who are 65 and over represent 12 percent of the Bay Area's total population, but by 2040 the number of seniors will increase to 22 percent. That's more than 1 in 5 people in our region. It is expected that many of these seniors will relocate to smaller homes in more urban locations to have easier access to essential services and amenities and the Bay Area's extensive transit system.

Mobility will be a special challenge for seniors who lose their ability to drive. MTC's Lifeline Transportation Program supports projects that address mobility and accessibility needs of low-income and disabled people throughout the region. Between 2006 and 2012, roughly \$172 million was invested to support about 220 projects. Closely related are MTC programs that provide funding to sustain and improve mobility for elderly and disabled persons in accordance with and even beyond the requirements of the Americans with Disabilities Act (ADA). These types of projects have included travel training, sidewalk and bus stop improvements, supportive ride programs and other community initiatives. Plan Bay Area reaffirms the importance of Lifeline and Elderly & Disabled programs by adding over \$800 million in discretionary funding for the Lifeline program, and almost \$240 million for the Elderly & Disabled programs over the 28-year period of the plan.

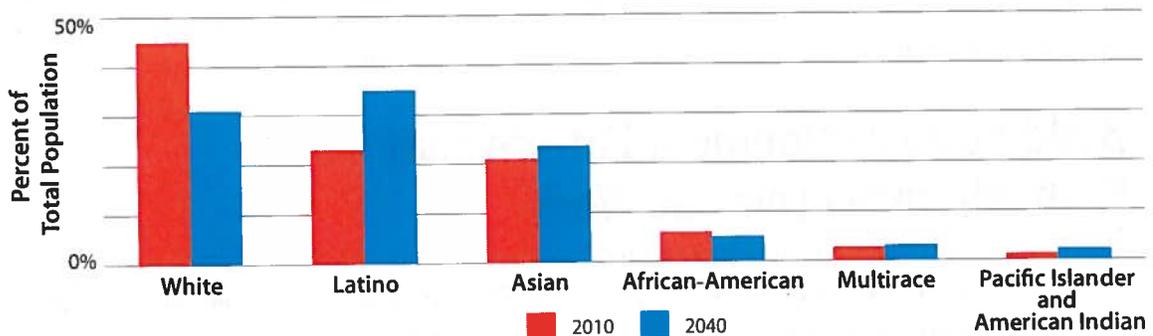


Joyce Benna

Increased Racial and Ethnic Diversity Will Increase Demand for Multifamily Housing

The Bay Area and California are at the forefront of one of the greatest demographic changes in our nation's history: growth in the Latino population. In January 2013 the California Department of Finance projected that the state's Hispanic population will equal the non-Hispanic

Figure 1 Share of Population by Race and Ethnicity, 2010 and 2040



Sources: 2010 Census, California Department of Finance, ABAG

white population by mid-2013. By early 2014 it expects that California's Hispanic population will have become a plurality for the first time in state history.

This state forecast aligns with Plan Bay Area's projection that by 2040 the Bay Area population will become substantially more racially and ethnically diverse. Latinos will emerge as the largest ethnic group, increasing from 23 percent to 35 percent of the total population. The number of Asians also will increase, growing from 21 percent to about 24 percent of the population. Both population groups have demonstrated an historic preference for multifamily housing, and they form multigenerational households at a higher rate than the general population. This is expected to drive higher demand for multifamily housing, in contrast to the historic development pattern of building primarily single-family homes. Likewise, many Latinos and Asians rely more on public transit than non-Hispanic whites. This, too, is expected to increase demand for a robust transit system that makes it easier for people who don't own cars to commute, shop and access essential services.

Demand for Multi-Unit Housing in Urban Areas Close to Transit Expected to Increase

Single-family homes represent the majority of housing production in recent decades, but recent trends suggest that cities once again are becoming centers of population growth. Construction of multifamily housing in urban locations in the Bay Area increased from an average of 35 percent of total housing construction in the 1990s to nearly 50 percent in the 2000s. In 2010 it represented 65 percent of all housing construction.



The Crossings, Mountain View

As discussed above, demand for multifamily housing is projected to increase as seniors downsize and seek homes in more urban locations. The growing numbers of Latino and Asian households will create a similar shift in the housing market. Finally, population growth of those aged 34 and younger is expected to have a similar effect, as this demographic group also demonstrates a greater preference for multifamily housing. All told, the number of people per Bay Area household is expected to increase from 2.69 in 2010 to 2.75 in 2040. Market demand for new homes will tilt toward townhomes, condominiums and apartments in developed areas near transit, shops and services.

Building a Development Pattern That Aligns With Where We Live and Work

Plan Bay Area provides a vision for how to retain and enhance the qualities that make the Bay Area a great place to live, work, and play. It builds on the legacy of leadership left to us by previous generations. In fact, many of the attributes that make the Bay Area special — a strong

economy, protected natural resources, a network of diverse neighborhoods — would not have been possible without our predecessors' forward-thinking actions.

Looking ahead to the growth expected in the Bay Area over the next several decades, we face many similar problems as past generations, while also confronting new challenges that threaten the region's economic vitality and quality of life. Our economy is still recovering from the Great Recession of 2007-2009, which has resulted in uneven job growth throughout the region, increased income disparity, and high foreclosure rates. At the same time, housing costs have risen for renters and, to a lesser degree, for home buyers close to the region's job centers. Finally, Bay Area communities face these challenges at a time when there are fewer public resources available than in past decades for investments in infrastructure, public transit, affordable housing, schools and parks.

A More Focused Future

The planning scenarios and land use and transportation investment strategies developed during the Plan Bay Area process seek to address the needs and aspirations of each Bay Area jurisdiction, as identified in locally adopted general plans and zoning ordinances. They also aim to meet the Plan Bay Area performance targets and equity performance standards. The framework for developing these scenarios consisted largely of the Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) recommended by local governments. The preferred land use scenario identified in Chapter 3 is a flexible blueprint for accommodating growth over the long term. Pairing this development pattern with the transportation investments described in Chapter 4 is what makes Plan Bay Area the first truly integrated land use transportation plan for the region's anticipated growth.



Richmond Transit Village

2040 Employment Distribution Highlights

Plan Bay Area’s distribution of jobs throughout the region is informed by changing trends in the locational preferences of the wide range of industry sectors and business place types in the Bay Area. These trends capture ongoing geographic changes, as well as changes in the labor force composition and workers’ preferences. The employment distribution directs job growth toward the region’s larger cities and Priority Development Areas with a strong existing employment base and communities with stronger opportunities for knowledge-sector jobs.

Table 1 SF Bay Area Total Job Growth 2010-2040, Top 15 Cities

Rank	Jurisdiction	Total Jobs		2010-2040 Job Growth	
		2010	2040	Total Growth	Percentage Growth
1	San Francisco	568,720	759,470	190,740	34%
2	San Jose	375,360	522,050	146,680	39%
3	Oakland	190,250	275,490	85,240	45%
4	Santa Clara	112,460	145,560	33,100	29%
5	Fremont	89,900	119,870	29,970	33%
6	Palo Alto	89,370	119,030	29,650	33%
7	Santa Rosa	75,460	103,930	28,470	38%
8	Berkeley	77,020	99,220	22,210	29%
9	Concord	47,520	69,310	21,790	46%
10	Hayward	69,100	89,900	20,800	30%
11	Sunnyvale	74,610	95,320	20,710	28%
12	San Mateo	52,930	73,460	20,530	39%
13	Redwood City	58,340	77,830	19,490	33%
14	Walnut Creek	41,650	57,300	15,650	38%
15	Mountain View	47,800	63,380	15,570	33%

Source: Jobs-Housing Connection Strategy, ABAG, 2012

Almost 40 percent of the jobs added from 2010 to 2040 will be in the region’s three largest cities — San Jose, San Francisco and Oakland — which accounted for about one-third of the region’s jobs in 2010. Two-thirds of the overall job growth is anticipated to be in PDAs throughout the region. Due to the strength of the knowledge sector, nine of the 15 cities expected to experience the greatest job growth are in the western and southern part of the region surrounding Silicon Valley. The remaining communities expecting high levels of job growth are in the East Bay and North Bay, owing to their strong roles in the current economy, diverse employment base, and their proximity to a large base of workers. The 15 cities expected to experience the most job growth will account for roughly 700,000 jobs, or just over 60 percent of the new jobs added in the region by 2040. (See Table 1 above.)

2040 Housing Distribution Highlights

The Plan Bay Area housing distribution is guided by the policy direction of the ABAG Executive Board, which voted in July 2011 to support equitable and sustainable development by “maximizing the regional transit network and reducing GHG emissions by providing convenient access to employment for people of all incomes.” This was accomplished by distributing total housing growth numbers to: 1) job-rich cities that have PDAs or additional areas that are PDA-like; 2) areas connected to the existing transit infrastructure; and 3) areas that lack sufficient affordable housing to accommodate low-income commuters. The housing distribution directs growth to locations where the transit system can be utilized more efficiently, where workers can be better connected to jobs, and where residents can access high-quality services.

Table 2 SF Bay Area Total Housing Unit Growth 2010-2040, Top 15 Cities

Rank	Jurisdiction	Total Housing Units		2010-2040 Housing Unit Growth	
		2010	2040	Total Growth	Percentage Growth
1	San Jose	314,040	443,210	129,170	41%
2	San Francisco	376,940	469,350	92,410	25%
3	Oakland	169,710	221,200	51,490	30%
4	Sunnyvale	55,790	74,780	18,990	34%
5	Concord	47,130	65,170	18,040	38%
6	Fremont	73,990	91,610	17,620	24%
7	Santa Rosa	67,400	83,420	16,020	24%
8	Santa Clara	45,150	58,920	13,770	30%
9	Milpitas	19,810	32,430	12,620	64%
10	Hayward	48,300	60,580	12,290	25%
11	Fairfield	37,180	48,280	11,100	30%
12	San Mateo	40,010	50,180	10,160	25%
13	Richmond	39,330	49,020	9,690	25%
14	Livermore	30,340	40,020	9,670	32%
15	Mountain View	33,880	43,270	9,390	28%

Source: Jobs-Housing Connection Strategy, ABAG, 2012

Substantial housing production is expected on the Peninsula and in the South Bay, where eight of the top 15 cities expected to experience the most housing growth are located. Two-thirds of the region’s overall housing production is directed to these 15 cities, leaving the more than 90 remaining jurisdictions in the region to absorb only limited growth. This development pattern preserves the character of more than 95 percent of the region by focusing growth on less than 5 percent of the land. (See Table 2 above.)

Transportation Investments



John Benson

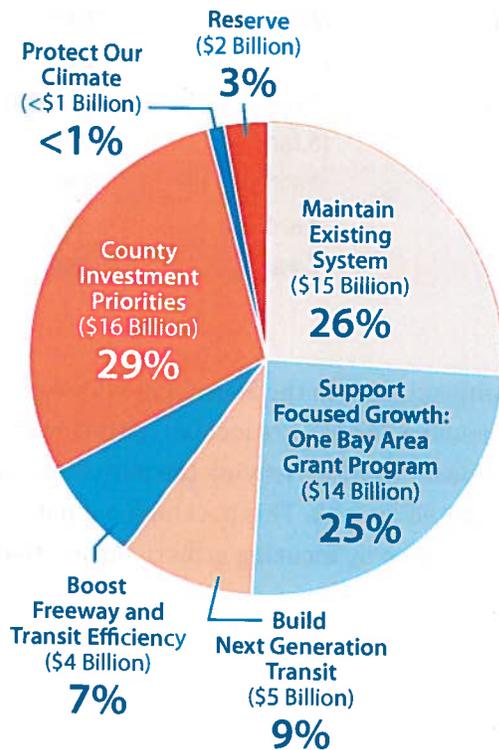
Caltrain Baby Bullet train

Plan Bay Area structures an infrastructure investment plan in a systematic way to support the region’s long-term land use strategy, relying on a performance assessment of scenarios and individual projects. The plan makes investments in the region’s transportation network that support job growth and new homes in existing communities by focusing the lion’s share of investment on maintaining and boosting the efficiency of the existing transit and road system. Plan Bay Area also takes a

bold step with strategic investments that provide support for focused growth in Priority Development Areas, including the new One Bay Area Grant program.

Plan Bay Area transportation revenue forecasts total \$289 billion over the 28-year period. Over two-thirds (68 percent) of these funds are from regional and local sources, primarily dedicated sales tax programs and bridge tolls. Making up the remainder of the pie are state and federal revenues (mainly derived from fuel taxes). Of the total revenues, \$57 billion are “discretionary,” or available for assignment to projects and programs through Plan Bay Area.

Figure 2 Plan Bay Area — Discretionary Investment Summary
(in year-of-expenditure \$)



The plan invests those discretionary funds via six key investment strategies, as shown in Figure 2 and presented in greater detail in Chapter 4. (See Table 3 for a look at the “big-ticket” plan investments, overall.) The first two discretionary strategies merit special mention.

Maintain Our Existing System

Though its fund sources are many and varied, Plan Bay Area’s overriding priority in investing those funds can be stated quite simply: “Fix It First.” First and foremost, this plan should help to maintain the Bay Area’s transportation system in a state of good repair. Plan Bay Area’s focus on “fix it first” ensures that we maintain existing transportation assets, primarily concentrated in the region’s core, which reinforces the plan’s focused growth strategy.

“Top 10” Plan Bay Area Investments, by Project

(includes Committed and Discretionary funds)

Table 3 Ten Largest Plan Bay Area Investments

Rank	Project	Investment (YOE* Millions \$)
1	BART to Warm Springs, San Jose, and Santa Clara	\$8,341
2	MTC Regional Express Lane Network	\$6,657
3	Transbay Transit Center/Caltrain Downtown Extension (Phases 1 and 2)	\$4,185
4	Integrated Freeway Performance Initiative (FPI)	\$2,259
5	Presidio Parkway/ Doyle Drive US 101 seismic replacement	\$2,053
6	Caltrain Electrification and Service Frequency Improvements	\$1,718
7	SF MUNI Central Subway: King St to Chinatown	\$1,578
8	Valley Transportation Authority (VTA) Express Lane Network	\$1,458
9	San Jose International Airport Connector	\$753
10	Hunters Point and Candlestick Point: New Local Roads	\$722

* YOE = Year of Expenditure

In total, Plan Bay Area dedicates 87 percent of all available funding (committed and discretionary) to sustaining the existing transportation network. Given the age of many major assets — BART turned 40 last year and S. F. Muni turned 100 — this should come as no surprise.

Support Focused Growth — One Bay Area Grant Program

The OneBayArea Grant (OBAG) Program is a new funding approach that better integrates the region’s transportation funding program with SB 375 and the land use pattern outlined in Chapter 3. The OBAG program rewards jurisdictions that focus housing growth in Priority Development Areas (PDAs) through their planning and zoning policies, and actual production of housing units. The OBAG program allows flexibility to invest in a community’s transportation infrastructure by providing funding for Transportation for Livable Communities, bicycle and pedestrian improvements, local streets and roads preservation, and planning activities, while also providing specific funding opportunities for Safe Routes to Schools projects and Priority Conservation Areas.

Plan Bay Area Achieves Key Performance Targets

As described earlier, Plan Bay Area was developed within a framework of objective performance standards, both mandatory and voluntary or aspirational. As has been the case in past long-term transportation plans, no single strategy is able to achieve all the plan’s performance targets. An analysis of the 10 main targets and five sub-targets (for a total of 15 performance measures) clearly bears this out. Specifically, the draft plan meets or exceeds six targets, including the statutory greenhouse gas emissions and housing targets, narrowly misses three targets, falls well short of two targets and unfortunately moves in the wrong direction on four of the targets. In other words, the draft plan makes great progress on nine of 15 performance

measures, which represents a solid first effort. The region will need to focus future attention on conceptualizing breakthrough strategies to achieve the four targets where we are falling behind. For a more detailed discussion of the plan's performance as measured against each individual target, please see Chapter 5.

A Plan to Build On

Plan Bay Area is a work in progress that will be updated every four years to reflect new initiatives and priorities. It builds upon the work of previous initiatives, complements ongoing work and lays the groundwork for closer examination of certain critical issues that can further prepare the region to meet the future head-on. The plan highlights the relationship between transportation investments and land use planning, and represents the region's newest effort to position itself to make the most of what the future will bring.

No single level of government can be expected to address all the critical components needed to create a stronger and more resilient Bay Area. It will take a coordinated effort among diverse partners to promote regional economic development, adapt to climate change, prepare for natural disasters, get creative about how to provide affordable housing for all Bay Area residents, ensure clean and healthy air for our communities, and prepare for emerging technologies that will change the way people work and get around. Further steps will be needed to fully realize the Plan Bay Area vision and implement some of its forward-looking plans and policies. (See Chapter 6 for a discussion of some needed "next steps.")

But we have made a strong start. Look closely at Plan Bay Area, and you will see a plan that takes great strides toward:

Tackling problems that cross boundaries and require regional solutions

Housing, air quality, traffic, jobs, economic development, open space preservation — the list is a long one.

Embodying local visions

Priority Development Areas were recommended by local governments, and land use and transportation strategies are linked to local input and priorities; different kinds of investments and development are envisioned for different parts of the region.

Helping to ensure a vibrant and healthy region for our children and grandchildren

Cleaner air, fewer greenhouse gas emissions, more housing options, improved infrastructure, better access to jobs, and access to open space and recreation — these are the building blocks of a better future.

Making Bay Area businesses more competitive

A well-constructed, sustainable regional plan can help us attract private sector investment and compete for federal and state funding.

Providing a range of housing and transportation choices

A greater variety of multifamily and single family housing will be available in places with better transit access, and improved walking conditions and local services.

Stretching tax revenues through smart investments

By making the most of existing infrastructure, using a performance-based approach to transportation investments and coordinating the location of future housing and jobs with major transportation investments, we can get more bang for our buck in public expenditures.

Preserving open spaces, natural resources, agriculture and farmland

By developing in existing downtowns, main streets and neighborhoods, we don't need to develop on open spaces or in places that over-utilize our water supply, energy resources and road capacity.

Helping to create healthy communities

More people will be able to live in neighborhoods where they can walk to shops, transit and local parks because of the groundwork laid in this plan.

Plan Bay Area cannot guarantee these outcomes, of course, but we believe it can greatly boost the region's odds of achieving them. For surely we must work together as a region to promote sustainability, and to leave a better Bay Area for our children and grandchildren. By helping to harmonize local decision-making and regional goals, by better integrating transportation investment and land use planning, by more closely aligning our policies with our vision — in short, by creating a strategy for a sustainable region — Plan Bay Area gives us a chance to do that.



Karl Nielsen

MTC and ABAG welcome your comments on this draft Plan Bay Area. An extensive outreach effort is planned during the spring of 2013 to provide ample opportunity for the region's residents to make their views known. Please see "What's Next for Plan Bay Area" at the end of this plan for details, or visit <http://onebayarea.org>

Plan BayArea

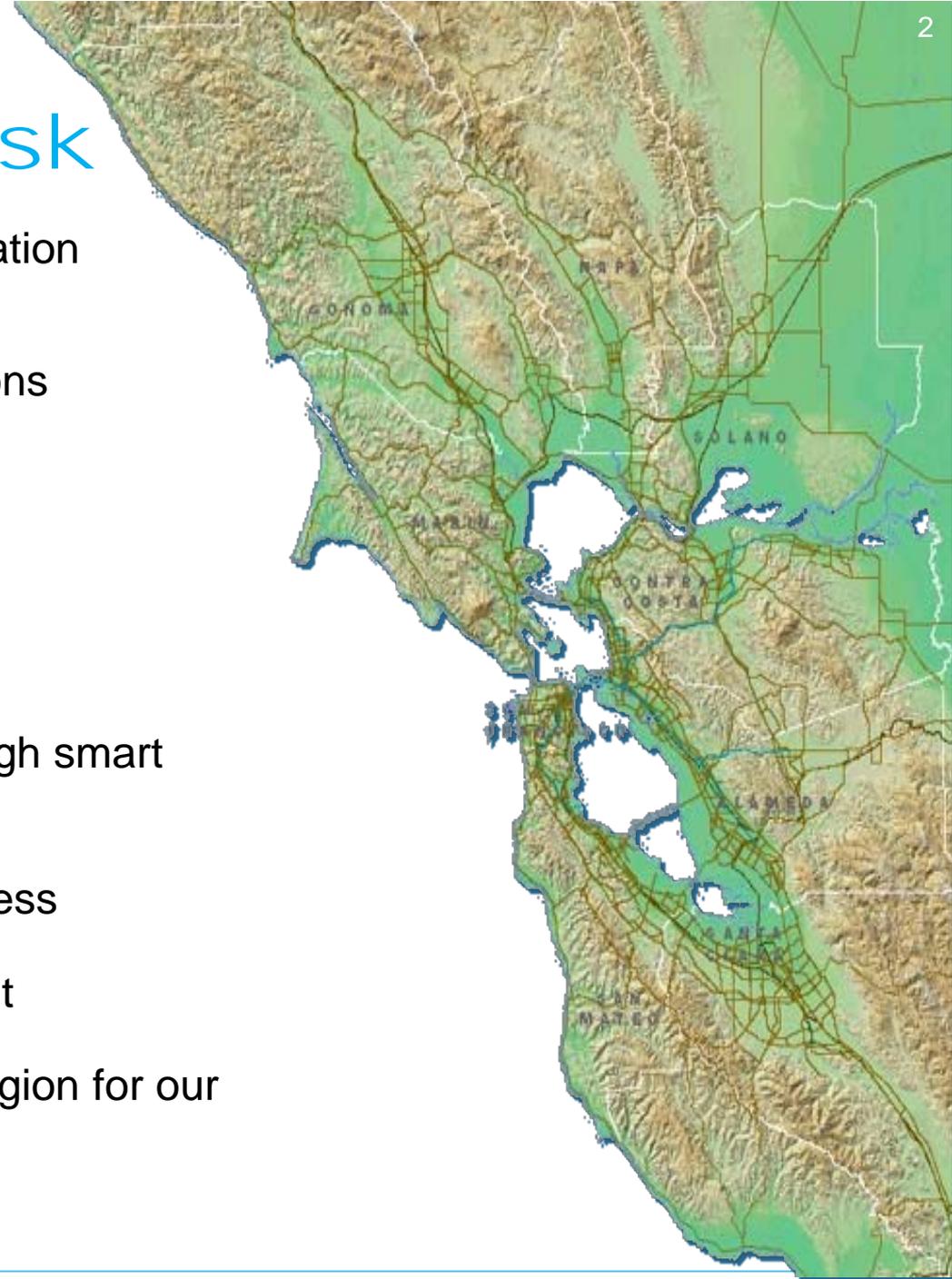
Draft Plan Bay Area Presentation

MTC Planning Committee/ABAG Administrative Committee

April 12, 2013

The Regional Task

- Integrate land use and transportation planning
- Reduce greenhouse gas emissions from by 15% per capita by 2035
- House the region's population at all income levels
- Embody local visions
- Stretch available revenues through smart investments
- Increase economic competitiveness
- Preserve our natural environment
- Help ensure a healthy, vibrant region for our children and grandchildren

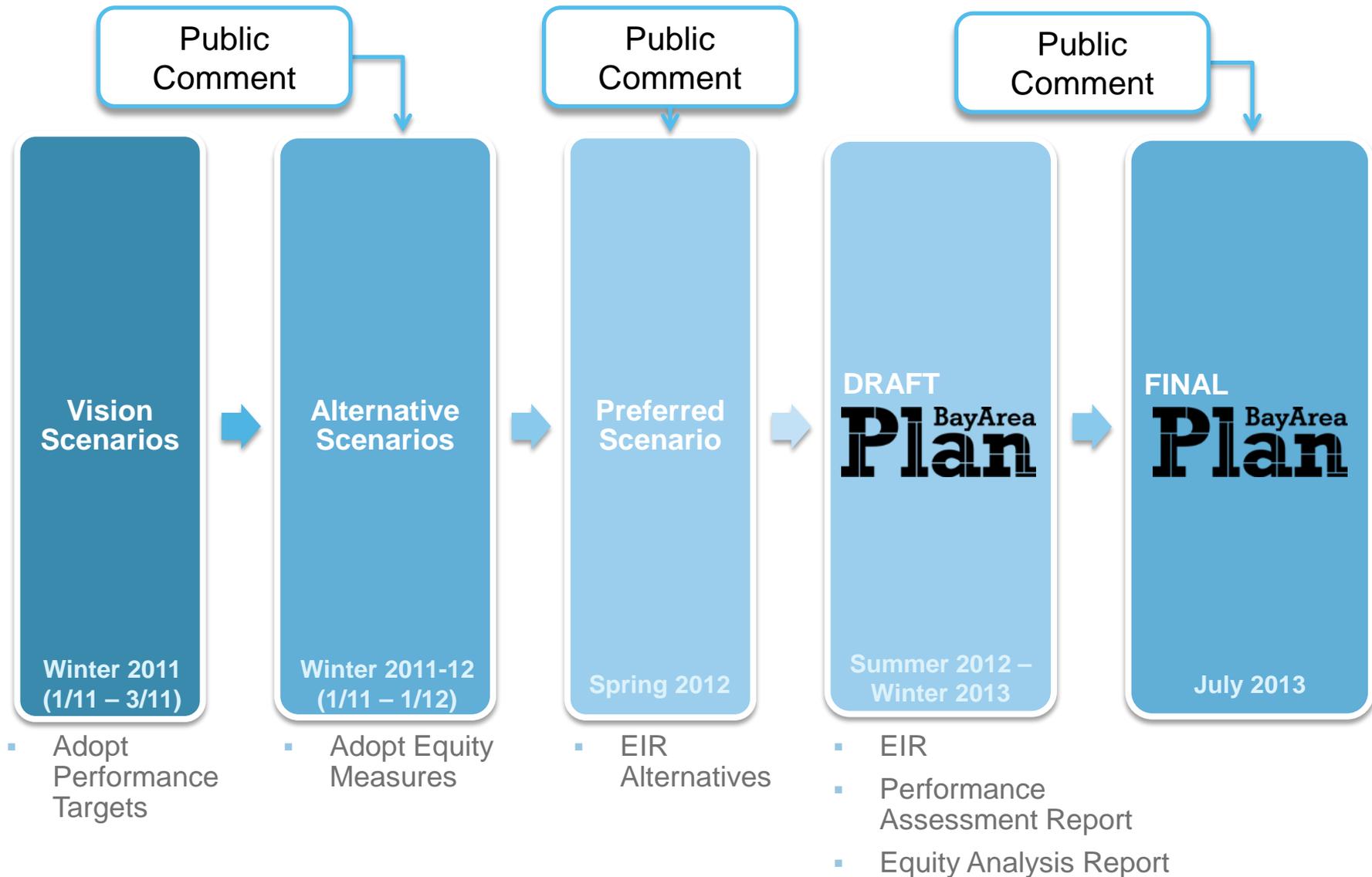


Setting Our Sights: Performance *Matters*

Adopted Plan Bay Area Performance Targets

ECONOMY	 <p>ECONOMIC VITALITY</p> <ul style="list-style-type: none">➤ Increase gross regional product	 <p>TRANSPORTATION SYSTEM EFFECTIVENESS</p> <ul style="list-style-type: none">➤ Increase non-auto mode share➤ Reduce VMT per-capita<ul style="list-style-type: none">➤ Maintain the transportation system
	 <p>CLIMATE PROTECTION</p> <ul style="list-style-type: none">➤ Reduce per-capita greenhouse gas emissions from cars and light-duty trucks	 <p>HEALTHY AND SAFE COMMUNITIES</p> <ul style="list-style-type: none">➤ Reduce premature deaths from exposure to particulate emissions➤ Reduce injuries and fatalities from collisions➤ Increase average daily time spent walking or biking
 <p>OPEN SPACE AND AGRICULTURAL PRESERVATION</p> <ul style="list-style-type: none">➤ Direct all non-agricultural development within the urban footprint		
EQUITY	 <p>ADEQUATE HOUSING</p> <ul style="list-style-type: none">➤ House all of the region's projected housing growth	 <p>EQUITABLE ACCESS</p> <ul style="list-style-type: none">➤ Decrease housing and transportation costs as a share of low-income household budgets

Plan Bay Area Development Process



Draft Plan Bay Area = Preferred Scenario approved May 2012

- Jobs-Housing
Connection Strategy
- Transportation
Investment Strategy



Draft Plan Bay Area Growth Trends

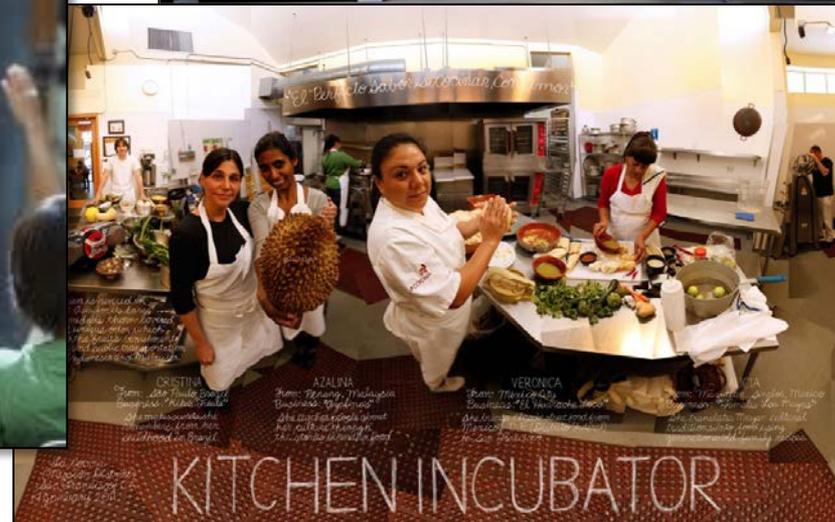
Regional Growth

	2010	2040	Growth 2010-2040
Jobs	3,385,000	4,505,000	1,120,000
Population	7,151,000	9,299,000	2,148,000
Housing Units	2,786,000	3,446,000	660,000

Employment Trends

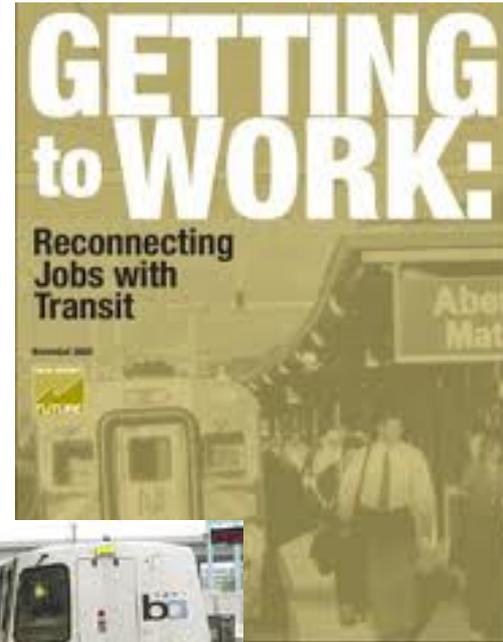
Knowledge-based and Service Industries Lead Job Growth

- Nearly 75% of new jobs in professional services, health and education, and leisure and hospitality



Employment Trends

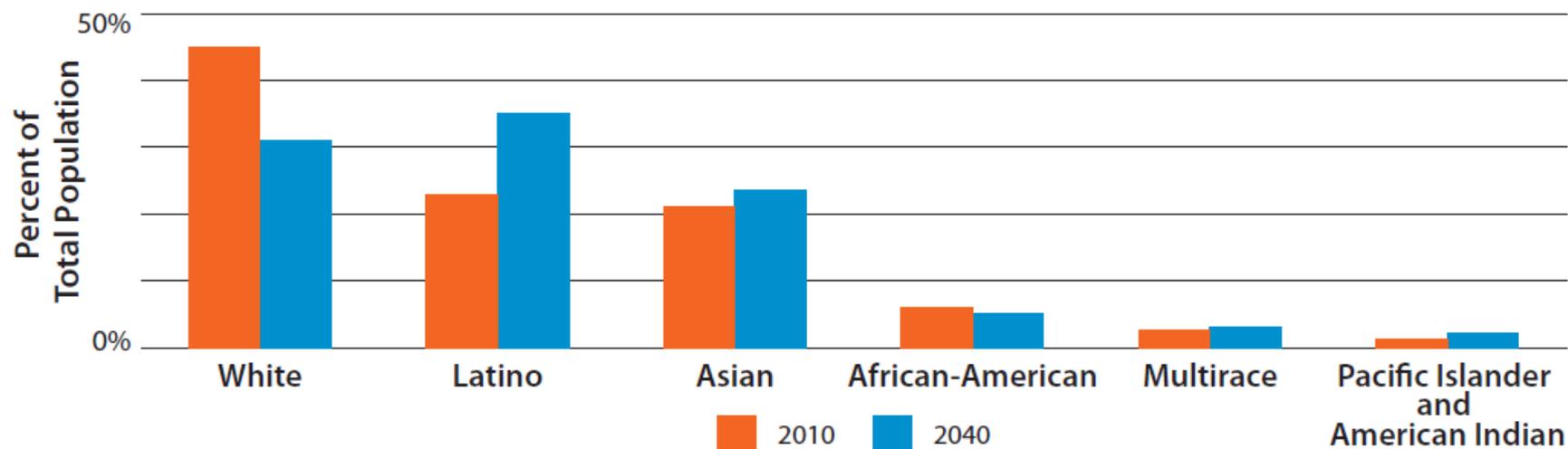
Knowledge sector and service sectors expected to grow
have shown a strong preference for locations near transit in
urban centers



Population Trends

Region will grow significantly more diverse.

Figure 1 Share of Population by Race and Ethnicity, 2010 and 2040

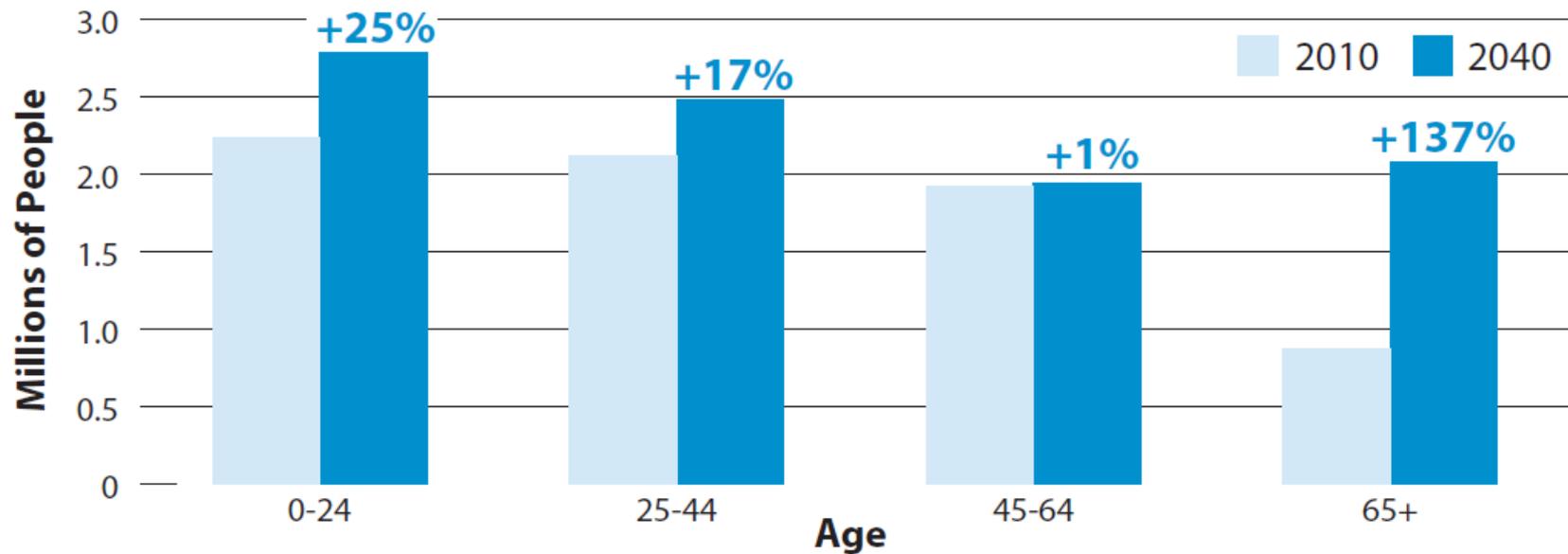


Sources: 2010 Census, California Department of Finance, ABAG

Population Trends

Senior population will grow dramatically.

Figure 2 Bay Area Population by Age, 2010 and 2040

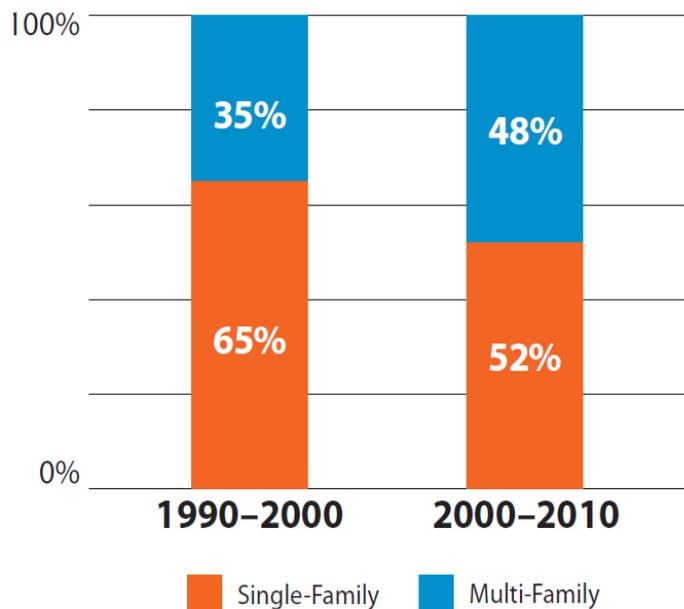


Sources: 2010 Census, California Department of Finance, ABAG

Housing Trends

Aging, more diverse population drives demand for multi-family housing near services and transit.

Figure 6 Bay Area Housing Construction
By Type, 1990–2010



Source: U.S. Census



Draft Plan Bay Area Growth Strategy

Regional Growth Strategy

Priority Development Areas

- Nearly 170 city nominated-areas in over 60 cities and counties
 - Within an existing community/Infill development area
 - Near existing/planned transit
 - Providing housing and/or jobs
 - Diversity of densities and community identities



Regional Growth Strategy

Priority Conservation Areas

- Areas to be retained for open space or farmland to maintain quality of life
- More than 100 locally nominated areas



Regional Growth Strategy Focused Growth

 **Non-urbanized land**

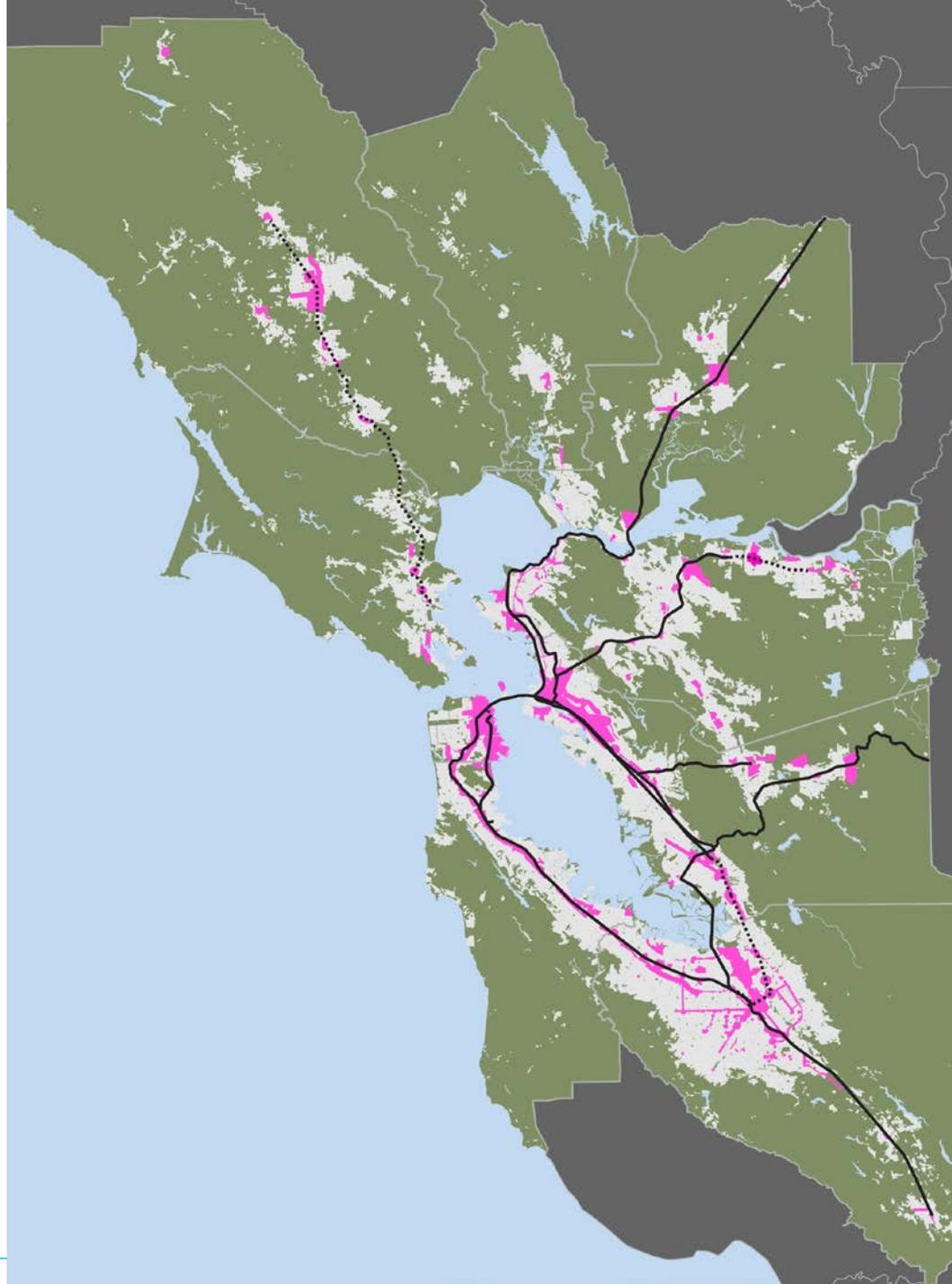
 **Urbanized land**

 **PDA**

 Less than 5% of region's land

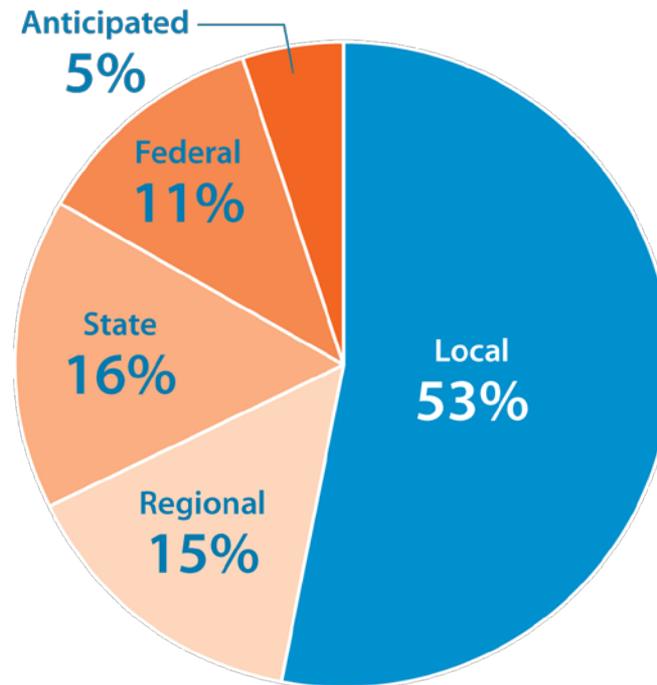
 Nearly 80% of new homes

 Over 60% of new jobs



Draft Plan Bay Area Investments

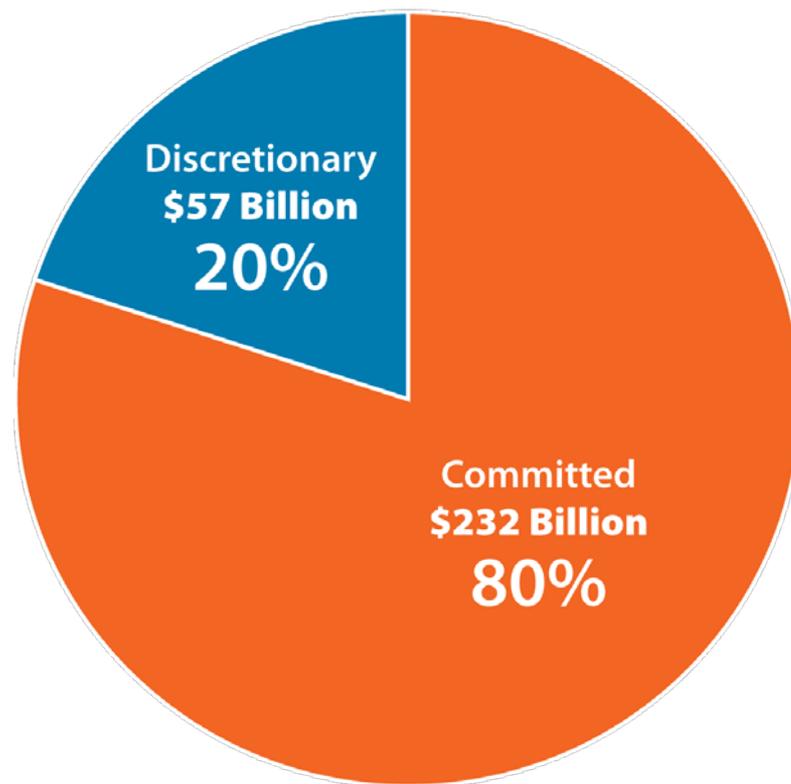
Revenue Forecast to 2040



Source	YOES billions	% of Total
Local	\$154	53%
Regional	\$43	15%
State	\$45	16%
Federal	\$33	11%
Anticipated	\$14	5%
Total	\$289	100%

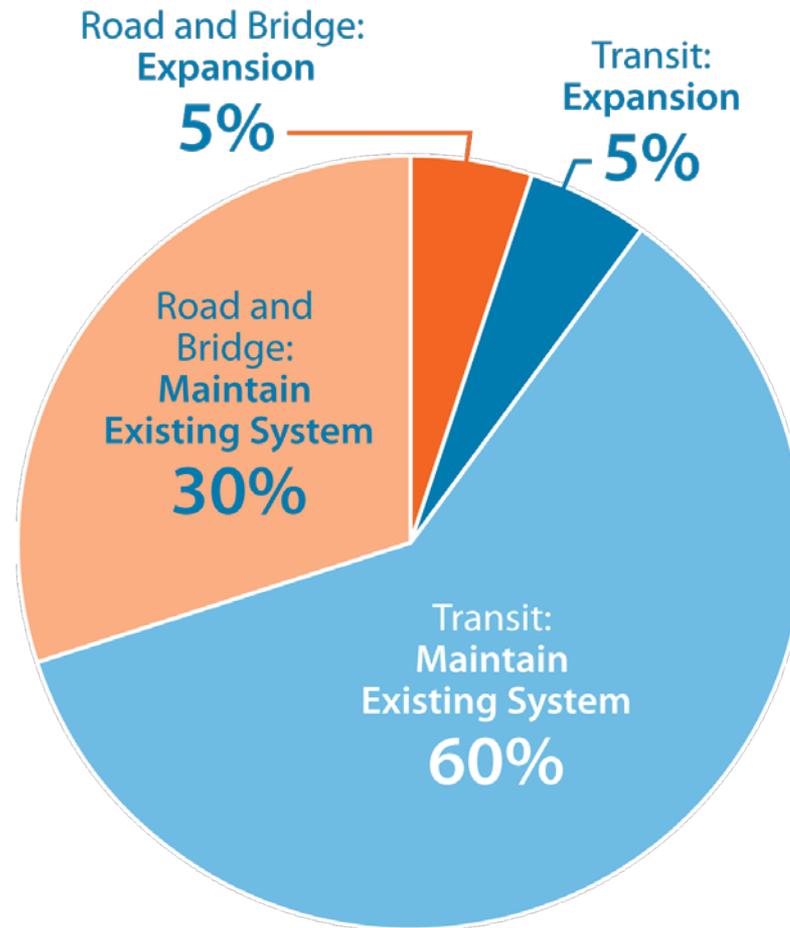
Committed and Discretionary Revenues

Total Revenue — \$289 Billion



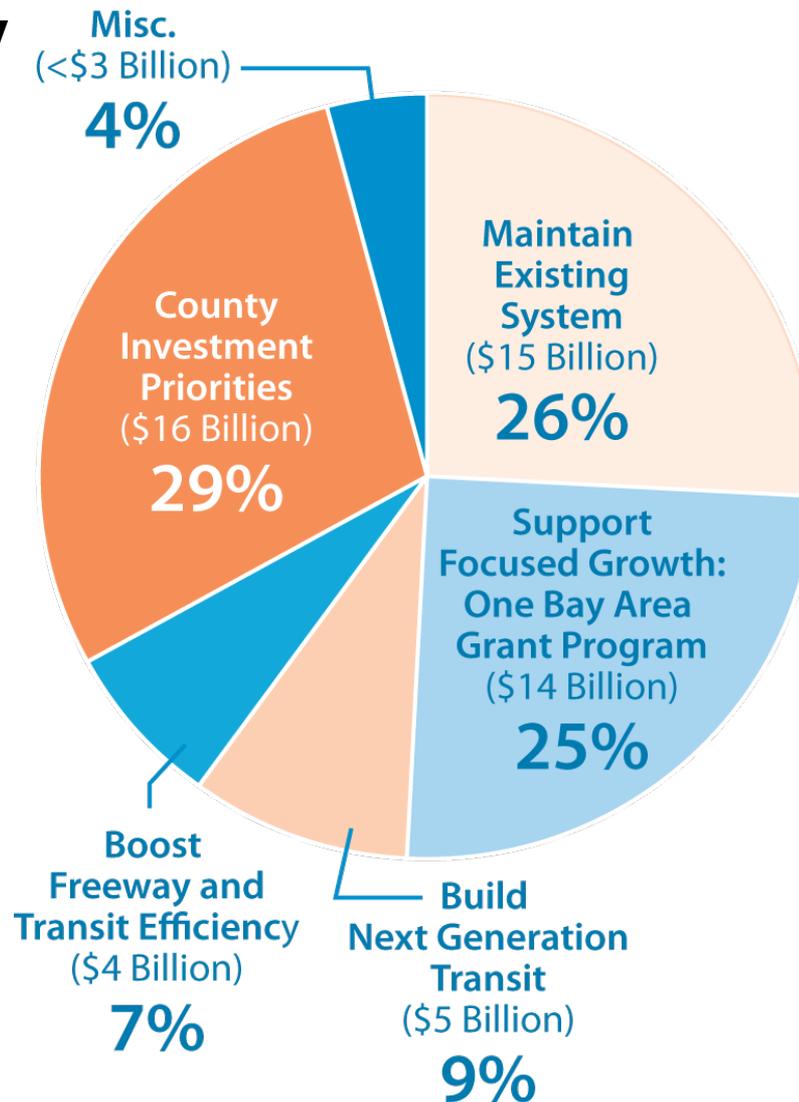
Committed Investments

Committed Revenue — \$232 Billion



Discretionary Investments

**Discretionary
Revenue –
\$57 Billion**



Highest Performing Transportation Projects

1	BART Metro Program (including Bay Fair Connection & Civic Center Turnback)
2	Treasure Island Congestion Pricing
3	Congestion Pricing Pilot
4	AC Transit Grand-MacArthur Bus Rapid Transit (BRT)
5	Freeway Performance Initiative
6	Intelligent Transportation System (ITS) Improvements in San Mateo Co.
7	ITS Improvements in Santa Clara Co.
8	Irvington BART Station
9	SFMTA Transit Effectiveness Project
10	Caltrain Service Frequency Improvements (6-train Service during Peak Hours) + Electrification (SF to Tamien)
11	BART to San Jose/Santa Clara (Phase 2: Berryessa to Santa Clara)
12	Van Ness Avenue BRT
13	Better Market Street

Performance Results

Plan Makes Progress toward Five Targets

Healthy and Safe Communities	Reduce coarse particulate emissions by 30%	Reduces coarse particulate emissions by 17%
Active Transport	Increase average daily walking or biking per person by 70%	Plan boosts per-person active transport by 17%
Transportation System Effectiveness	Increase non-auto trips to 26% of all trips	Plan boosts non-auto trips to 20% of all trips
	Decrease auto vehicle miles traveled (VMT) per person by 10%	Plan reduces VMT per person by 9%
	Increase local road pavement condition to rating of 75 or better	Plan improves condition to rating of 68

Performance Results

Plan Meets or Exceeds Six Targets

Climate Protection	Reduce per-capita emissions from cars and light duty trucks by 15%	Reduces by 18% by 2040
Adequate Housing	House 100% of the region's projected growth	Houses 100% of projected growth
Healthy and Safe Communities	Reduce premature deaths from exposure to fine particulate matter by 10%	Reduces exposure by 71%
	Achieve greater reductions in highly impacted areas	Achieves greater reductions
Open Space and Agricultural Land	Direct all non-agricultural development within existing urban development and urban growth boundaries	Achieves target
Economic Vitality	Increase gross regional product (GRP) by 110%	Increases GRP by 119% to 2040

Performance Results

Plan Moves in Opposite Direction from Four Targets

Reduce Injuries and Fatalities from Collisions

Reduce by collisions by 50%, including bike and pedestrian

Collisions increase by 18% during plan period

Equitable Access

Decrease share of household income needed to cover transportation and housing costs from 66% to 56%

Share of household income projected to rise to 69% for low-income and lower-income households

Transportation System Effectiveness

Decrease number of poor quality highway lane miles to less than 10% of total highway system

Percentage projected to rise to 44% of total highway system

Replace all buses, trains and other transit equipment on schedule

Share of transit assets past their useful life projected to increase to 24%

Draft Plan Bay Area

A Plan To Build On

A Platform for Advocacy

Land Use

- **Support PDA Development With Locally Controlled Funding**
- **Modernize CEQA**
- **Stabilize Federal Funding Levels**
- **“Defiscalize” Land Use Decision-making**

Transportation

- **Support Local Self-Help**
- **Seek Reliable Transportation Funding Levels and Flexibility**
- **Grow State Transportation Funding**

A Work in Progress

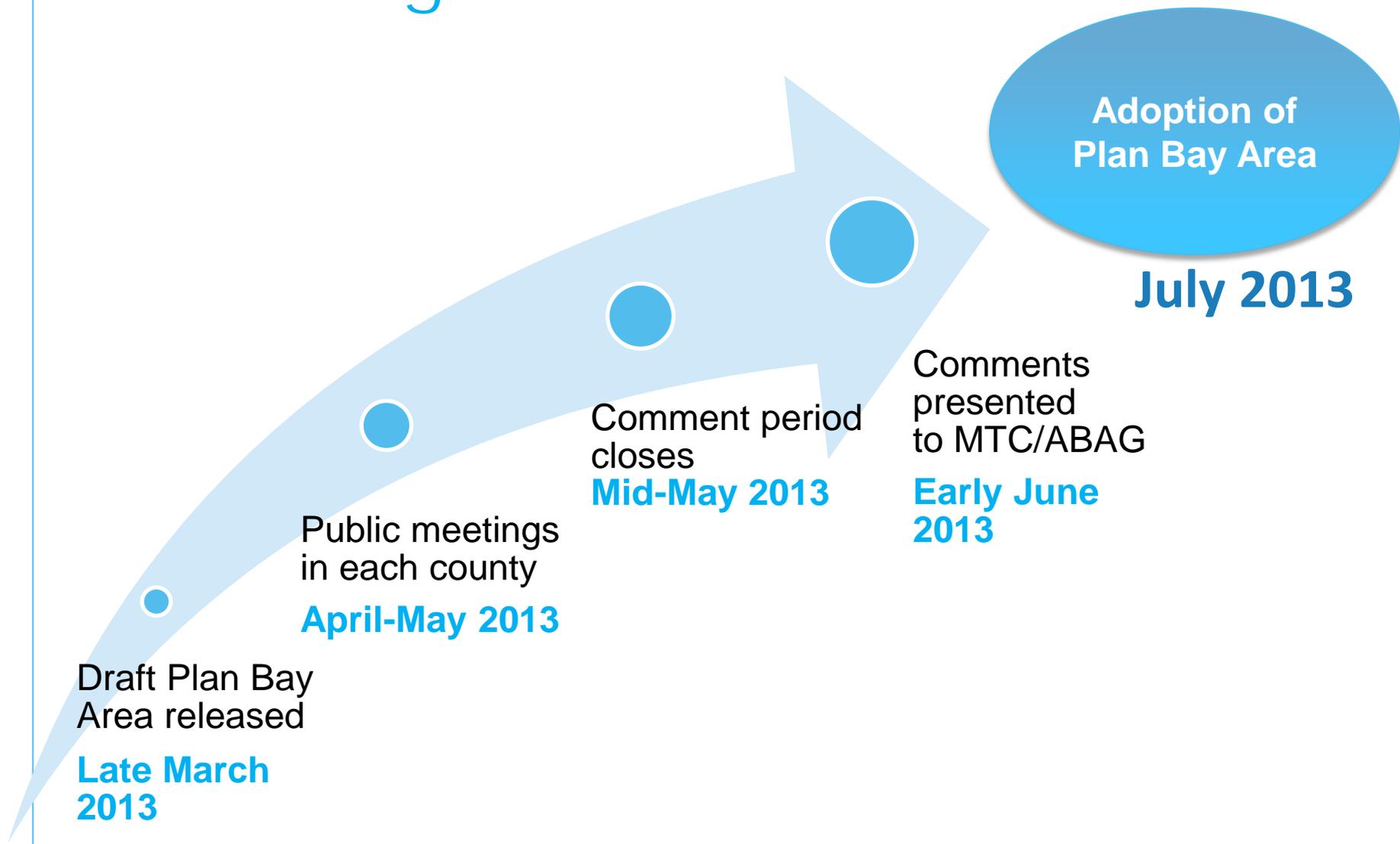
A Vibrant Economy

- Improve Permitting Process
- Implement the Plan Bay Area Prosperity Plan
- Link Housing, Transportation and Economic Development

Cleaning Our Air

- Promote Healthy Infill Development
- Curb Greenhouse Gases
- Climate Adaptation and Sea Level Rise
- Earthquake Mitigation and Recovery

Remaining Plan Milestones



**Adoption of
Plan Bay Area**

July 2013

Comments
presented
to MTC/ABAG

**Early June
2013**

Comment period
closes
Mid-May 2013

Public meetings
in each county
April-May 2013

Draft Plan Bay
Area released
**Late March
2013**

Discussion

Plan BayArea

TO: MTC Planning Committee, ABAG Administrative Committee

DATE: April 5, 2013

FR: Deputy Executive Director, Policy, MTC
Executive Director, ABAG

RE: Draft Environmental Impact Report (DEIR)

MTC and ABAG released the Draft Plan Bay Area Environmental Impact Report (DEIR) on April 2, 2013 for public review and comment. An Executive Summary of the DEIR is attached for your information. The full document is available on the www.onebayarea.org website. At your April 12 meeting, staff will present the key elements of the DEIR for your information. Deliberation by the Committees on the DEIR will begin following the public comment period which ends May 16, 2013.

In compliance with CEQA and the CEQA Guidelines, the environmental assessment of Plan Bay Area ("Plan") is designed to (1) analyze the potential environmental effects of the adoption and implementation of the proposed Plan; (2) inform decision makers, responsible and trustee agencies, and members of the public as to the range of environmental impacts of the proposed Plan; and (3) recommend a set of feasible measures to mitigate any significant adverse impacts. Finally, the DEIR analyzes a range of reasonable alternatives to the Plan. As the joint lead agencies, MTC and ABAG will consider the EIR analysis prior to taking final action on the Plan.

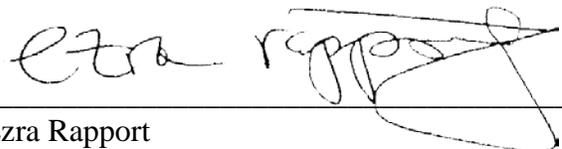
Per CEQA requirements the comment period for the DEIR is structured to gather input. Deliberation and decision making on the final EIR by ABAG and MTC will commence following the close of the public comment period. All comments received and responses to comments will be entered into the record for the final EIR. The MTC Commission and ABAG Executive Board are scheduled to adopt the Final EIR in July along with final adoption of Plan Bay Area.

Oral comments on the DEIR can be made at both the Plan Bay Area Public Hearings described under agenda item 5a and the EIR Public Hearings listed below. Comments may also be submitted online at www.OneBayArea.org; emailed to info@OneBayArea.org, or mailed to MTC-ABAG Plan Bay Area Public Comment, 101 8th Street, Oakland, CA 94607.

Date	Location
Tuesday, April 16, 10 a.m.	San Rafael, Embassy Suites
Tuesday, April 16, 7 p.m.	Oakland (Joseph P. Bort MetroCenter)
Wednesday, April 17, 1 p.m.	San Jose (Martin Luther King, Jr. Library, San Jose State)



Ann Flemer



Ezra Rapport

Draft
Plan Bay Area

April 2013

Strategy for a
Sustainable
Region



Association of
Bay Area
Governments



Metropolitan
Transportation
Commission

Environmental Impact Report
Plan Bay Area
Draft

State Clearinghouse No. 2012062029

PLAN BAY AREA

DRAFT

ENVIRONMENTAL

IMPACT REPORT

STATE CLEARINGHOUSE No. 2012062029

Prepared for

Metropolitan Transportation Commission and
Association of Bay Area Governments

by

DYETT & BHATIA
Urban and Regional Planners

In association with

Environmental Science Associates and AECOM

April 2013

Executive Summary

This program Environmental Impact Report (EIR) has been prepared on behalf of the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) in accordance with the California Environmental Quality Act (CEQA). This EIR analyzes the potential significant impacts of the adoption and implementation of the proposed Plan Bay Area (proposed Plan), which is the update to the 2009 Regional Transportation Plan (RTP) and the new Sustainable Communities Strategy (SCS) for the San Francisco Bay Area.

MTC, ABAG, and Plan Bay Area

MTC is the transportation planning, coordinating, and financing agency for the nine-county San Francisco Bay Area (which includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma Counties). Created by the State Legislature in 1970, MTC functions as both the regional transportation planning agency (RTPA)—a state designation—and for federal purposes, as the region’s metropolitan planning organization (MPO).

As required by State legislation (Government Code Section 65080 et seq.) and by federal regulation (Title 23 USC Section 134), MTC is responsible for preparing the RTP for the San Francisco Bay Area Region. An RTP is a long-range plan that identifies the strategies and investments to maintain, manage, and improve the region’s ground transportation network. In 2009, MTC adopted its most recent RTP, known as the Transportation 2035 Plan for the San Francisco Bay Area. Development and environmental analysis of regional airport and seaport plans occur in separate processes.

ABAG is a joint powers agency formed in 1961 pursuant to California Government Code §§ 6500, et seq., and is the council of governments (COG) for the San Francisco Bay Area. ABAG conducts regional population and employment projections and the regional housing needs allocation (RHNA) processes (Government Code Section 65584 et seq.). Plan Bay Area is a joint effort led by MTC and ABAG and completed in partnership with the Bay Area’s other two regional government agencies, the Bay Area Air Quality Management District (BAAQMD), and the Bay Conservation and Development Commission (BCDC). It meets the requirements of the Sustainable Communities and Climate Protection Act of 2008, Senate Bill 375 (SB 375; Steinberg, 2008), which requires California’s 18 metropolitan planning organizations to develop an SCS as a new element of their federally mandated RTP. The SCS demonstrates how the region will meet its greenhouse gas (GHG) reduction targets established by the California Air Resources Board (ARB) through integrated land use, housing and transportation planning, a planning effort requiring the authority and powers vested in both MTC and ABAG.

Plan Bay Area, which covers the period through 2040, is the first Bay Area RTP that is subject to the requirements of SB 375. SB 375 requires that the SCS be integrated into the MPO’s RTP and once

adopted will be reviewed by ARB to determine whether it would, if implemented, achieve the GHG emission reduction target for its region. If the combination of measures in the SCS will not meet the region's target, the MPO must then prepare an alternative planning strategy (APS) that will do so.

Plan Bay Area is the region's first integrated long-range land use and transportation plan. Plan Bay Area calls for focused housing and job growth around high-quality transit corridors, particularly within areas identified by local jurisdictions as Priority Development Areas (PDAs). This land use strategy is intended to enhance mobility and economic growth by linking housing/jobs with transit, thus offering a more efficient land use pattern around transit and a greater return on existing and planned transit investments. The proposed Plan specifies the strategies and investments to maintain, manage, and improve the region's transportation network – which includes bicycle and pedestrian facilities, local streets and roads, public transit systems, and highways. The Plan proposes a set of transportation projects and programs that will be implemented with reasonably anticipated revenue available for the planning period. The proposed Plan must be updated every four years, ensuring a constantly evolving plan through regular updates throughout the planning period.

Introduction to the EIR

PURPOSE

This environmental assessment of the proposed Plan Bay Area—which may also be referred to as the “proposed Plan” throughout this document—has been prepared in compliance with CEQA and the CEQA Guidelines. It is designed to:

- Analyze the potential environmental effects of the adoption and implementation of the proposed Plan;
- Inform decision-makers, responsible and trustee agencies, and members of the public as to the range of the environmental impacts of the proposed Plan;
- Recommend a set of feasible measures to mitigate any significant adverse impacts; and
- Analyze a range of reasonable alternatives to the proposed Plan.

The EIR process also provides an opportunity to identify environmental benefits of the proposed Plan that might balance some potentially significant adverse environmental impacts. The final EIR will include a Mitigation Monitoring Program that identifies who will be responsible for implementing the measures.

As the joint lead agencies for preparing this EIR, MTC and ABAG will rely on the EIR analysis of potential environmental effects in their review of the proposed Plan prior to taking action on Plan Bay Area.

SCOPE

This is a program EIR, defined in Section 15168 of the CEQA Guidelines as: “[An EIR addressing a series of actions that can be characterized as one large project and are related either: (1) Geographically; (2) As logical parts in the chain of contemplated actions; (3) In connection with the issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or (4) As

individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental impacts which can be mitigated in similar ways.”

Program EIRs can be used as the basic, general environmental assessment for an overall program of projects developed over a multi- year planning horizon. A program EIR has several advantages. For example, it provides a basic reference document to avoid unnecessary repetition of facts or analysis in subsequent project-specific assessments. It also allows the lead agency to consider the broad, regional impacts of a program of actions before its adoption and eliminates redundant or contradictory approaches to the consideration of regional and cumulative impacts.

As a programmatic document, this EIR presents a region-wide assessment of the potential impacts of the proposed Plan Bay Area. It focuses on the entire set of projects and programs contained in the proposed Plan. Individual transportation and development project impacts are not addressed in detail, although the impacts of some possible projects are discussed as appropriate; rather the focus of this EIR is to address the impacts of a program of projects, which, individually or in the aggregate, may be regionally significant. However, it does not evaluate subcomponents of the proposed Plan nor does it assess project-specific impacts of individual projects. For example, the general physical impacts of major regional transportation expansion projects are addressed, while potential impacts on specific wetlands or a specific species habitat by an individual interchange reconstruction project is not discussed, unless information currently exists or it can be surmised that the effect would be large or otherwise regionally significant. This approach does not relieve local jurisdictions of the responsibility for evaluating project-specific, locally significant impacts. All impacts of individual projects will be evaluated in future environmental review, as relevant, by the appropriate implementing agency as required under CEQA and/or NEPA prior to each project being considered for approval, as applicable.

This EIR evaluates potentially significant environmental impacts, and cumulative impacts, and includes mitigation measures to offset potentially significant effects. This EIR provides the basis for subsequent tiered CEQA documents for project-specific or site-specific environmental reviews that will be conducted by implementing agencies as land use and transportation projects in the proposed Plan are more clearly defined and more detailed studies prepared. Specific analysis of localized impacts in the vicinity of individual projects is not included in this program level EIR.

EIR Organization

The EIR is organized into four parts, outlined below. This Executive Summary outlines the proposed Plan and alternatives and includes a review of the potentially significant adverse regional environmental impacts of the proposed Plan Bay Area and the measures recommended to mitigate those impacts. The executive summary also indicates whether or not those measures mitigate the significant impacts to a less than significant level. The executive summary also identifies the environmentally superior alternative among the alternatives analyzed.

PART ONE: INTRODUCTION AND PROJECT DESCRIPTION

Part One includes two chapters. Chapter 1.1 describes the relationship between the proposed Plan Bay Area and the EIR, the organization of the EIR, and the basic legal requirements of a program level EIR. It discusses the level of analysis and the alternatives considered as well as how this EIR is related to other

environmental documents and the EIR's intended uses. Chapter 1.2 introduces the purpose and objectives of the proposed Plan Bay Area and summarizes specific information to describe the proposed Plan and complete the EIR analysis. This includes a description of the existing regional setting, an outline of the Bay Area's projected population and employment growth rates and proposed development patterns through the 2040 planning horizon year, and all proposed transportation projects and programs. State and federal planning regulations guiding the development of the RTP and SCS are also described.

PART TWO: SETTING, IMPACTS, AND MITIGATION MEASURES

Part Two describes the existing physical and regulatory settings for each of the environmental issue areas analyzed in the EIR, the potential impacts of the proposed Plan on these environmental issue areas, and measures to mitigate the potential impacts identified. Each issue area is analyzed in a separate chapter. Each chapter is organized as follows:

- Physical Setting;
- Regulatory Setting;
- Impact Significance Criteria;
- Method of Analysis;
- Summary of Impacts; and
- Impacts and Mitigation Measures.

PART THREE: ALTERNATIVES AND CEQA REQUIRED CONCLUSIONS

Part Three includes a description of the alternatives to the proposed Plan and an assessment of their potential to achieve the objectives of the proposed Plan while reducing potentially significant adverse regional environmental impacts. Part Three also includes a comparison summary table of regional environmental impacts associated with the alternatives. As required by CEQA, an environmentally superior alternative is identified. Finally, Part Three includes an assessment of the impacts of the proposed Plan and alternatives in several subject areas required by CEQA, including:

- Significant irreversible environmental changes;
- Significant unavoidable impacts;
- Growth-inducing impacts;
- Cumulative impacts; and
- Impacts found to be not significant.

PART FOUR: BIBLIOGRAPHY AND APPENDICES

Part Four includes a bibliography and the EIR appendices. Appendix A includes the Notice of Preparation (NOP) of this EIR and Appendix B provides reference to the comments received on the NOP and at the scoping meetings (a full set of comments can be found on the project website, www.onebayarea.org). Appendix C includes detailed lists of the transportation projects included in the proposed Plan and the alternatives studied in the EIR. Appendix D summarizes scoping comments received on the alternatives. Appendix E outlines the Air Quality analysis methodology and mitigation

measure effectiveness. Appendices F through I include detailed supporting data on impact analyses for geology, water, biology and hazards, respectively.

Plan Bay Area Regional Setting

The Bay Area region consists of nine counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma. In a ranking of Combined Statistical Areas (CSAs), the San José-San Francisco-Oakland CSA population was the sixth largest in the nation in 2010, behind New York-Newark-Bridgeport, Los Angeles-Long Beach-Riverside, Chicago-Naperville-Michigan City, Washington-Baltimore-Northern Virginia, and Boston-Worcester-Manchester CSAs.¹ In 2010, the San Francisco Bay Area population was nearly 7.2 million according to the 2010 Census. According MTC, as of 2010 only about 18 percent of the region's approximately 4.4 million acres of land has been developed. The Bay Area transportation network includes interstate and state freeways, county expressways, local streets and roads, bike paths, sidewalks, and a wide assortment of transit technologies (heavy rail, light rail, intercity rail, buses, trolleys and ferries).

Plan Bay Area Overview

The proposed Plan Bay Area meets the requirements of SB 375 by developing an integrated transportation and land use plan and attains the per-capita GHG emission reduction targets of -7 percent by year 2020 and -15 percent by year 2035 from 2005 levels. Under the proposed Plan, emission reductions continue on a downward trajectory through 2050. The proposed Plan reinforces land use and transportation integration per SB 375 and presents a vision of what the Bay Area's land use patterns and transportation networks might look like in 2040. The adopted goals of the proposed Plan are:

- Climate Protection
- Adequate Housing
- Healthy and Safe Communities
- Open Space and Agricultural Preservation
- Equitable Access
- Economic Vitality
- Transportation System Effectiveness

The Plan objectives are reflected in the following performance targets that measure the region's progress towards meeting these goals and are consistent with the requirements of SB 375:

- Reduce per-capita CO₂ emissions from cars and light-duty trucks by 15 percent.

¹ Census 2010. A Combined Statistical Area is a census defined metropolitan region that consists of two or more adjacent Core Based Statistical Areas (CBSAs) that have substantial employment interchange. The CBSAs that combine to create a CSA retain separate identities within the larger CSA.

- House 100 percent of the region’s projected 25-year growth by income level without displacing current low-income residents.

These goals and performance targets are more fully explored in Chapter 1.2. An alternative that performs substantially worse than the proposed Plan with respect to meeting the plan goals and these performance targets would not achieve even the basic objectives of the proposed Plan.

FORECASTED GROWTH

Looking ahead to 2040, the horizon year for the proposed Plan, it is forecast by ABAG that the Bay Area’s population will grow another 30 percent from the 2010 level (over 2.1 million more residents) and employment will increase by 33 percent (over 1.1 million additional jobs). To house the future population, it is estimated that 660,000 new housing units would be built in the same timeframe. Forecasted growth from 2010 through 2040 is shown in **Table ES-1**.

TABLE ES-1: TOTAL PROJECTED GROWTH FOR THE BAY AREA, 2010-2040

	2010	2040	Growth 2010 - 2040	% Change	Annual Growth Rate
Population	7,151,000	9,299,000	2,148,000	30%	0.9%
Households	2,608,000	3,308,000	700,000	27%	0.8%
Housing Units	2,786,000	3,446,000	660,000	24%	0.7%
Jobs	3,385,000	4,505,000	1,120,000	33%	1.0%

Source: Association of Bay Area Governments, Plan Bay Area Jobs-Housing Connection Strategy, revised May 16, 2012.

LAND USE STRATEGY

To plan for this future growth, the proposed Plan calls for focused housing and job growth around high-quality transit corridors, particularly within areas identified by local jurisdictions as Priority Development Areas (PDAs). Opportunities for focused growth development in Transit Priority Project (TPP)-eligible areas, as defined by SB 375 in Public Resources Code section 21155, which often overlap with PDAs, are also encouraged and facilitated by the proposed Plan. This land use strategy enhances mobility and economic growth by linking housing/jobs with transit and existing transportation infrastructure, thus offering a more efficient land use pattern around transit and a greater return on existing and planned transit investments. Beyond the emphasis on transit-oriented development, the proposed Plan’s land use strategy broadly calls for new housing and jobs in locations that expand existing communities and build off of all existing transportation investments.

TRANSPORTATION

The proposed Plan includes a financially constrained transportation investment plan as required by State and federal planning regulations. It includes transportation projects and programs that would be funded through existing and future revenues that are projected to be reasonably available to the region over the timeframe covered by the proposed Plan. A total of \$289 billion in revenues is available for the financially constrained Plan Bay Area. That is, the proposed Plan and alternatives evaluated in the EIR are financially constrained to be within the \$289 billion envelope.

A more detailed description of the proposed Plan is included in *Chapter 1.2: Overview of the Proposed Plan Bay Area*.

Alternatives

A full description of the alternatives analyzed in this EIR and the alternative selection process is provided in Part 3. The alternatives are as follows:

ALTERNATIVE 1: NO PROJECT

The No Project alternative consists of two elements: (a) the existing 2010 land uses plus continuation of existing land use policy as defined in adopted general plans, zoning ordinances, etc. from all jurisdictions in the region and (b) the existing 2010 transportation network plus highway, transit, local roadway, bicycle and pedestrian projects that have either already received full funding or are scheduled for full funding and received environmental clearance by May 1, 2011.

ALTERNATIVE 2: PROPOSED PLAN

Alternative 2 is the proposed Plan analyzed in this EIR. This alternative assumes a land use development pattern that concentrates future household and job growth into Priority Development Areas (PDAs) identified by local jurisdictions. It pairs this land development pattern with MTC's Preferred Transportation Investment Strategy, which dedicates nearly 90 percent of future revenues to operating and maintaining the existing road and transit system. A more detailed overview of the proposed Plan is in Chapter 1.2.

ALTERNATIVE 3: TRANSIT PRIORITY FOCUS

This alternative includes the potential for more efficient land uses in Transit Priority Project (TPP) areas, as defined by Senate Bill 375 (PRC section 21155), and would be developed at higher densities than existing conditions to support high quality transit. The transportation investment strategy in this alternative tests a slightly reduced express lane network that focuses on HOV lane conversions and gap closures, as well as increased funding for the implementation of recommendations from the Comprehensive Operations Analysis of BART and AC Transit above what is included in the Preferred Transportation Investment Strategy. This alternative also includes a Regional Development Fee based on development in areas that generate high levels of vehicle miles travelled, and a higher peak period toll on the San Francisco-Oakland Bay Bridge.

ALTERNATIVE 4: ENHANCED NETWORK OF COMMUNITIES

This alternative seeks to provide sufficient housing for all people employed in the Bay Area with no commuters from other regions and allows for more dispersed growth patterns than the proposed Plan, although development is still generally focused around PDAs. The transportation investment strategy is consistent with the Preferred Transportation Investment Strategy, also used in the proposed Plan, and includes a higher peak period toll on the San Francisco-Oakland Bay Bridge.

ALTERNATIVE 5: ENVIRONMENT, EQUITY AND JOBS

This alternative seeks to maximize affordable housing in opportunity areas in both urban and suburban areas through incentives and housing subsidies. The suburban growth is supported by increased transit service to historically disadvantaged communities and a reduced roadway network. This alternative includes imposing a Vehicle Miles Traveled (VMT) tax and a higher peak period toll on the San Francisco-Oakland Bay Bridge to fund transit operations.

Key EIR assumptions

The following key assumptions were used in the impact analysis:

- The base year or existing conditions for the land use and transportation impact analysis is 2010, as this year provides the most recent best data available for land use, transportation, and demographics. The only exception appears in *Chapter 2.5: Greenhouse Gases and Climate Change*, which uses a 2005 baseline per the CARB target setting process to determine impacts under Criterion 1 related to achieving the requirements of SB 375.
- The total amount of growth projected for the Bay Area through 2040 is based on ABAG's Plan Bay Area Forecast of Jobs, Population and Housing (the forecasts used to develop the Jobs-Housing Connection) that is available for review on the project website (<http://www.onebayarea.org>); this amount of growth is assumed in the proposed Plan, which identifies a land use pattern to accommodate the projected growth.
- This analysis does not consider phasing of improvements or interim stages of the proposed Plan Bay Area between 2010 and 2040, as the purpose of the analysis is to evaluate the Plan as a whole. The one exception to this approach appears in *Chapter 2.5: Greenhouse Gases and Climate Change*, which includes an examination of impacts in 2020 and 2035 as compared to a 2005 baseline per the ARB target setting process to determine impacts relating to achieving the statutory requirements of Senate Bill 375.
- As a program-level EIR, individual project impacts are not addressed; rather, this analysis focuses on the aggregate impacts of the proposed Plan that may be regionally significant.

CUMULATIVE IMPACT ASSUMPTIONS

Section 15130 of the CEQA Guidelines requires that an EIR evaluate potential environmental impacts that are individually limited but cumulatively significant. CEQA defines cumulative impacts as “two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts” (CEQA Guidelines § 15355). “‘Cumulatively considerable’ means that the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects” (CEQA Guidelines § 15065(a)(3)). This means that cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time.

Plan Bay Area, which includes region-wide transportation improvements and land use development patterns in the Bay Area to accommodate projected regional growth through 2040, is a cumulative plan by definition. As such, the environmental analysis included in this EIR throughout Part Two is a

cumulative analysis compliant with the requirements of CEQA and the CEQA Guidelines. Furthermore, this EIR contains analysis of cumulative regional impacts, as differentiated from more generalized localized impacts for every identified impact area.

Plan Impacts

The analysis emphasizes the impacts of the proposed Plan Bay Area as a complete program, rather than as detailed analysis of the individual transportation improvements and land use strategy included in the proposed Plan. Individual improvements and development projects must still independently comply with the requirements of CEQA. As required by CEQA, this EIR identifies three types of impacts:

- Short-term impacts;
- Long-term impacts; and
- Cumulative impacts.

The EIR addresses regional impacts as well as generalized localized impacts. It also, to the extent feasible, distinguishes between impacts caused by transportation improvements and impacts related to proposed land use patterns.

Table ES-2 summarizes the impact conclusions and recommended mitigation measures identified in this EIR. The impacts are organized by environmental impact issue area in the order in which they appear in Part Two.

Environmentally Superior Alternative

CEQA Guidelines require each EIR to identify the environmentally superior alternative among the alternatives analyzed. If the No Project alternative is identified as the environmentally superior alternative, then the EIR must identify another alternative from among the alternatives analyzed. According to the analysis in Chapter 3.1, Alternative 5 would result in the lowest level of environmental impacts, but only marginally lower, as compared to all alternatives (including the proposed Plan), and therefore is identified as the environmentally superior alternative. Alternative 3 results in similar impacts to the proposed Plan, and Alternative 4 and the No Project alternative have mixed environmental outcomes. Overall, variations in environmental impacts among alternatives are minor. This determination does not factor in other benefits of the proposed Plan outside of environmental effects. More specifically:

- In **Transportation**, Alternative 3 has the least environmental impact as it features shorter commute travel times (three percent shorter than the proposed Plan) and a lesser amount of congested VMT (14 percent fewer VMT at LOS F as compared to the proposed Plan) and the least potential for transit vehicle crowding (30 percent utilization of public transit systems, the same as the No Project alternative, and three percent less than the proposed Plan). These results are due to shifting regional growth to the Transit Priority Project eligible areas, with the greatest emphasis on growth in the urban core close to high-frequency transit.

- In **Air Quality**, Alternative 5 has the least environmental impact as it results in the lowest criteria pollutant emissions (1.7 percent fewer criteria pollutant emissions as compared to the proposed Plan) as well as lowest TAC emissions of all of the alternatives (1.9 percent fewer TAC emissions as compared to the proposed Plan). This is a result of placing a greater emphasis than the other alternatives on aligning compact land use development with transit service and increasing transit capacity.
- In **Energy**, Alternative 4 would result in the lowest per capita energy use (3.3 percent less than the proposed Plan and 2.7 percent less than Alternative 5), and would therefore have the least environmental impact.
- In **Greenhouse Gas Emissions**, the proposed Plan and Alternative 5 perform equally in regard to meeting SB 375 emission reduction targets in 2035 (both achieving a 16.4 percent reduction, one percent better than Alternative 3, 1.6 percent better than Alternative 4, and 9.6 percent better than the No Project alternative). Alternative 5 performs slightly better in terms of total emissions reductions (achieving a 17 percent reduction from 2010 to 2040, one percent better than Alternative 3 and two percent better than the proposed Plan).
- In **Sea Level Rise**, the No Project alternative includes the fewest transportation projects exposed to midcentury sea level rise inundation (the No Project alternative includes 15 projects, Alternative 5 includes 21 projects, and the proposed Plan, Alternative 3, and Alternative 4 include 32 projects exposed to midcentury sea level rise inundation). Alternative 5 includes the fewest residents (12 percent less than the proposed Plan), and new residential development (10 percent less than under the proposed Plan) exposed to midcentury sea level rise inundation because it distributes growth to areas farther from the Bay.
- In **Land Use (conversion of agricultural and forest land)**, Alternative 4 results in the fewest acres of important agricultural and open space land converted to urbanized use, as well as the fewest acres of forest and timberland converted to urbanized use.
- In **Noise** the No Project alternative has the fewest environmental impacts since it results in the lowest number of roadway miles exposed to noise levels at or above 66 dBA. It also includes the fewest transit extension projects, resulting in the smallest increase in transit noise and vibration compared to other alternatives.
- In **Biological Resources, Water Resources, Cultural Resources, and Visual Resources**, Alternative 5 combines compact development with low transportation infrastructure development, resulting in fewer physical impacts tied to these resources. It is noted that in terms of land use development-related impacts alone (excluding transportation projects), the proposed Plan is the most compact and would have the least impact on these resources.
- In **Geology, Public Utilities, Public Services, and Hazardous Materials**, Alternatives 1, 2 (proposed Plan), 3 and 5 are comparable and have fewer impacts than Alternative 4. Alternative 4 includes the most growth, thereby inherently exposing the most people to geologic and hazards risks, and resulting in the greatest impacts on existing public service, recreation, and utility systems. One exception to this is in regard to wastewater treatment, where Alternative 4 has the least impact because of limited growth in San Francisco, which has likely inadequate wastewater treatment capacity under all other alternatives.
- For **Historic Resources and Land Use (community disruption or displacement, alteration and separation)**, all alternatives perform similarly. Since all alternatives include growth in

urbanized areas where historic resources are likely to exist, impacts on historic resources would be similar. For land use, impacts related to community disruption or displacement and alteration and separation would be highly localized and similar across the alternatives.

While Alternative 5 is the environmentally preferred alternative due to its overall GHG emissions reductions and estimated reduction in criteria and TAC emissions, the proposed Plan does include some benefits over Alternative 5. For instance, the proposed Plan results in the lowest VMT per capita (the same as Alternative 4), with one percent fewer daily VMT per capita than Alternative 5. Alternative 5 also exhibits congested VMT levels 18 percent higher in the AM peak, seven percent higher in the PM peak, and 11 percent higher over the course of a typical weekday as compared to the proposed Plan. Finally, the proposed Plan results in fewer acres of agricultural and open space conversion as compared to Alternative 5 (though more than Alternative 4), and the fewest acres of important farmland (excluding grazing land) of all alternatives.

Another important consideration is that the proposed Plan was developed through extensive coordination with local jurisdictions. Alternative 5 assumes residential growth at levels that some local jurisdictions may be unlikely to implement, since it includes growth in areas that local jurisdictions have not planned for or do not currently anticipate.

In addition, there are some important unanswered questions about the feasibility of Alternative 5 that the ABAG Board and the MTC Commissioners will address during deliberations on this EIR. Specifically, implementation of the VMT tax, which is a key component of Alternative 5, may prove to be infeasible because it would require legislative approval and, in light of Proposition 26 (the “Stop Hidden Taxes” initiative), may require approval by a two-thirds supermajority vote of the Legislature. While there is currently a large majority of Democrats in the Legislature, and authorizing legislation may therefore be easier to achieve at this time, the difficulty of predicting whether new legislation will actually be enacted may make Alternative 5 infeasible.

Policy makers will be required to judge the relative importance of the various issue areas in making their final decision.

Areas of Known Controversy

Section 15123 of the CEQA Guidelines requires that an EIR identify areas of controversy which are known to the Lead Agency, including issues raised by other agencies and the public. Areas of controversy associated with the proposed Plan are made known through comments received during the Notice of Preparation (NOP) process, as well as input solicited during public scoping meetings and an understanding of the community issues in the study area. Some areas of known controversy, including issues raised by some members of the community, related to the proposed Plan Bay Area and EIR include:

- Whether the proposed Plan’s assumptions of future land use development patterns are feasible given that MTC and ABAG cannot regulate land uses at a regional or local level.
- Concerns about whether the degree and scale of growth proposed within existing communities would alter their appearance, quality of life, and affordability, and whether it would conflict with the existing plans and regulations of the local jurisdiction.

- Determining whether the proposed Plan's emphasis on maintaining and sustaining the existing regional transportation system will be adequate to serve the Bay Area's anticipated population and employment growth.
- Assessing whether the proposed transportation investment strategy can reduce GHG emissions and exposure to air pollutants even as the region's population and economic base continue to grow.
- Determining whether and where sea level rise impacts will occur and how best to minimize those impacts.
- Concerns that increased concentrations of population in focused areas would overwhelm existing public services and utilities, such as parks, police and fire services, water supply, etc.

This EIR acknowledges these known controversies as reported during the NOP scoping period and ongoing agency consultation. To the extent these areas of controversy relate to environmental impacts, they are analyzed at the regional level in Part Two of this EIR.

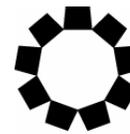
Issues to be Resolved

CEQA Guidelines section 15123(b)(3) requires that an EIR contain a discussion of issues to be resolved and whether or how to mitigate significant effects. Issues to be resolved include:

- How to address potential impacts from the proposed land development pattern that must be mitigated by the local land use authority, since neither MTC nor ABAG have jurisdiction over land use regulations.
- The degree to which MTC and ABAG can provide adequate incentives for implementation of changes to land use policy.
- How best to require mitigations that can be enacted by project sponsors and/or implementing agencies in a manner to ensure CEQA streamlining for qualifying projects, per SB 375, can occur.

When adopting the proposed Plan Bay Area, the MTC Commission and ABAG Board must decide whether specific overriding economic, legal, social, technological or other benefits of the project outweigh the significant environmental impacts that cannot be feasibly avoided or substantially reduced through implementation of feasible mitigation or alternatives. If so, they would adopt a Statement of Overriding Considerations.

Blank Page



Date: April 11, 2013

To: Administrative Committee

From: Judy Kelly
San Francisco Estuary Partnership

Subject: **Authorization to approve of Resolution on grant award from the State Coastal Conservancy for the State of the Estuary Conference 2013**

Summary

The State Coastal Conservancy is providing \$50,000 in grant funds to SFEP for the 2013 State of the Estuary Conference. Every two years, the SFEP brings a focus on the management and ecological health of the San Francisco Bay-Delta Estuary. The State of the Estuary Conference is a two day event that showcases the latest information about the estuary's changing watersheds, impacts from major stressors, recovery programs for species and habitats, and emerging challenges.

San Francisco Estuary Partnership staff will provide conference organization and development services including setting up a planning steering committee, holding planning steering committee meetings and leading development of conference themes and conference program materials. The conference is supported by grant funds from our partner agencies and by registration fees.

Recommendation

The Administration Committee is requested to authorize the Executive Director or designee to approve the resolution on the grant award for \$50,000 from the State Coastal Conservancy.

Attachment:
Resolution 04-13

Blank Page

**ASSOCIATION OF BAY AREA GOVERNMENTS
ADMINISTRATIVE COMMITTEE**

RESOLUTION NO. 04-13

**APPROVING THE GRANT OF FUNDS FROM THE STATE COASTAL
CONSERVANCY FOR STATE OF THE ESTUARY CONFERENCE 2013**

WHEREAS, the Legislature of the State of California has established the State Coastal Conservancy (“Conservancy”) under Division 21 of the California Public Resources Code, and has authorized the Conservancy to award grants to public agencies and nonprofit organizations to implement the provisions of Division 21; and

WHEREAS, the Conservancy awards grants for projects that it determines are consistent with Division 21 of the Public Resources Code and with the Conservancy’s Strategic Plan and that best achieve the Conservancy’s statutory objectives, in light of limited funding;

WHEREAS, at its February 14, 2013 meeting, the Conservancy adopted a resolution authorizing a grant of \$50,000 (fifty thousand dollars) to the Association of Bay Area Governments (“grantee”) for the State of the Estuary Conference 2013 (“the project”). The resolution was adopted by the Conservancy pursuant to and is included in the Conservancy February 14, 2013 staff recommendation, a copy of which is on file with the Conservancy; and

WHEREAS, the Conservancy requires that governing body of the grantee certify through a resolution that it approves the award of Conservancy grant funding and authorizes the execution by a representative of the grantee of a grant agreement on terms and conditions required by the Conservancy.

**ASSOCIATION OF BAY AREA GOVERNMENTS
RESOLUTION NO. 04-13**

NOW, THEREFORE, BE IT RESOLVED, by the Administrative Committee of the Association of Bay Area Governments, that the grantee hereby:

1. Approves the award of grant funding from the Conservancy for the project.
2. Acknowledges that it has or will have sufficient funds to complete the project.
3. Agrees to provide any funds beyond the Conservancy grant funds necessary to complete the project.
4. Agrees to be bound by all terms and conditions of the grant agreement and any other agreement or instrument as may be required by the Conservancy and as may be necessary to fulfill the terms of the grant agreement and to complete the project.
5. Authorizes any of the following named officers or employees of the grantee to act as a representative of the grantee, to negotiate and execute on behalf of the grantee all agreements and instruments necessary to complete the project and to comply with the Conservancy's grant requirements, including, without limitation, the grant agreement: Ezra Rapport, Executive Director, or Judy Kelly, Manager, San Francisco Estuary Partnership.

The foregoing adopted by the Administrative Committee this 12th day of April, 2013.

Mark Luce
President

Certification of Executive Board Approval

I, the undersigned, the appointed and qualified Secretary-Treasurer of the Association of Bay Area Governments (Association), do hereby certify that the foregoing resolution was adopted by the Administrative Committee of the Association at a duly called meeting held on the 12th day of April, 2013.

Ezra Rapport
Secretary-Treasurer

Approved as To Legal Form

Kenneth K. Moy
Legal Counsel