



Memorandum

Date: 10.05.16 **RE:** Plans and Programs Committee
October 11, 2016

To: Plans and Programs Committee: Commissioners Tang (Chair), Farrell (Vice Chair), Avalos, Breed, Peskin and Wiener (Ex Officio)

From: Amber Crabbe – Assistant Deputy Director for Policy and Programming *AC*

Through: Tilly Chang – Executive Director *TJC*

Subject: **ACTION** – Recommend Approval of San Francisco Input on the Plan Bay Area 2040 Draft Preferred Scenario

Summary

The Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) are currently developing Plan Bay Area 2040 (PBA 2040), the Bay Area's Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) that adopts a land use vision and a transportation system to govern the region's growth and investment through 2040. In October 2015, the Transportation Authority adopted goals and objectives for our participation in the PBA 2040 process and approved a list of projects and programs for MTC and ABAG to consider for inclusion in PBA 2040. We have subsequently provided updates to the Plans and Programs Committee on PBA goals, the results of the PBA 2040 project performance evaluation, ABAG's draft growth scenarios and more. On September 2, the regional agencies released the draft staff preferred scenario, which included a projected pattern of household and employment growth (land use) in the Bay Area through 2040 and a coordinated transportation investment strategy. At the September 20 Committee meeting, we provided an initial set of reactions on the draft preferred scenario. We are coordinating with San Francisco agencies, particularly the Planning Department, the San Francisco Municipal Transportation Agency and the Mayor's Office, as well as regional transit operators to provide input before MTC/ABAG anticipate adopting the Final Preferred Scenario in November 2016. The attached memo outlines the high level comments that we recommend submitting to the regional agencies. Given the tight PBA 2040 timeline, we are still awaiting information from both agencies to help clarify a number of questions that will enable a more thorough analyses of the draft preferred scenario from San Francisco's perspective. While we don't anticipate any significant changes to the high level comments described in the memo, the supporting detail is still evolving and may be modified upon receipt of some outstanding requests of information from MTC. We will provide a presentation and any updates at the Plans and Programs Committee on October 11 and again at the full Board meeting on October 25. MTC/ABAG has requested comments on the draft scenario this month and expect to adopt PBA 2040 in late summer or early fall of 2017 after completing environmental analyses of the plan.

BACKGROUND

Every four years, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) lead development of the Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), which sets policy and transportation investment priorities in the nine Bay Area

counties, sets the regional strategy to meet greenhouse gas reduction targets for transportation, and contains a plan to accommodate the need for new housing at all income levels.

This planning cycle, known as PBA 2040, is a focused or minor update to the region's first RTP/SCS adopted in 2013 (PBA 2013), meaning it will largely retain the framework and contents of PBA 2013, and will focus primarily on updating the scope, schedule, and budget of projects in the current plan as well as furthering policy and sector work in a few areas which didn't receive as much attention during the last cycle (e.g. goods movement). This update, like PBA 2013, will extend through 2040.

The final PBA 2040 transportation and land use scenario is required to be financially constrained, meaning it can only include a program of projects within the limits of the revenue that can be reasonably anticipated over the life of the plan. For PBA 2040, expected revenues include identified federal, state, and regional funding (including existing bridge tolls, existing gas taxes, federal New Starts, Small Starts, and Core Capacity grant program, cap and trade, and high speed rail funds), existing local funding (such as transit fares, San Francisco's Prop K sales tax, Prop AA vehicle registration fee revenues, and transit operators' expected shares of federal and state formula funds). It also includes anticipated new revenue sources such as a third regional bridge toll measure, reauthorization of local transportation sales taxes, a regional gas tax, future congestion charges and tolls, revenues from transportation ballot measures to be decided through the November 2016 election, and a placeholder for anticipated, but unidentified revenues that is based on historical analyses of new revenues that hadn't been included in prior RTP/SCSs.

Building on substantial local and regional efforts over the past year and a half, in September MTC and ABAG released their draft preferred land use scenario and transportation investment strategy for PBA 2040 and have asked for comments to be submitted in advance of finalizing the Preferred Scenario to be adopted by the two agency Boards in November.

DISCUSSION

The purpose of this memorandum is to seek feedback and a recommendation for approval of San Francisco's input on the PBA 2040 Draft Preferred Scenario that the Transportation Authority in partnership with the rest of the City family will need to submit to MTC and ABAG this month. To comply with MTC/ABAG's tight timelines, we will submit a staff draft of San Francisco's input by the regional agencies' October 14 deadline. We will modify that input as needed based on actions taken and guidance received at the October 25 Transportation Authority Board meeting.

San Francisco's Adopted Goals and Objectives: Our approach to PBA 2040 has been informed by the Board-adopted goals and objectives shown in Attachment 1 (adopted October 2015). Drawing on what we learned from the first PBA and the 2013 San Francisco Transportation Plan (SFTP), the goals and objectives fall into two main categories: financial and policy. The financial goals and objectives outline our strategy for the call for projects (such as ensuring inclusion of all projects that need to be in PBA 2040 so that they are not delayed in advancement, e.g. a project that intends to seek federal funds for construction before 2021) and for increasing federal, state and regional revenues to San Francisco priorities through seeking to secure a large share of existing discretionary revenues and advocating for new revenues. The policy goals and objectives cover a range of topics from supporting performance based decision-making to equity issues to project delivery.

San Francisco Project Priorities Included in the Draft PBA 2040 Transportation Investment Scenario: Existing PBA 2013 projects and the SFTP served as the starting point for identifying projects and programs for PBA 2040, but public agency staff and members of the public were also invited to submit project ideas through the

call for projects issued by the Transportation Authority in May 2015 and approved by the Transportation Authority Board in October 2015. We also worked with multi-jurisdictional transit operators and regional partners (e.g. the California Department of Transportation, the Bay Area Rapid Transit District, the Transbay Joint Powers Authority, and the Peninsula Corridor Joint Powers Board) to ensure that their own submitted priorities addressed San Francisco's needs.

Projects can be included in PBA 2040 in two different ways: individual project listings or programmatic categories. Larger capacity changing projects (e.g. roadway widening and new transit services) and regionally significant projects must be called out individually in the PBA. Smaller projects that don't significantly change capacity (such as most pedestrian and bicycle projects with no or minimal lane reductions and transportation demand management projects) can be included within programmatic categories. **As a result of this guidance, the majority of projects are captured in programmatic categories within PBA.** For PBA 2040, MTC is proposing to bundle packages of capacity-changing projects into overarching regional programs such as Bay Area Forward (dealing with express lanes and regional demand management) and the Core Capacity Implementation Project (which will include projects identified through the ongoing MTC-led Core Capacity Transit Study which staff is actively participating in and was funded in part with Prop K sales tax revenues).

Attachment 2 summarizes the San Francisco projects proposed for inclusion in the financially constrained draft PBA 2040 transportation investment strategy, as well as regional projects of interest to San Francisco. The latter are generally listed as "multi-county" projects. Our initial analysis, pending additional detail from MTC, is that the draft scenario includes all of the projects we submitted for inclusion last year, either as named projects or through inclusion in a programmatic category.

Proposed San Francisco Input on the Draft PBA 2040 Preferred Scenario: We have evaluated the draft preferred scenario recently released by MTC and ABAG and are cautiously optimistic that it achieves many of our goals and objectives for PBA 2040 (see Attachment 1), pending additional analysis and clarification, specifically regarding the SOGR and operations distribution to San Francisco and its transit operators, proposed revisions to the sub-county (internal) distribution and type of growth proposed for the City, and how MTC and ABAG intend to revise the draft scenario pending the outcome of the November election that will determine the fate of several transportation revenue measures throughout the region as the draft scenario assumes they will all pass. Given the tight timeline leading to adoption of the Final Preferred Scenario, we are seeking input from the Plans and Programs Committee on the proposed San Francisco input on the Draft Preferred Scenario as detailed in Attachment 3. We don't anticipate that the high-level comments will change substantively while we continue to work with our city and regional partners to refine the comments and provide supporting details.

Next Steps: The draft preferred land use and transportation investment scenario was released for public review in September and will be presented to the MTC and ABAG Boards for adoption in November 2016. We are continuing to work with the Planning Department, SFMTA, regional transit operators, and the Mayor's Office to develop a joint San Francisco response to the proposed scenario. We are all also working with our peers in Oakland and San Jose on a proposed joint letter touching on concerns and advocacy points shared by the Bay Area's three largest cities, which are facing significant housing and displacement challenges and the largest need for SOGR investments and access improvements to support the significant share of the region's planned growth assigned to our communities.

Once it is adopted, MTC and ABAG will perform the required environmental review and adopt the final PBA 2040 between July and September 2017. Both agencies are currently working to develop an Implementation Action Plan for PBA 2040. These documents will guide future regional policy and investment decisions until the next Plan Bay Area is adopted in 2021.

ALTERNATIVES

1. Recommend approval of San Francisco input on the PBA 2040 draft preferred scenario, as requested.
2. Recommend approval of San Francisco input on the PBA 2040 draft preferred scenario, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The CAC received a brief update on this item at its September 28, 2016 meeting wherein we noted that we were still reviewing information recently received from MTC/ABAG (particularly on housing and land use assumptions) and were working with city agencies to develop a coordinated San Francisco set of comments on the PBA 2040 draft preferred scenarios. The CAC had previously been briefed on our initial evaluation of the transportation investment strategy. Due to the November timeline for MTC/ABAG adoption of the preferred scenario, we explained that any Transportation Authority Board action on PBA 2040 would likely occur in October and that we would provide the CAC with an update at its next meeting, scheduled for October 26, and would share Plans and Programs Committee materials with the CAC when they become available.

FINANCIAL IMPACTS

There is no financial impact to the Transportation Authority's adopted FY 2016/17 budget from the requested action.

RECOMMENDATION

Recommend approval of San Francisco input on the PBA 2040 draft preferred scenario.

Attachments (3):

1. San Francisco Adopted Goals and Advocacy Objectives
2. List of San Francisco Projects in the Plan Bay Area 2040 Draft Preferred Scenario
3. Proposed San Francisco Input on the Plan Bay Area 2040 Draft Preferred Scenario

Attachment 1
Plan Bay Area (PBA) 2040 – Draft San Francisco Goals and Objectives

FINANCIAL

1. Ensure all San Francisco projects and programs that need to be in the 2017 PBA are included.

This includes:

- Projects that need a federal action (e.g. NEPA approval) or wish to seek state or federal funds before 2021 when the next PBA will be adopted.
- Projects that trigger federal air quality conformity analysis (e.g., projects that affect demand and/or change transit or roadway capacity and can be modeled).
- Note: most projects can be included in programmatic categories.

2. Advocate strongly for more investment in transit core capacity and transit state of good repair.

- Reach out to the “Big 3 Cities” accepting most of the job and housing growth in PBA and to the largest transit operators to develop a unified set of advocacy points and funding strategies for existing and new revenue sources (e.g. advocate for transit’s inclusion in new revenue measures being considered in the Extraordinary Legislative session).
- **Core Capacity Transit Study (CCTS)** - Advocate for regional discretionary funds to advance planning and evaluation of recommendations that emerge from the CCTS. Examples of projects under consideration include HOV lanes on the Bay Bridge for buses and carpools; BART/Muni tunnel turnbacks, crossover tracks or other operational improvements; and a second transbay transit crossing.
- **Cap and Trade** – Advance San Francisco priorities through a revised regional cap and trade framework that accounts for higher than anticipated revenues and insights gained from first programming cycles. Support SFMTA’s efforts to secure funds from the Transit and Intercity Rail Capital Program (TIRCP) to pay back light rail vehicle loans/advances from MTC.
- Seek confirmation of existing regional endorsements for Federal Transit Administration **New Starts/Small Starts/Core Capacity funds** (e.g. Downtown Extension) and new endorsements (e.g. Geary BRT).
- **Prioritize transit SOGR and core capacity for new revenue sources** (See #3).
- **Blended High Speed Rail (HSR)/Caltrain Service** – Continue to advocate for platform height compatibility and for the extension of Caltrain to the Transbay Transit Center, the northern terminus of HSR. Coordinate with San Mateo, Santa

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Clara, Caltrain and the California High Speed Rail Authority to plan and prioritize the Blended HSR/Caltrain project for federal, state and regional funds.

3. **Increase share of existing revenues going toward San Francisco priorities** (bigger pie wedge)
 - **OBAG** – Advocate to put greater weight on actual housing production and on planned and produced affordable housing within the existing OBAG formula (consistent with initial MTC staff proposal for OBAG Cycle 2).
 - Revisit **Transit Performance Initiative** program focus and advocate for better integration with the Freeway Performance Initiative (e.g. build into definition of Managed Lanes Implementation Plan (MLIP)).
 - Press for multimodal corridor approach to **Freeway Performance Initiative** and inclusion of San Francisco freeway managed lanes projects in the MLIP, as well as inclusion of SFgo and Treasure Island tolling infrastructure in MTC's Active Operations Management Program, Target **regional discretionary funds** for high performing projects and regionally significant San Francisco projects (e.g. Better Market Street, express lanes, late night transportation services, regional express bus)
4. **Advocate for new federal/state/regional revenues through PBA** (grow the pie)
 - Regional Gas Tax
 - RM3 – bridge toll
 - BART 2016 measure
 - State Extraordinary Legislative Session
 - State Road User Charge
 - Federal surface transportation bill advocacy

POLICY

1. **Vision Zero** - Increase eligibility of Vision Zero projects (including local streets and roads and San Francisco freeway segments/ramps) and project elements in existing and new fund programs and elevate as a funding priority within regional fund programs.
2. **Continue to support performance based decision-making** – This includes continuing to advocate for establishing a transit crowding metric or otherwise better capturing transit crowding in Plan Bay Area's performance evaluation, given that transit crowding is a significant transit core capacity issue.
3. **Economic Performance** –Provide San Francisco input to shape and lead on regional policy on economic performance, including goods movement. Build off of Bay Area Council Institute's work on this goal area, which is also related to the Prosperity Plan and MTC's work on goods movement.

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4. **Equity issues** (Develop San Francisco policy recommendations related to the following equity issues in PBA, many of which overlap.)
 - **Access to transportation** – Build off of Late Night Transportation Study, Prosperity Plan
 - **Affordability** – Build off of MTC study on a means-based regional pass/discount; BART university pass/discount and identify sustainable fund sources
 - **Communities of Concerns** – Advocate for money to continue MTC’s Community Based Transportation Planning grant program; support more funds for the Lifeline Transportation Program
 - **Housing/Displacement** – How should concerns about displacement be reflected in PBA goals, objectives, and policy? Should we push for PDA and PDA-like areas region-wide to take on more of a fair share of growth? There is also an argument that non-PDA areas should also take on more housing for fair access to schools, etc.
5. **Project Delivery** – Seek legislative changes to support Public Private Partnerships, CM/GC and tolling authority and to streamline project delivery.
6. **Sea Level Rise/Adaption** – Support the City’s ongoing Sea Level Rise Resiliency Program, which includes a suite of planning and implementation efforts coordination with regional and local partners. Help shape the regional policy framework.
7. **Shared Mobility** – To the extent PBA address this topic, provide San Francisco input to shape and lead on regional policy on shared mobility.

Attachment 2.
Plan Bay Area 2040 - Draft Transportation Investment Strategy
Projects in San Francisco and Multi-County Projects of Interest to San Francisco

County/ Sponsor	Project Title	Total Project Cost (Millions YOES)
San Francisco	Additional Local Road Preservation/Rehab	\$ 1,267
San Francisco	Arena Transit Capacity Improvements	\$ 137
San Francisco	Balboa Park Station Area - Closure of Northbound I-280 On-Ramp from Geneva Avenue	\$ 6
San Francisco	Balboa Park Station Area - Southbound I-280 Off-Ramp Realignment at Ocean Avenue	\$ 11
San Francisco	Bayshore Station Multimodal Planning and Design	\$ 13
San Francisco	Better Market Street - Transportation Elements	\$ 407
San Francisco	Bicycle and Pedestrian Program	\$ 877
San Francisco	Climate Program: TDM and Emission Reduction Technology	\$ 118
San Francisco	Core Capacity Implementation - Planning and Conceptual Engineering	\$ 335
San Francisco	County Safety, Security and Other	\$ 418
San Francisco	Downtown San Francisco Ferry Terminal Expansion - Phase II	\$ 43
San Francisco	Downtown Value Pricing/Incentives - Pilot, Transit Service, Supportive Infrastructure	\$ 876
San Francisco	EN Trips: All Components	\$ 122
San Francisco	Establish new ferry terminal at Mission Bay 16th Street	\$ 17
San Francisco	Expand SFMTA Transit Fleet	\$ 1,488
San Francisco	Geary Boulevard Bus Rapid Transit	\$ 300
San Francisco	Geneva Light Rail Phase I: Operational Improvements, Planning and Environmental	\$ 18
San Francisco	Geneva-Harney Bus Rapid Transit	\$ 256
San Francisco	Historic Streetcar Extension - Fort Mason to 4th & King	\$ 87
San Francisco	HOV/HOT Lanes on U.S. 101 and I-280 in San Francisco	\$ 90
San Francisco	Hunters Point Shipyard and Candlestick Point Local Roads Phase 1	\$ 501

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County/ Sponsor	Project Title	Total Project Cost (Millions YOES)
San Francisco	Minor Roadway Expansions	\$ 906
San Francisco	Minor Transit Improvements	\$ 121
San Francisco	Multimodal Streetscape	\$ 383
San Francisco	Muni Forward (Transit Effectiveness Project)	\$ 612
San Francisco	Parkmerced Transportation Improvements	\$ 76
San Francisco	PDA Planning	\$ 51
San Francisco	Presidio Parkway	\$ 1,595
San Francisco	Rail Capacity Long Term Planning and Conceptual Design - All	\$ 450
San Francisco	Regional/Local Express Bus to Support Express Lanes in SF	\$ 82
San Francisco	Roadway Operations	\$ 182
San Francisco	San Francisco Late Night Transportation Improvements	\$ 91
San Francisco	SFgo Integrated Transportation Management System	\$ 89
San Francisco	Southeast San Francisco Caltrain Station - Environmental	\$ 11
San Francisco	Southeast Waterfront Transportation Improvements - Phase 1	\$ 406
San Francisco	Transit Preservation/Rehabilitation	\$ 2,256
San Francisco	Treasure Island Mobility Management Program: Intermodal Terminal, Congestion Toll, Transit Service, Transit Capital	\$ 974
San Francisco	T-Third Mission Bay Loop	\$ 7
San Francisco	T-Third Phase II: Central Subway	\$ 1,578
San Francisco	Van Ness Avenue Bus Rapid Transit	\$ 215
San Francisco	Yerba Buena Island (YBI) I-80 Interchange Improvement	\$ 168
BART	BART Metro Program + Bay Fair Connector	\$ 1,055

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County/ Sponsor	Project Title	Total Project Cost (Millions YOES)
BART	BART Transbay Core Capacity Project	\$ 3,419
CAHSR	California HSR in the Bay Area	\$ 8,400
Caltrain	Caltrain Electrification Phase 1 + CBOSS	\$ 2,360
TJPA	Caltrain/HSR Downtown San Francisco Extension	\$ 3,999
TJPA	Implement Transbay Transit Center/Caltrain Downtown Extension (Phase 1 - Transbay Transit Center)	\$ 1,741
Multi-County	511 Traveler Information Program	\$ 280
Multi-County	Bay Area Forward - Active Traffic Management, Arterial Operations , Connected Vehicles, Shared Mobility, Transbay Operations, Managed Lanes Implementation Plan	\$ 995
Multi-County	Bay Trail - non toll bridge segments	\$ 220
Multi-County	Capital Projects Debt Service	\$ 4,100
Multi-County	Climate Program: TDM and Emission Reduction Technology	\$ 535
Multi-County	Clipper	\$ 1,735
Multi-County	Cost Contingency	\$ 1,000
Multi-County	Lifeline, Community Based Transportation Program, and Mobility Management	\$ 890
Multi-County	Local and Streets and Roads - Existing Conditions	\$ 20,970
Multi-County	Local Streets and Roads - Operations	\$ 12,850
Multi-County	Means-Based Fare Study Implementation	\$ 150
Multi-County	New/Small Starts Reserve	\$ 680
Multi-County	Priority Development Area (PDA) Planning Grants	\$ 200
Multi-County	Regional and Local Bridges - Existing Conditions	\$ 14,500
Multi-County	Regional Carpool Program	\$ 60
Multi-County	Regional Rail Station Modernization and Access Improvements	\$ 370

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County/ Sponsor	Project Title	Total Project Cost (Millions YOES)
Multi-County	Regional State Highways - Existing Conditions	\$ 13,750
Multi-County	Regional Transit Capital - Existing Conditions	\$ 28,616
Multi-County	Regional Transit Operations	\$ 122,470
Multi-County	Regional Transportation Emergency Management Program	\$ 25
Multi-County	SAFE Freeway Patrol	\$ 150
Multi-County	San Francisco-Oakland Bay Bridge West Span Bicycle, Pedestrian, and Maintenance Path - Environmental Only	\$ 30
Multi-County	Transportation Management Systems	\$ 500

Total Project Cost includes costs through construction or other phase as indicated. Costs in Plan Bay Area 2040 may be lower, excluding previously expended funding.

Attachment 3

Proposed San Francisco Input into Plan Bay Area (PBA) 2040

- Transportation investment strategy generally looks good
 - All San Francisco projects that need to be included in PBA 2040 to allow them to advance are included
 - Strong focus on fix-it-first, for local streets and roads and transit; the latter has a higher proportion of funding compared to the current PBA
 - New emphasis on core capacity transit investments to enable strategic modernization and expansion of our core transit systems to increase reliability, safety and capacity
 - Reconfirmation of existing Federal Transit Administration New Starts/Small Starts/Core Capacity priorities and addition of new ones:
 - Downtown Rail Extension
 - Geary Bus Rapid Transit
 - BART Core Capacity Project
 - Caltrain Electrification
 - Better Market Street (pending confirmation)
- Housing and jobs projections for SF look aggressive (for jobs in particular) but within the realm of the possible
 - Planning Department is working to redistribute proposed growth within SF to be consistent with current plans and policies
 - Annual housing production rate is unrealistically optimistic (and much higher than current production) without additional tools and resources
 - Job growth, too, is significantly higher than what was assigned in PBA 2013 yet lower in San Jose and Oakland, which doesn't make sense given MTC's aspiration to focus growth in housing and jobs in the region's big 3 cities
- The poor performance of the Draft Preferred Scenario regarding goals for improving housing affordability and mitigating risk of displacement mandate that ABAG/MTC identify tools, resources and a legislative agenda necessary to meet these goals
 - Regional and state-level structural reform, with real teeth, is needed to ensure adequate housing production region-wide and to ensure that all cities do their part
 - Significantly increased and stable funding for housing production and preservation is needed, especially if the region makes a commitment to work toward improving its performance in housing affordability and addressing displacement of existing residents
 - ABAG/MTC should work with local jurisdictions to prepare an implementation plan that can be acted on by the time PBA 2040 is adopted in late 2017
 - To inform the implementation plan, MTC/ABAG should establish a pilot program, to see what it really takes to produce affordable housing and, if possible, also address

job displacement at the same time. An ideal pilot would use regional funds (perhaps NOAH, TOAH) leveraging local dollars to fund similar efforts in 2 or 3 locations facing high displacement risk to see what works in different locations/types (big city, suburb)

- To provide some near-term relief for affordability and displacement pressures, we urge MTC to accelerate funding for Lifeline Transportation Program, Means-Based Fare Implementation, Community Based Transportation Plans, Late Night Transportation, and Regional PDA Planning grants for places facing high displacement risk.
- As one of the three big cities taking on most of the growth in jobs and housing in PBA 2040, San Francisco is willing to do our part but needs MTC to help direct “real” transportation dollars to support state of good repair, Vision Zero safety improvements, and transit modernization and capacity expansion that are necessary to support access to the assigned jobs and housing within San Francisco, which would even more firmly establish the City’s role as the region’s job center.
 - San Francisco has successfully secured local revenues for transportation and housing and is continuing to seek additional revenues given insufficient and unreliable state and federal funds. As one of the 3 big cities taking on the most job and housing growth in PBA 2040, we want to ensure we are receiving a commensurate share of regional discretionary dollars and not being penalized for seeking and securing new local dollars
 - We look forward to working with MTC to advocate for and secure new revenue sources to help implement PBA’s transportation investment strategy such as a Regional Measure 3 bridge toll increase and potential new state and federal sources