



Memorandum

Date: April 16, 2019
To: Transportation Authority Board
From: Maria Lombardo – Chief Deputy Director
Subject: 05/14/18 Board Meeting: Horizon and Plan Bay Area 2050 - Update

<p>RECOMMENDATION <input checked="" type="checkbox"/> Information <input type="checkbox"/> Action</p> <p>None. This is an information item.</p> <p>SUMMARY</p> <p>The Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) are currently in the middle of a planning initiative called Horizon, which explores a range of uncertainties about what the next thirty years may bring to the region. The intent is to identify key transportation strategies and projects that perform well across different potential futures, supporting resiliency in our regional transportation system. The Horizon effort is the precursor to Plan Bay Area (PBA) 2050, the region’s long-range transportation and land-use plan, which is scheduled for adoption in 2021. As the Congestion Management Agency (CMA) for San Francisco, the Transportation Authority must submit a list of San Francisco’s transportation priorities for inclusion in PBA 2050. MTC/ABAG have established a multi-step process which collects input on different types of projects at different times in the PBA development process. At the end of that process, the CMAs are asked to provide a final set of financially-constrained project priorities for inclusion in PBA 2050. MTC/ABAG have recently requested that the CMAs identify regionally-significant projects and submit them with a board resolution by July 2019. This memo provides an update on both Horizon and Plan Bay Area 2050, including our process for developing the list of City’s regionally-significant projects. We will return to the CAC in June for action on the list of projects.</p>	<p><input type="checkbox"/> Fund Allocation</p> <p><input type="checkbox"/> Fund Programming</p> <p><input checked="" type="checkbox"/> Policy/Legislation</p> <p><input checked="" type="checkbox"/> Plan/Study</p> <p><input type="checkbox"/> Capital Project Oversight/Delivery</p> <p><input type="checkbox"/> Budget/Finance</p> <p><input type="checkbox"/> Contract/Agreement</p> <p><input type="checkbox"/> Other:</p> <hr/>
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DISCUSSION

Background

We last provided updates to the CAC on Horizon and PBA 2050 at the April 2018 and September 2018 CAC meetings, both of which focused on Horizon. Every four years, MTC/ABAG are required to develop and adopt a Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS) – called Plan Bay Area or PBA, to guide the region’s long-term transportation investments and establish land-use priorities across all nine counties. The regional agencies adopted the last update

in 2017, called PBA 2040. MTC/ABAG are kicking off the official process for the next update, Plan Bay PBA 2050 in September 2019, when the Horizon effort will be winding down.

PBA must respond to state-imposed population and growth numbers and must only include transportation investments that fit within a reasonable fund estimate, among other requirements. PBA 2040 includes an action plan that covers broader topics such as resiliency, housing affordability, and displacement, but the bulk of PBA 2040 is focused on the development of a financially constrained transportation investment strategy and assigning housing and employment growth across the region. For the last 16 months, MTC and ABAG staff have been working on the Horizon effort, which explores a broader range of topic areas than what is required of PBA, and which will inform the transportation and land use decisions in PBA 2050.

As the CMA for San Francisco, the Transportation Authority is responsible for providing San Francisco's input into PBA 2050, drawing upon the San Francisco Transportation Plan, and working in coordination with the local transportation agencies and regional transit providers. Consistency with PBA is important from a very practical project development perspective, as well: it is a requirement to receive state and federal funds and certain federal approvals such as a Record of Decision for an environmental document.

Horizon

MTC and ABAG intend to wrap up Horizon this summer and move into PBA 2050 officially in September. Attachment 1 shows the latest schedule for the Horizon and PBA 2050 efforts. All of Horizon's major project components are underway or nearing completion and will inform PBA 2050. Horizon's guiding principles, established through region-wide outreach at the beginning of 2018, are: Affordable, Connected, Diverse, Healthy and Vibrant. Horizon's overarching goal is to identify projects and strategies that help the region achieve this series of guiding principles.

The three main streams of work for Horizon are:

- **Futures Planning:** MTC/ABAG staff created three divergent futures where the Bay Area must respond in very different ways to address factors such as sea level rise, job choices, level of automation, immigration, and available resources. Over the summer, MTC/ABAG will test how effectively various strategies, such as housing policies, transportation investment packages, and job incentives, will help support the guiding principles in each future.
- **Perspective Papers:** MTC and ABAG have released three of six planned perspective papers to date: Autonomous Vehicles, Toward a Shared Future, and Regional Growth Strategies. Still to come are The Future of Jobs, Bay Crossings, and Sea Level Rise. Each of these papers provides strategies to help address these critical challenges facing the region over the next thirty years, some of which are being analyzed as part of the Futures Planning work described above.
- **Project Performance Assessment:** Last year, MTC/ABAG issued an open call for transformative project ideas from public agencies, non-government organizations, and members of the public that they could test through the Horizon effort. This summer, MTC staff will conduct a project performance assessment of selected transformative projects in each of the three futures. MTC staff selected the 91+ projects shown in Attachment 2 to undergo

a project performance assessment through Horizon. The list includes a number of large projects from the current PBA 2040, as well as other projects not currently in PBA 2040.

In the fall, MTC/ABAG will release the results of this analysis, and the projects and strategies that perform the best across multiple futures will be recommended for inclusion in PBA 2050. It is important to note though, that these are not the only projects that will be considered for PBA 2050 (see next section).

PBA 2050

According to the most recent schedule, MTC/ABAG are planning to officially launch PBA 2050 in September. Important MTC/ABAG actions anticipated in late 2019 include:

- **Adopt PBA 2050 Vision, Goals and Targets:** For PBA 2040, a series of thirteen goals and targets were established ranging from housing affordability to greenhouse gas emissions reductions. We expect to see a similar range of goal areas and targets set for this plan, which may be informed by the Horizon Guiding Principles listed above.
- **Update the regional growth framework:** MTC and ABAG established Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) in the first Plan Bay Area adopted in 2013. The regional agencies are considering how to update and potentially expand those geographies. They will be asking local cities to submit proposals for new PDAs and PCAs this summer, and will establish a new geography, Priority Production Areas (focused on manufacturing and warehousing zoning) for local nominations. MTC/ABAG staff may recommend that MTC and ABAG expand the geographies of the growth framework beyond the locally-nominated PDAs, given the region's housing affordability challenges. These changes may have implications for the amount of growth that will be assigned to these areas in PBA 2050 and the subsequent Regional Housing Needs Assessment, as well as for funding eligibility (e.g. priority for One Bay Area Grant funds).
- **Approve list of major transportation investments:** This will be informed by the project performance assessment results from Horizon, as described above.

We will seek input from the CAC, our Board and our MTC/ABAG representatives prior to the anticipated approval actions at the regional agencies.

Establishing San Francisco's Priorities for PBA 2050

Our approach to PBA 2050 is informed by the 2017 San Francisco Transportation Plan; other city adopted plans such as the San Francisco Municipal Transportation Agency's Capital Improvement Program; key city policies such as the City's long-standing Transit First and Vision Zero policies, as well as the ongoing ConnectSF process through which we are partnering with the SFMTA and the Planning Department to update the San Francisco Transportation Plan in parallel with the PBA 2050 update. We expect to bring a proposed set of San Francisco goals and objectives for PBA 2050 to the CAC for approval in the May/June timeframe.

Request for Regionally-Significant Projects: On April 16, 2019 the Transportation Authority released a request for public agencies to submit regionally-significant projects in San Francisco to consider for PBA 2050. For this purpose, MTC has defined a regionally-significant project as one that changes the

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capacity of a transit system or roadway and costs more than \$250 million, such as a major rail extension, a new bus rapid transit project, or new high occupancy vehicle lanes on a freeway. We anticipate that San Francisco's list will mostly focus on current PBA (PBA 2040) projects that are not yet completed and do not have all their funds secured such as Better Market Street and the Downtown Rail Extension.

In parallel with this effort, the multi-agency ConnectSF process will be seeking input from the public on transportation needs and priorities, with an anticipated round of outreach occurring this summer. We will consider input received from the ConnectSF effort for PBA 2050 and vice versa. We anticipate provide a ConnectSF update to the Board in May.

In general, entirely new project ideas generated by members of the public or public agencies will be vetted through the ConnectSF process before they are incorporated into PBA.

NEXT STEPS

To support development of PBA 2050, MTC/ABAG will be conducting project performance evaluation of selected projects through the end of 2019 that will inform detailed alternatives analysis and investment trade-off discussions in late 2019 or early 2020, leading to identification of a preferred transportation investment strategy for PBA 2050 in Spring 2020. MTC has indicated that there will be ongoing opportunities for discussions about investment priorities and the CMAs will be asked to provide a comprehensive list of county priorities (e.g. including state of good repair and other programmatic needs and regionally-significant projects) with a financially constrained target this coming winter.

In terms of near-term next steps, we are planning to return to the CAC in May/June with our PBA 2050 goals and objectives and with a draft project list for the regionally-significant projects submission to MTC, which is due in July.

Throughout the PBA 2050 process, we will work with the Transportation Authority Board, CAC, our MTC/ABAG representatives, project sponsors and leaders at the local and regional levels to advocate for inclusion of San Francisco's priorities in PBA 2050.

FINANCIAL IMPACT

None. This is an information item.

CAC POSITION

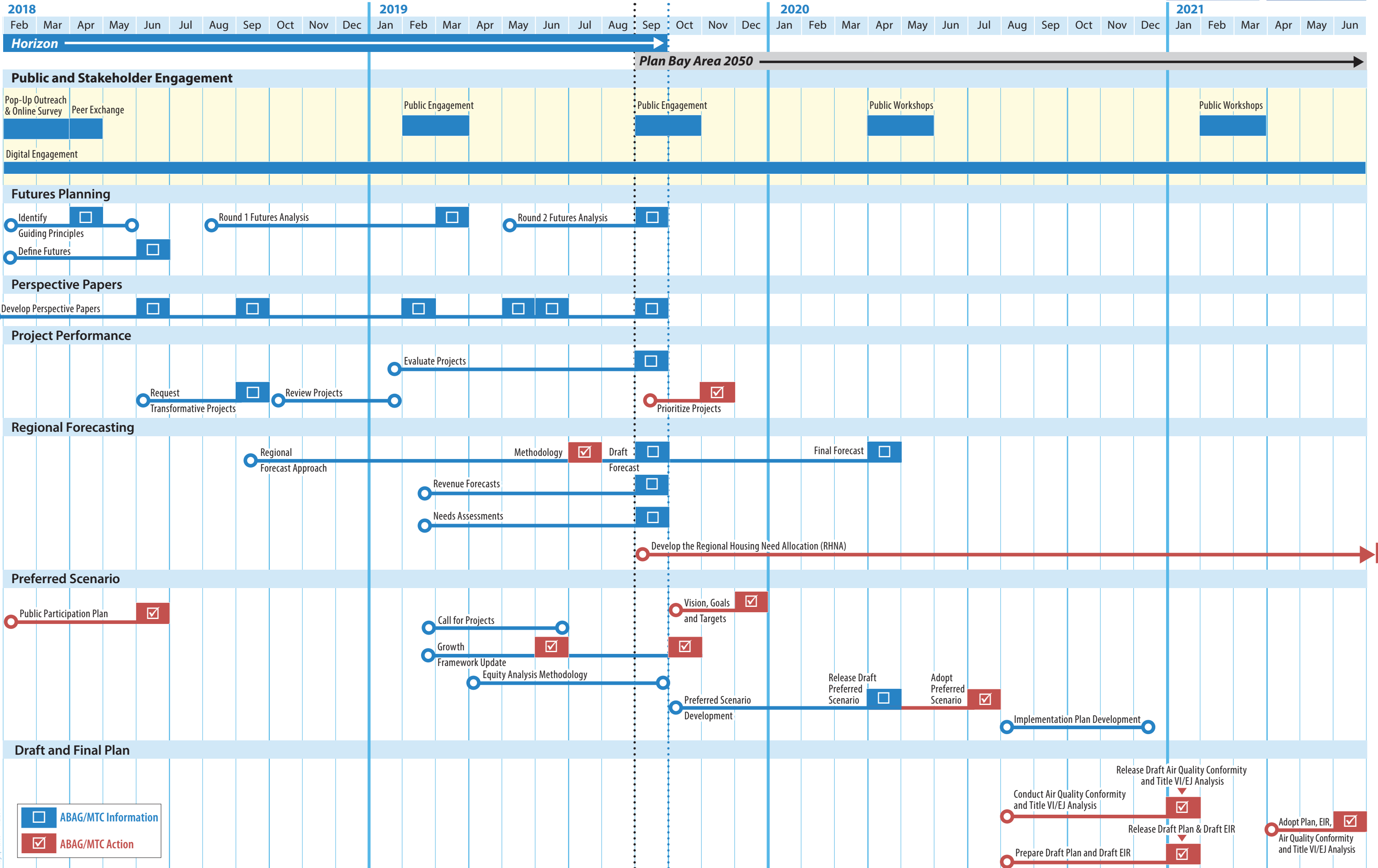
None. This is an information item.

SUPPLEMENTAL MATERIALS

Attachment 1 – MTC Horizon and PBA 2050 Schedule, as of April 12, 2019
Attachment 2 – Transformative Projects List, MTC March 2019

Horizon and Plan Bay Area 2050 (RTP/SCS): Key Milestones 2018–2021

(Dates are tentative and subject to change.)



PROJECT PERFORMANCE
ASSESSMENT

Draft List of Transportation Projects (Total: 91+ Projects)

A. Uncommitted Major Projects from Plan Bay Area 2040 (>\$250 million)		30 Projects
Local & Express Bus	1	AC Transit Local Service Frequency Increase
	2	Sonoma Countywide Service Frequency Increase
	3	Muni Forward + Service Frequency Increase
Bus Rapid Transit (BRT)	4	San Pablo BRT
	5	Geary BRT (Phase 2)
	6	El Camino Real BRT
BART	7	BART Core Capacity
	8	BART DMU to Brentwood
	9	BART to Silicon Valley (Phase 2)
Commuter Rail	10	Caltrain Downtown Extension
	11	Caltrain Full Electrification and Blended System ¹
	12	SMART to Cloverdale
Light Rail (LRT)	13	Downtown San Jose LRT Subway
	14	San Jose Airport People Mover
	15	Vasona LRT (Phase 2)
	16	Eastridge LRT
Ferry	17	WETA Service Frequency Increase
	18	WETA Ferry Network Expansion (Berkeley, Alameda Point, Redwood City, Mission Bay)
Pricing	19	Regional Express Lanes (MTC + VTA + ACTC + US-101)
	20	SR-152 Realignment and Tolling
	21	Downtown San Francisco Congestion Pricing
	22	Treasure Island Congestion Pricing
Freeways & Interchanges	23	I-680/SR-4 Interchange + Widening (Phases 3-5)
	24	SR-4 Operational Improvements
	25	SR-4 Widening (Brentwood to Discovery Bay)
	26	SR-239 Widening
	27	I-80/I-680/SR-12 Interchange + Widening (Phases 2B-7)
Other	28	Bay Bridge West Span Bike Path
	29	Bay Area Forward (Phase 1)
	30	Better Market Street

1. High-Speed Rail service will be evaluated as part of the blended system only in one of the three Futures, and substituted with increased Caltrain service in the other two Futures.



B. Transformative Projects from Public Agencies (>\$1 billion)		35 Projects	
Local, Express Bus and BRT	31	AC Transit Transbay Service Frequency Increase	
	32	AC Transit Rapid Network	
	33	Alameda County BRT Network + Connected Vehicle Corridors ²	*
BART	34	BART on I-680	*
	35	BART to Cupertino	*
	36	BART to Gilroy	
	37	BART Gap Closure (Millbrae to Silicon Valley)	*
Commuter Rail	38	Caltrain Full Electrification and Enhanced Blended System ¹	
	39	Caltrain Grade Separation Program	
	40	SMART to Solano	
	41	Dumbarton Rail (Redwood City to Union City)	*
	42	ACE Rail Network and Service Expansion (including Dumbarton Rail)	
	43	Valley Link (Dublin to San Joaquin Valley)	
	44	Megaregional Rail Network + Resilience Project ²	*
	Light Rail (LRT)	45	Muni Metro Southwest Subway
46		Muni Metro to South San Francisco	*
47		Fremont-Newark LRT	
48		SR-85 LRT	
49		VTA North San Jose LRT Subway	
50		VTA LRT Systemwide Grade Separation	
51		VTA LRT Systemwide Grade Separation and Full Automation	
52		VTA LRT Systemwide Grade Separation and Network Expansion ²	*
Freeway Capacity Expansion / Optimization	53	SR-37 Widening + Resilience + Express Bus Project ²	*
	54	SR-12 Widening	
	55	I-80 Busway + BART to Hercules ²	
	56	I-680 Corridor Improvements (BRT, Express Bus Shared AVs, Gondolas) ²	*
	57	I-580/I-680 Corridor Enhancements + Express Bus on I-680 ²	*
	58	San Francisco Freeway GP-to-HOT Lane Conversions	*
Bridges & Tunnels	59	Richmond-San Rafael Bridge Replacement	
	60	Webster/Posey Tube Replacements	
	61	SR-87 Tunnel	
Other	62	Oakland/Alameda Gondola Network	
	63	Contra Costa Autonomous Shuttle Program	*
	64	Mountain View Autonomous Vehicle Network	*
	65	Cupertino-Mountain View-San Jose Elevated Maglev Rail Loop	*

* Submitted by member of public/NGO as well (either partially or fully)

2. Individual components of network proposals may be required to undergo further project-level analysis for consideration in Plan Bay Area 2050.



C. Transformative Projects from Individual/NGOs (>\$1 billion)			6 Projects
Jury Selected <i>Individual components of network proposals may be required to undergo further project-level analysis for consideration in Plan Bay Area 2050.</i>	66	Optimized Express Lane Network + Regional Express Bus Network	
	67	Bus Rapid Transit (BRT) on All Bridges	
	68	SMART to Richmond via New Richmond-San Rafael Bridge	
	69	I-80 Corridor Overhaul	
	70	Regional Bicycle Superhighway Network	**
	71	Bay Trail Completion	**
D. Transformative Operational Strategies			6 Projects
Jury Selected	72	Integrated Transit Fare System	
	73	Free Transit	
	74	Higher-Occupancy HOV Lanes	
	75	Demand-Based Tolls on All Highways	
	76	Reversible Lanes on Congested Bridges and Freeways	
	77	Freight Delivery Timing Regulation	
E. Transbay Crossing Projects ***			7 Projects
Crossings	78	<i>Bay crossing project #1</i>	
	79	<i>Bay crossing project #2</i>	
	80	<i>Bay crossing project #3</i>	
	81	<i>Bay crossing project #4</i>	
	82	<i>Bay crossing project #5</i>	
	83	<i>Bay crossing project #6</i>	
	84	<i>Bay crossing project #7</i>	
F. Resilience Projects			7 Projects
Earthquakes	85	BART Caldecott Tunnel Resilience Project	
	Sea Level Rise	86	I-580/US-101 Marin Resilience Project
87		US-101 Peninsula Resilience Project	
88		SR-237 Resilience Project	
89		Dumbarton Bridge Resilience Project	
90		I-880 Resilience Project	
91	VTA LRT Resilience Project		
G. Other Major Projects (from Request for Regionally Significant Projects) #			x Projects
	92	<i>Other major project #1</i>	
	93	<i>Other major project #2</i>	
	94	<i>Other major project #3</i>	
	95	<i>Other major project #4</i>	
	96	<i>Other major project #5</i>	
	97	<i>Other major project #6</i>	
	98	<i>Other major project #7 ...</i>	



*** While recognized by the jury as transformative transportation investments, this project may not go through benefit-cost analysis/project performance as it is considered non-capacity-increasing under federal guidelines.*

**** Bay crossing projects are still being defined as part of Horizon Perspective Paper #4 - Bay Crossings - in collaboration with regional and local partner agencies.*

A handful of additional projects not previously assessed in Plan Bay Area 2040, costing between \$250 million and \$1 billion, are likely to be submitted for evaluation between March-June 2019 via the Request for Regionally Significant Projects.

This list was last updated on March 11, 2019.