



# Memorandum

**Date:** May 16, 2019  
**To:** Transportation Authority Board  
**From:** Maria Lombardo – Chief Deputy Director  
**Subject:** 05/21/19 Board Meeting: Horizon and Plan Bay Area 2050 - Update

**RECOMMENDATION** ☒ Information ☐ Action

None. This is an information item.

**SUMMARY**

The Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) are in the middle of a futures 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 before asking for a final financially constrained project list (anticipated in fall 2019). As an interim step, MTC/ABAG have 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 PBA 2050, including our process for developing the list of the city's regionally-significant projects and a draft set of San Francisco goals to guide our input into PBA 2050. We will return to the Board in July for action on the PBA 2050 goals and the regionally-significant project list.

- ☐ Fund Allocation
- ☐ Fund Programming
- ☒ Policy/Legislation
- ☒ Plan/Study
- ☐ Capital Project Oversight/Delivery
- ☐ Budget/Finance
- ☐ Contract/Agreement
- ☐ Other:

**DISCUSSION**

**Background**

Every four years, MTC and ABAG are required to develop and adopt a Regional Transportation Plan and Sustainable Communities Strategy 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 and ABAG are kicking off the official process for the next update, 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/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 the 91+ transformative projects they selected in each of the three futures. The list, shown in Attachment 2, 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, MTC/ABAG established a series of thirteen goals and targets 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 PBA adopted in 2013. The regional agencies are considering how to update and potentially expand those geographies, with approval of guidelines anticipated later this month. 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. Given the region's housing affordability challenges, MTC/ABAG staff may recommend expanding the geographies of the growth framework beyond the locally-nominated PDAs, if the self-nomination process doesn't sufficiently address this issue. 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 or Senate Bill 1 Trade Corridors funds).
- **Approve list of major transportation investments:** This will be informed by the project performance assessment results from Horizon, as described above, as well as input from CMAs and regional transit operators.

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 (SFMTA'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. (See Agenda Item 10 for an update on the ConnectSF process.)

Similar to what we did for the last PBA update, we have drafted a proposed set of goals for San Francisco to guide our PBA 2050 input. The proposed goals are shown in Attachment 3. We are

seeking input from San Francisco project sponsors and our MTC representatives, in addition to the Transportation Authority Board, on the proposed goals.

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 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.

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. Our final PBA 2050 list will include programmatic placeholders – such as for future rail planning and project development, to allow new project ideas that emerge from ConnectSF to advance before they need to be individually listed in 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 needs, other programmatic needs such as bike improvements, and regionally-significant projects) with a financially constrained target this coming winter.

As noted above, we are planning to return to the CAC and the Board in June/July for approval of our PBA 2050 goals and a regionally-significant project list to submit to MTC by its July deadline.

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**

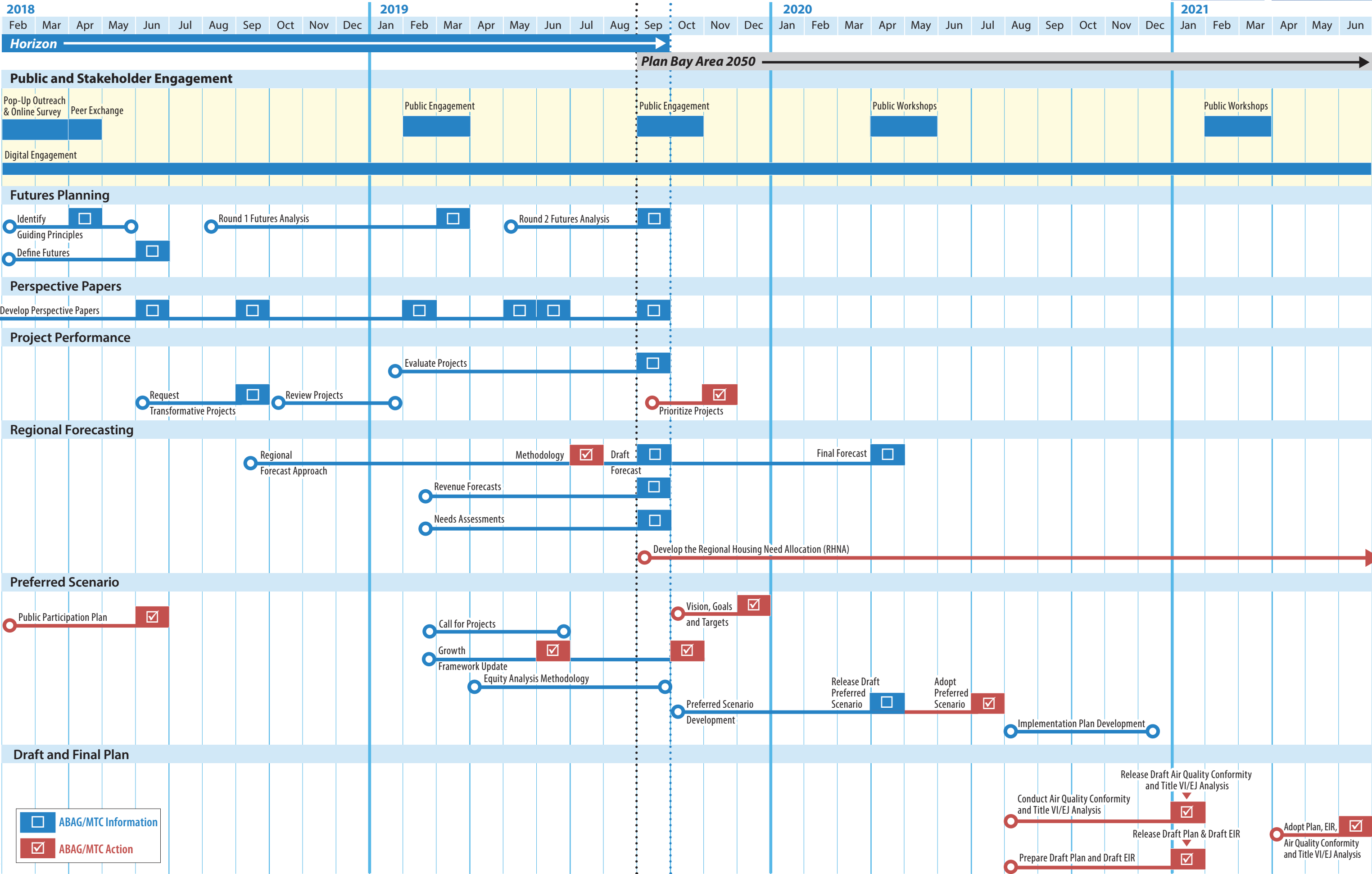
Attachment 1 – MTC Horizon and PBA 2050 Schedule, as of April 12, 2019

Attachment 2 – Transformative Projects List, MTC March 2019

Attachment 3 – Draft San Francisco Goals for PBA 2050

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

(Dates are tentative and subject to change.)



Horizon

Plan Bay Area 2050

Public and Stakeholder Engagement

Pop-Up Outreach & Online SurveyPeer Exchange

Public EngagementPublic EngagementPublic WorkshopsPublic Workshops

Digital Engagement

Futures Planning

Identify Guiding PrinciplesDefine Futures

Round 1 Futures AnalysisRound 2 Futures Analysis

Perspective Papers

Develop Perspective Papers

Project Performance

Request Transformative ProjectsReview ProjectsEvaluate ProjectsPrioritize Projects

Regional Forecasting

Regional Forecast Approach

Methodology Draft ForecastFinal Forecast

Revenue ForecastsNeeds Assessments

Develop the Regional Housing Need Allocation (RHNA)

Adopt RHNA

Preferred Scenario

Public Participation Plan

Call for ProjectsGrowth Framework UpdateEquity Analysis Methodology

Vision, Goals and TargetsPreferred Scenario Development

Release Draft Preferred ScenarioAdopt Preferred Scenario

Implementation Plan Development

Draft and Final Plan

Conduct Air Quality Conformity and Title VI/EJ Analysis

Release Draft Air Quality Conformity and Title VI/EJ Analysis

Release Draft Plan & Draft EIR

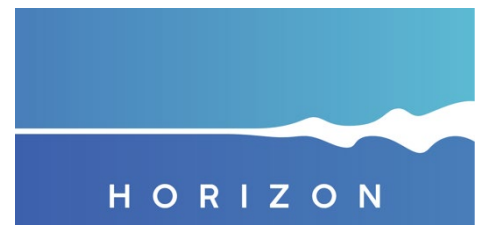
Prepare Draft Plan and Draft EIR

Adopt Plan, EIR, Air Quality Conformity and Title VI/EJ Analysis

ABAG/MTC Information

ABAG/MTC Action

## 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 <sup>1</sup>	
	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 <sup>2</sup>	*
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 <sup>1</sup>	
	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 <sup>2</sup>	*
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 <sup>2</sup>	*
Freeway Capacity Expansion / Optimization	53	SR-37 Widening + Resilience + Express Bus Project <sup>2</sup>	*
	54	SR-12 Widening	
	55	I-80 Busway + BART to Hercules <sup>2</sup>	
	56	I-680 Corridor Improvements (BRT, Express Bus Shared AVs, Gondolas) <sup>2</sup>	*
	57	I-580/I-680 Corridor Enhancements + Express Bus on I-680 <sup>2</sup>	*
	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
<b>Jury Selected</b>  <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
<b>Jury Selected</b>	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
<b>Crossings</b>	78	Bay crossing project #1	
	79	Bay crossing project #2	
	80	Bay crossing project #3	
	81	Bay crossing project #4	
	82	Bay crossing project #5	
	83	Bay crossing project #6	
	84	Bay crossing project #7	
F. Resilience Projects			7 Projects
<b>Earthquakes</b>	85	BART Caldecott Tunnel Resilience Project	
<b>Sea Level Rise</b>	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	Other major project #1	
	93	Other major project #2	
	94	Other major project #3	
	95	Other major project #4	
	96	Other major project #5	
	97	Other major project #6	
	98	Other major project #7 ...	



*\*\* 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.*

**Attachment 3.**  
**Draft San Francisco Goals for Plan Bay Area (PBA) 2050 (05/17/19)**

Goals	Notes
1. Ensure that all San Francisco projects and programs that need to be in PBA 2050 in order to advance are included	Projects need to be included in PBA 2050 if they: <ul style="list-style-type: none"> <li>• Need a federal action (e.g. federal environmental approval) or wish to seek state or federal funds before 2025 when the next PBA will be adopted</li> <li>• Trigger federal air quality conformity analysis (e.g. projects that change capacity of transit or major roadways)</li> </ul>
2. Advocate strongly for more investment in transit state of good repair to support existing communities and new growth	Coordinate with the “Big 3 Cities” accepting most of the job and housing growth in PBA and regional and local transit operators
3. Advocate for increased shares of existing revenues for San Francisco priorities (partial list at right)	<ul style="list-style-type: none"> <li>• BART Core Capacity</li> <li>• Better Market Street</li> <li>• Blended High Speed Rail/Caltrain service from San Jose to the Transbay Transit Center</li> <li>• Downtown Rail Extension</li> <li>• Geary BRT</li> <li>• Muni fleet and facilities expansion</li> <li>• Muni Forward</li> <li>• Vision Zero (support eligibility for MTC fund programs)</li> <li>• Placeholders for transit expansion planning (e.g. west side rail, 19<sup>th</sup> Avenue, Central Subway to Fisherman’s Wharf, etc.)</li> </ul>
4. Advocate for new revenues for transportation and housing, and continue advocacy for San Francisco priorities in new expenditure plans	<ul style="list-style-type: none"> <li>• Regional transportation measure(s)</li> <li>• Regional housing measure(s)</li> <li>• State road user charge (monitor pilots)</li> <li>• Federal surface transportation bill</li> </ul>
5. Support performance-based decision-making	<ul style="list-style-type: none"> <li>• Support transparent reporting on strategy and project performance evaluation metrics, including impact on vehicles miles travelled</li> <li>• Continue advocating for a better way of capturing of transit crowding in PBA evaluation, key to transit core capacity issues</li> <li>• Advocate for discretionary funds for high-performing and regionally significant San Francisco projects</li> </ul>
6. Support coordinated transportation and land use planning	<ul style="list-style-type: none"> <li>• Advocate for regional policies to support jurisdictions accepting their fair share of housing and employment growth, especially in areas with existing or planned transit service to support new growth</li> <li>• Advocate for more funds to support Priority Development Area planning</li> </ul>

**Attachment 3.**  
**Draft San Francisco Goals for Plan Bay Area (PBA) 2050 (05/17/19)**

Goals	Notes
	<ul style="list-style-type: none"> <li>• Support update to the Regional Transit Expansion Policy to reflect appropriate land use requirements as a prerequisite for regional endorsement and investment</li> </ul>
7. Focus on equity	<ul style="list-style-type: none"> <li>• <b>Access to transportation</b> – Late Night Transportation Study, Prosperity Plan</li> <li>• <b>Affordability</b> – MTC Means-Based Pilot, BART university pass/discount</li> <li>• <b>Communities of Concern</b> – Continue Community Based Transportation Planning grant program, more funds for Lifeline Transportation Program</li> <li>• <b>Housing/Displacement</b> – Work with the Board, Mayor, SF agencies, etc. to develop recommendations for planning, production, and preservation of affordable housing and to prevent/mitigate displacement</li> </ul>
8. Support comprehensive, multimodal planning for the region's network of carpool and express lanes	Develop a regional carpool/express lane vision that includes regional/local express transit service
9. Continue to show leadership in evaluating and planning for emerging mobility solutions and technologies	To the extent PBA 2050 addresses this topic, provide input to shape and lead on regional policy on emerging mobility services and technologies, including shared mobility and autonomous vehicles
10. Provide San Francisco input to shape and lead on other regional policy topics	<ul style="list-style-type: none"> <li>• Sea level rise/adaption</li> <li>• Economic performance and access to jobs</li> </ul>