



**Local Agency Formation Commission**  
**Subdivision of the State of California**

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**February 6, 2012**

**Agenda Item No. 5f (Consent/Information)**

January 30, 2012

**TO:** Local Agency Formation Commission

**FROM:** Keene Simonds, Executive Officer  
Brendon Freeman, Analyst

**SUBJECT: Sustainable Communities Strategy for Bay Area Region**

The Commission will receive a report on the progress of the Metropolitan Transportation Commission in developing a 25-year transportation/land use plan for the Bay Area as required under Senate Bill 375. The report is being presented to the Commission for information only.

Senate Bill (SB) 375 was chaptered in 2008 and requires metropolitan planning organizations (MPOs) in California to add a new element of their regional transportation plans (RTPs) aimed at establishing a blueprint plan for their respective regions coordinating transportation and land use activities. These coordinating blueprints are referred to as “sustainable communities strategies” or SCS and are explicitly tied to a statewide effort to incrementally reduce greenhouse gas emissions based on targets established by regional air quality district boards; an initiative engendered two years earlier by Assembly Bill (AB) 32. SCS’ underlying objective is to incentivize guide smart growth practices by providing compliant agency projects with additional transportation funding as well as abbreviated review under the California Environmental Quality Act. Notably, MPOs are directed under SB 375 to consider municipal service reviews prepared by the respective Local Agency Formation Commissions (LAFCOs) in preparing RTPs.

**A. Discussion**

The Metropolitan Transportation Commission (MTC) is the MPO for the nine county San Francisco Bay Area and has recently initiated work on the region’s first SCS. MTC is partnering with the Association of Bay Area Governments (ABAG) in preparing a 25-year RTP with an adoption goal of Spring 2013. The majority of work to date on drafting an SCS has been focused on modeling and refining various transportation/land use scenarios based on adopted definitions and performance targets by a joint planning subcommittee. To date, MTC has developed five alternative planning scenarios that contrast in the interaction between land use policy and transportation investments in achieving 10 specific performance targets relating to the economy, environment, and social equity. None of the five alternative planning scenarios under current review represent the baseline; a distinction reflecting the mandate for changes in land use and transportation planning tied to SB 375. A summary of the five alternative planning scenarios follows.

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Representative of the General Public

Keene Simonds  
Executive Officer

## **MTC's Five Alternative Planning Scenarios Under Consideration**

### **1) Initial Vision Scenario**

This scenario was the first of five developed by MTC and assumes unconstrained/baseline growth patterns, strong employment, and available funding to support affordable housing and neighborhood development. This scenario projects approximately 1.5 million new jobs and one million new households by 2035 in the Bay Area.

### **2) Core Concentration Scenario**

This scenario is similar to Initial Vision with the exception of concentrating development patterns along existing and planned transit corridors. Specific focus is to channel new growth into urban and inner-suburban areas with the same assumption of 1.5 million new jobs and one million new households by 2035 in the Bay Area.

### **3) Focused Growth Scenario**

This scenario emphasizes the distribution of new housing and jobs within priority development areas or PDAs along major regional transit corridors. This scenario assumes approximately one million new jobs and 770,000 new households by 2035 in the Bay Area.

### **4) Constrained Core Concentration Scenario**

This scenario is similar to Focused Growth with the exception of further concentrating new job and housing growth within selected PDAs along transit corridors. This scenario assumes approximately one million new jobs and 770,000 new households by 2035 in the Bay Area.

### **5) Outward Growth Scenario**

This scenario allows for greater proportional job and housing growth to occur in the inland areas although within existing and planned transit corridors. This scenario assumes approximately one million new jobs and 770,000 new households by 2035 in the Bay Area.

MTC is currently in the process of conducting public workshops in each of the nine Bay Area counties to solicit comments on land use and transportation preferences for purposes of informing the selection of a preferred alternative planning scenario. MTC tentatively anticipates adopting a preferred alternative planning scenario by June 2012, which will be followed by preparing a full planning document and accompanying environmental analysis. MTC is required to complete the RTP process by June 2013.

LAFCO of Napa County ("Commission") staff attended a regional advisory working group meeting on December 16, 2011 in the City of Oakland as well as a public workshop on January 19, 2012 in the City of Napa. The workshop was well attended with approximately 120 participants with representatives from MTC and ABAG facilitating various breakout sessions. The workshop and its breakout sessions, unfortunately, were continually interrupted by an advocacy group identified as the Post Sustainability Institute; a group whose members recurrently challenged facilitators and other participants in asserting the SCS effort was part of a United Nations campaign to limit individual rights. Reports from the other regional workshops indicate similar outcomes with respect to coordinated co-opting efforts by the Post Sustainability Institute.

Staff will continue to monitor the RTP process and, if and when appropriate, provide additional updates to the Commission. Staff does not anticipate any of the five alternative planning scenarios currently under consideration having a significant local impact given all – albeit to different degrees – focus on directing new growth in the Bay Area towards regional transit corridors; none of which are located in Napa County. Further, and in consultation with the other Bay Area LAFCO staffs, it does not appear MTC/ABAG are actively seeking input from LAFCOs at this time. Staff does anticipate more formal interactions with LAFCOs in the near future as MTC narrows its focus on a preferred alternative planning scenario given the legislative directive that the SCS incorporate analysis included in the municipal service reviews.

## **B. Commission Review**

This item has been agendaized as part of the consent calendar for information only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair.

Attachment:

- 1) Regional Advisory Working Group Packet, December 16, 2011
- 2) Fact Sheet on SB 375

# **PLAN**

## **Bay Area**

### **Scenario Results**

**Regional Advisory Working Group  
December 16, 2011**

# Where we are in the SCS process:

- Adopted Performance Targets (Jan 2011)
- Approved Scenario Definitions (July 2011)
- Reviewed Project Performance Results (Nov 2011)
- **Develop Scenario Details/Test Target Results (Dec 2011)**
- **Public Workshops/Tradeoff Discussions (Jan 2012)**
- **Develop/Approve Preferred SCS (Feb – May 2012)**
- **Release/Adopt SCS/SCS EIR (Nov 2012 – Apr 2013)**

# Five Scenarios

1. Initial Vision → Transportation 2035
  2. Core Concentration → Core Transit Capacity
  3. Focused Growth → Core Transit Capacity
  4. Constrained Core Concen. → Core Transit Capacity
  5. Outward Growth → Transportation 2035
- All scenarios focus growth as compared to past trends
  - There is no business as usual scenario
  - Performance target results highlight areas where policy is needed

# Land Use Scenarios

1	<p><b>Initial Vision Scenario</b> – As defined in Spring 2011</p>
2	<p><b>Core Concentration</b> – Concentrates housing and job growth at selected Priority Development Areas (PDAs) along the core transit network.</p>
3	<p><b>Focused Growth</b> – Recognizes the potential of PDAs throughout the region with an emphasis on major transit corridors.</p>
4	<p><b>Constrained Core Concentration</b> – Concentrates housing and job growth at selected PDAs along the core transit network.</p>
5	<p><b>Outward Growth</b> – Higher levels of growth in inland areas of the Bay Area; closer to past trends.</p>

# Transportation 2035 Network

- Starts with the 2010 transit and roadway network
- Keeps investment levels for maintenance, transit and roadway expansion, and bike/pedestrian at roughly same levels as in T2035
- Tests T2035 projects proposed to be carried over into Plan Bay Area
- Considers project performance assessment results

## Examples of Significant Projects Tested

### *Roadway*

- Regional Express Lanes Network
- Freeway Performance Initiative
- San Mateo and Santa Clara ITS
- Fremont-Union City East-West Connector
- I-680/Rt 4 Interchange Impvts. + SR-4 Widening
- Marin-Sonoma Narrows Stage 2
- Jameson Canyon Impvts. Phase 2
- SR-29 HOV Lanes + BRT
- New SR-152 Alignment
- I-80 Auxiliary Lanes (Airbase to I-680)

### *Transit*

- AC Transit Grand Mac-Arthur BRT
- Irvington BART Infill Station
- Alameda-Oakland BRT + Transit Access Impvts.
- AC Transit East Bay BRT
- I-680 Express Bus Frequency Impvts.
- Caltrain 6-Train Service + Electrification (SF to Tamien)
- Van Ness Ave. BRT
- SMART (San Rafael-Larkspur)
- BART Extension from Berryessa to San Jose/Santa Clara
- Fairfield/Vacaville Capitol Corridor Station



# Core Capacity Transit Network

- Starts with the 2010 transit and roadway network
- Keeps T2035 investment levels for maintenance and bike/pedestrian, but reduces roadway expansion and boosts core capacity transit service
- Tests most T2035 Network projects and includes a 46 percent increase in transit frequency impvts. from 2010 network (at a total 28-year operating and capital cost of \$53 billion)
- Not financially constrained due to cost of transit frequency impvts. exceeding available revenue
  - Only \$15 billion of the needed \$53 billion is available (\$10 billion in operating efficiencies per TSP and \$5 billion in new revenue)
- Considers project performance assessment results

Examples of Significant Projects Tested (includes most T2035 Network projects)

## Roadway

- SR-84/I-680 Interchange Impvts + SR-84 Widening
- Bay Bridge Contraflow Lane
- US-101 HOV Lanes (Whipple Ave to Cesar Chavez St)

## Transit

- BART Metro Program
- Dumbarton Corridor Express Bus
- BART Bay Fair Connection
- BART to Livermore Phase 1
- Golden Gate Ferry Service Frequency Impvts.
- SFMTA Transit Effectiveness
- Better Market Street
- Geneva Ave BRT and Southern Intermodal Terminal
- Parkmerced Light Rail Corridor
- Oakdale Caltrain Station
- SamTrans El Camino BRT
- VTA El Camino BRT
- Service Frequency Impvts. on AC Transit, Muni, ferries, BART, and Caltrain

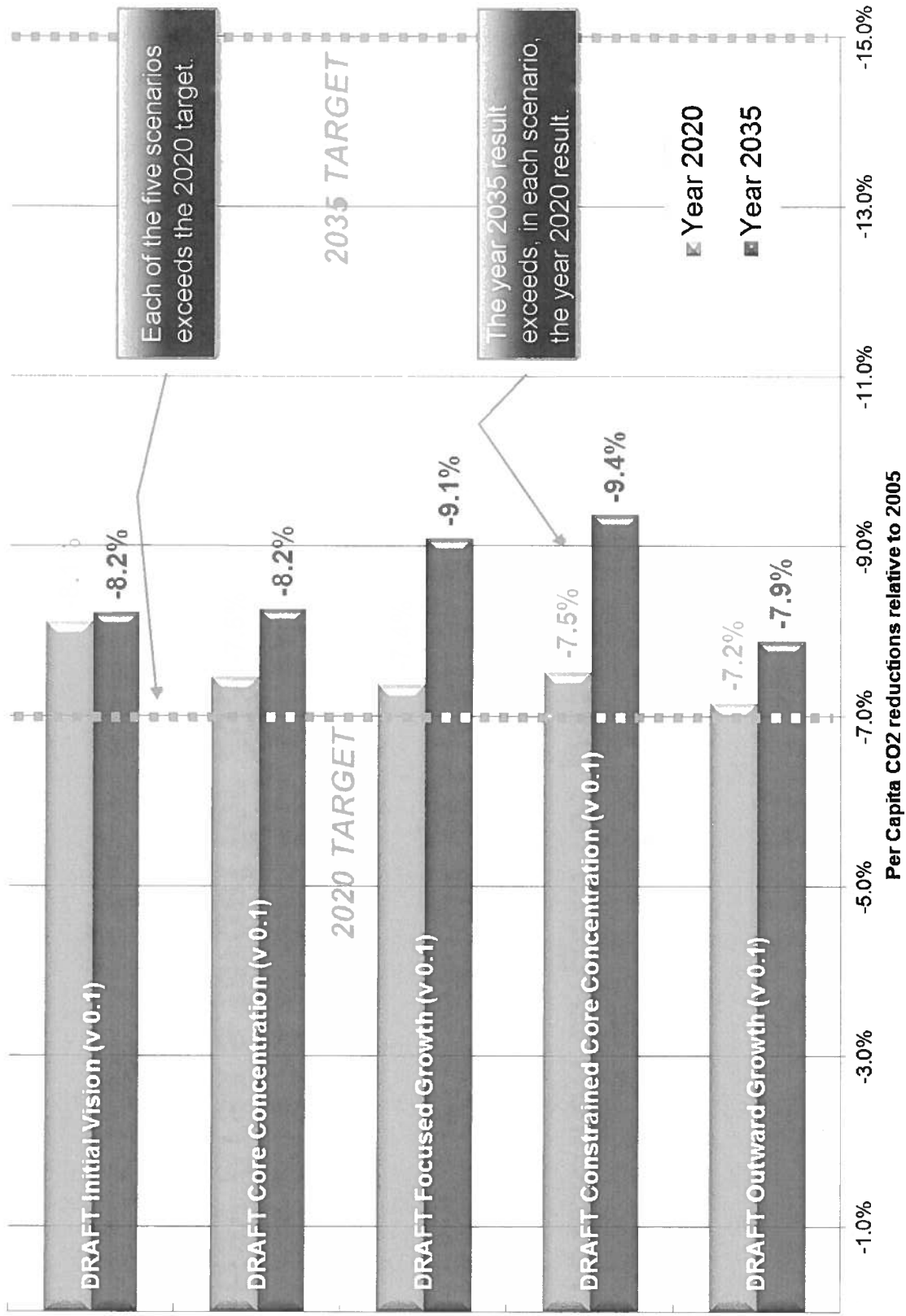
## Pricing

- Congestion Pricing Pilot (NE Quadrant)
- Treasure Island Congestion Pricing

# SB 375 Greenhouse Gas Emissions Targets

- The Air Resources Board established per capita reduction targets for passenger vehicle and light-duty truck emissions relative to a 2005 baseline (excludes vehicle or clean fuel regulations)
- Bay Area's target for 2020 is a *7 percent* reduction
- Bay Area's target for 2035 is a *15 percent* reduction

# Year 2020 and 2035 Per Capita Greenhouse Gas Reductions



## **The last time we spoke ...**

- **Year 2035, Current Regional Plans: -10.6 percent**
- **Year 2035, Initial Vision Scenario: -11.6 percent**

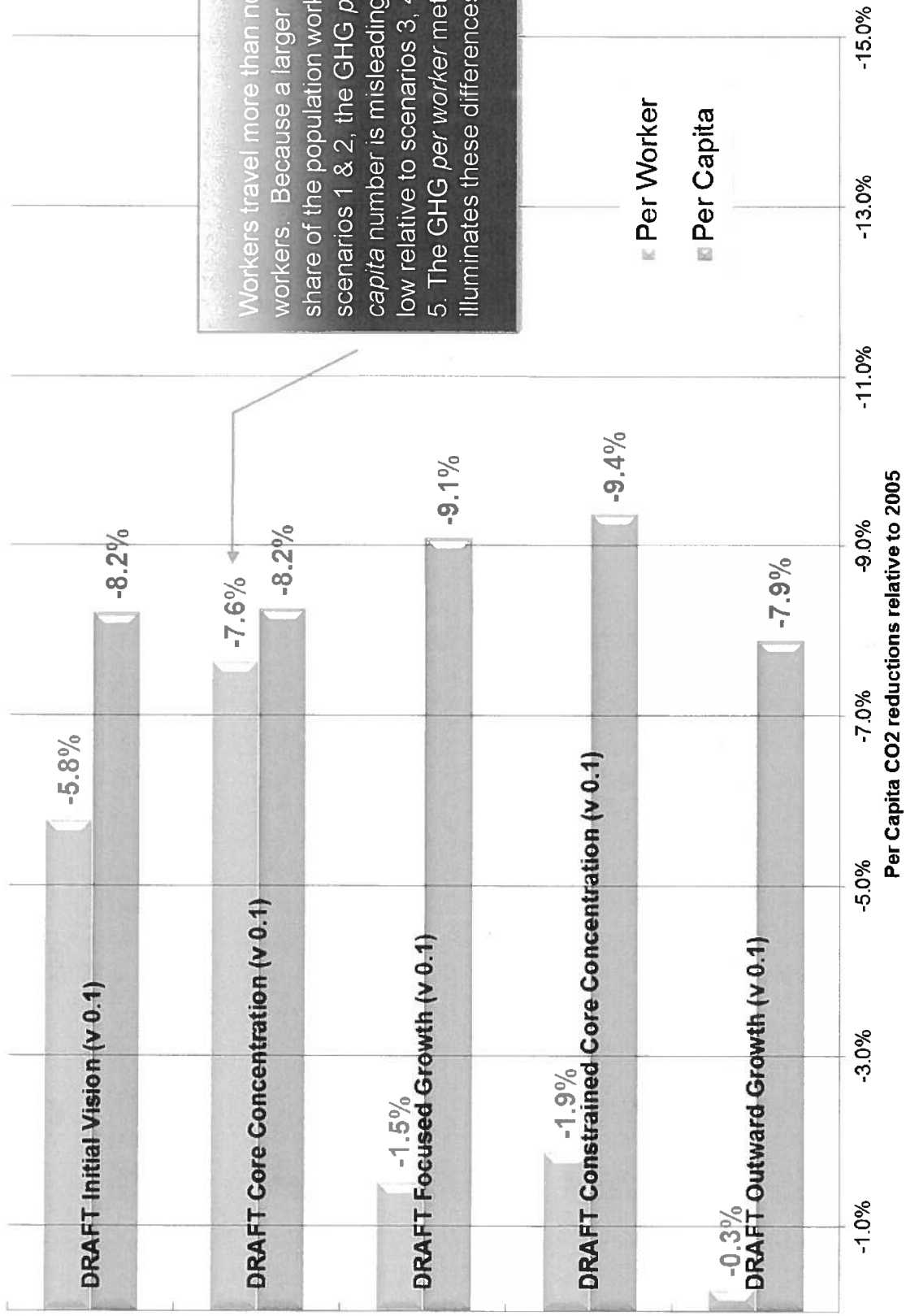
## **And now ...**

- **Year 2035, Initial Vision Scenario: -8.2 percent**
  - Model version 0.1 instead of version 0.0 (~2 pct points)
  - Additional 100,000 employed residents (~1 pct point)
  - Transit network built from 2010 rather than 2005 (~¼ pct point)
  - No headway improvements made to transit network (~¼ pct point)
  - Minor differences in roadway and transit capital projects

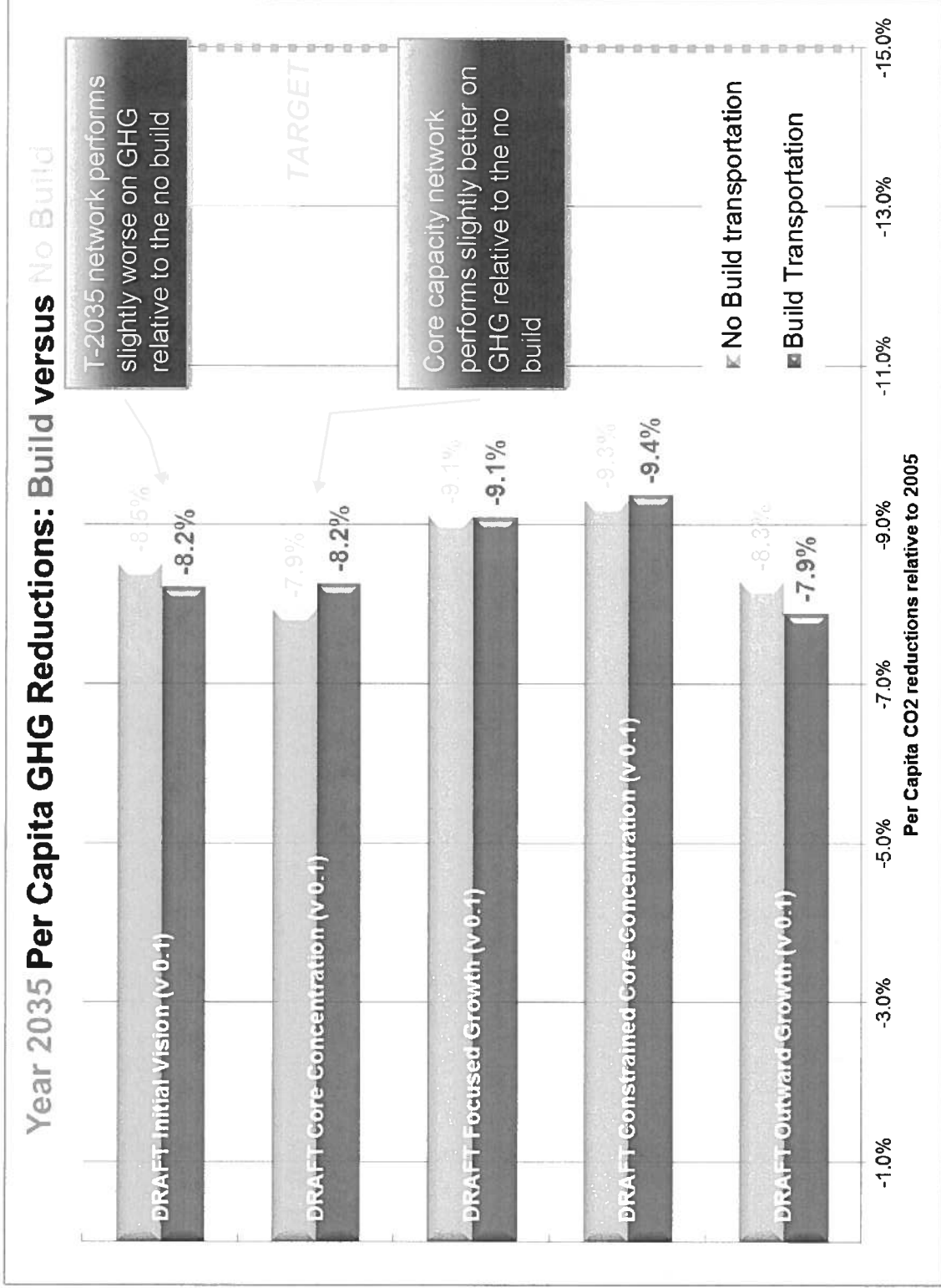
# Q: Why is there so little variation among GHG emission reductions?

Scenario	Population	Households	Employed Residents	Jobs
Year 2010	7,150,000	2,610,000	3,150,000	3,270,000
(1) Year 2035, Initial Vision	9,430,000	3,570,000	4,310,000	4,490,000
(2) Year 2035, Core Concentration	9,180,000	3,470,000	4,270,000	4,490,000
(3) Year 2035, Focused Growth	8,980,000	3,280,000	3,860,000	4,100,000
(4) Year 2035, Constrained Core Concentration	8,980,000	3,280,000	3,860,000	4,100,000
(5) Year 2035, Outward Growth	8,980,000	3,280,000	3,860,000	4,100,000

## Year 2035 Per Capita & Per Worker GHG Reductions



# Q: What is the impact of transport?



1. **The Bay Area has a mature transportation system that we are investing heavily to maintain.**

→ *Do not expect to see dramatic shifts, even with large expenses on transit frequency improvements*

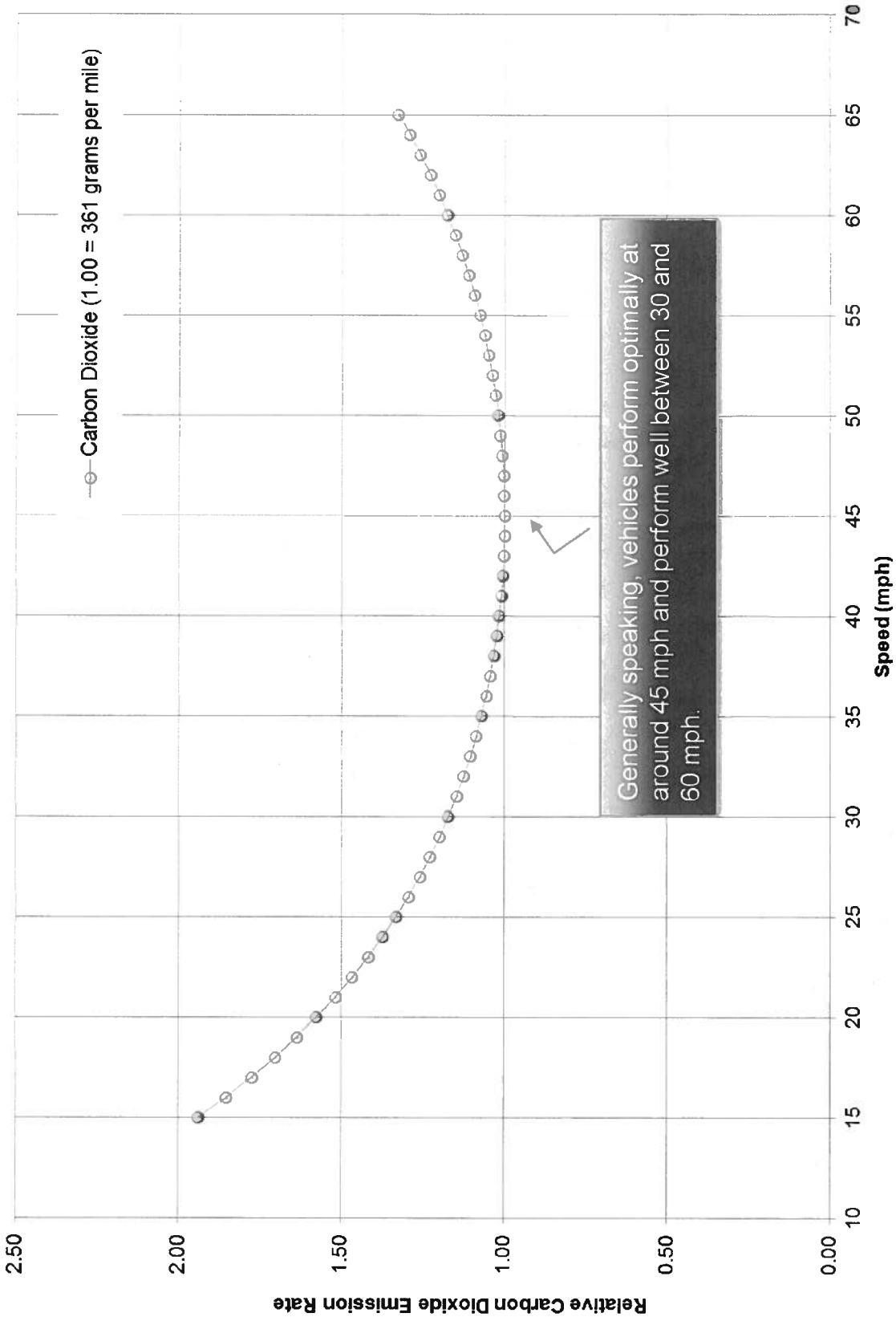
2. **Generally speaking, the greenhouse gas emissions subject to this analysis are a function of ...**

- ... the amount of passenger vehicle travel; and,
- ... the speed of the traveling vehicles.

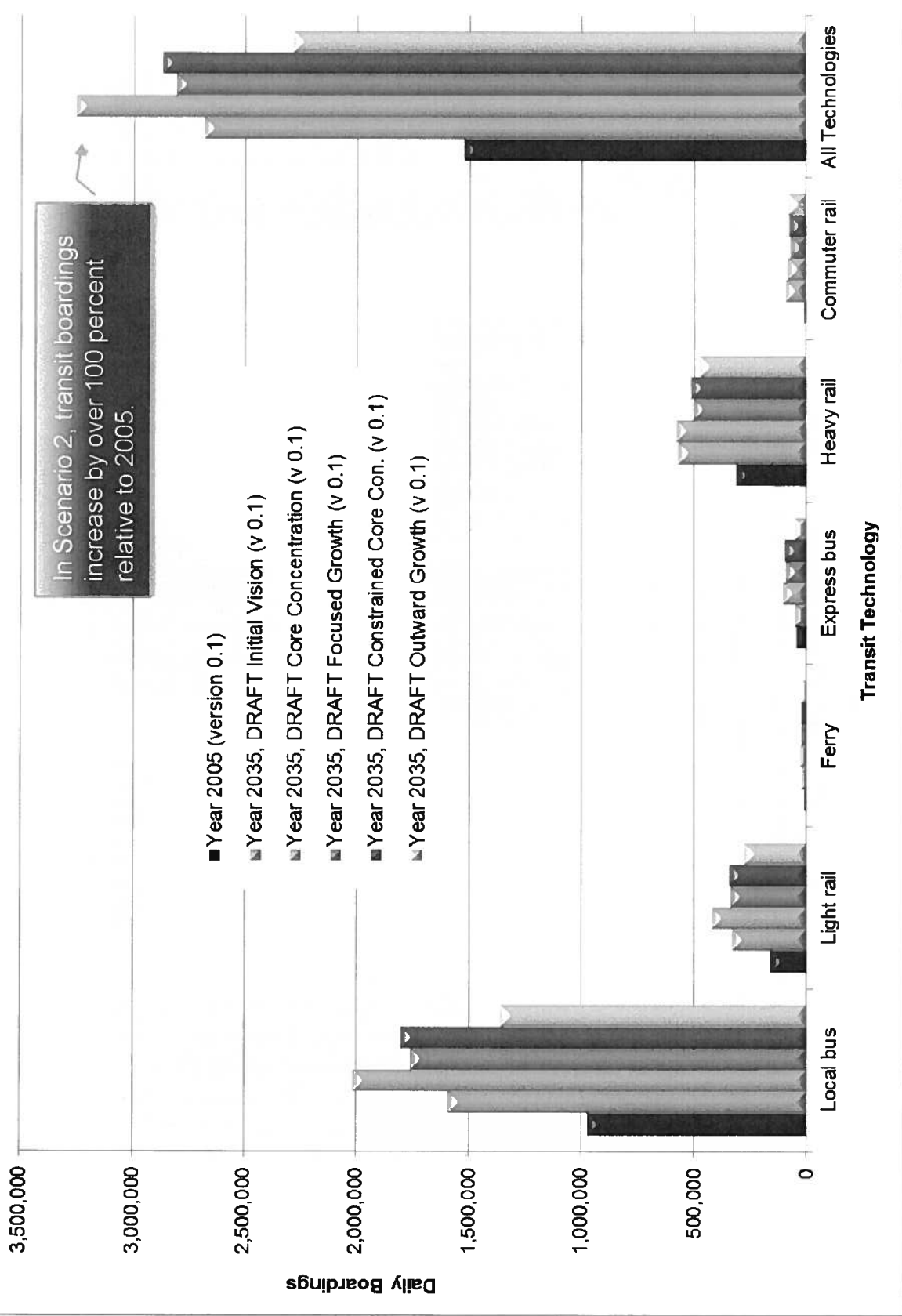
→ *Roadway projects can relieve heavy congestion, which is good for GHG, but also allow vehicles to travel at faster speeds, which can be bad for GHG.*



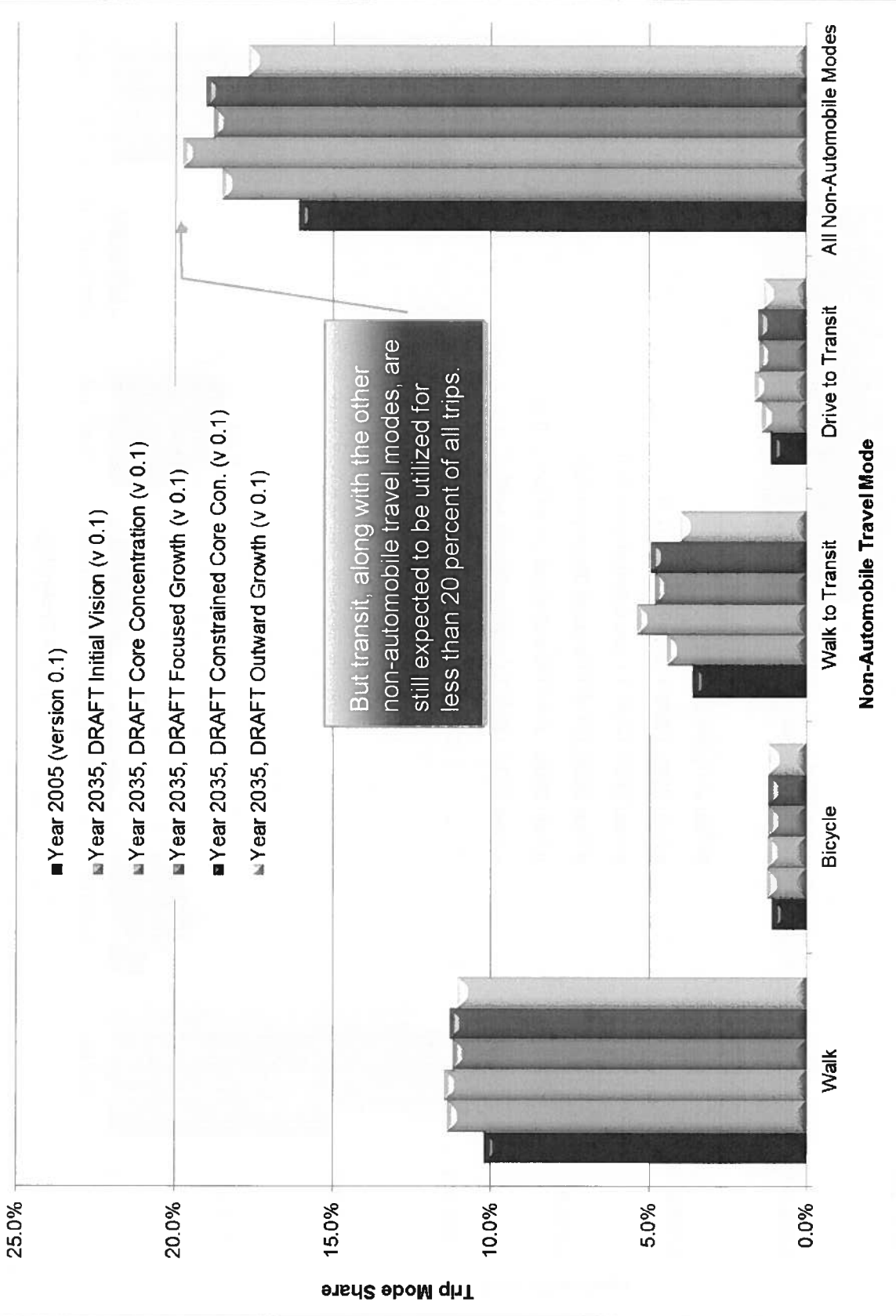
# Relative Passenger Vehicle Emission Rates by Speed



# Daily Transit Boardings



# Non-Automobile Mode Shares for all Travel



# Policy Initiatives

Initiative	Per-Capita CO <sub>2</sub> Emissions Reductions (2035)
<b>Smart Driving Campaign<sup>1</sup></b> (changing driver behavior to improve fuel economy; ~\$27 m over 5 yrs)	1.4%
<b>Bicycle Network</b> (build out of the regional bike network; ~\$2,200 m over 28 yrs)	0.5%
<b>Safe Routes to Schools/ Pedestrian Network</b> (expansion of the SR2S and a continued TLC program; \$500 m over 5 yrs)	0.3%
<b>Vanpool Incentives</b> (significant increase in the monetary incentive; ~\$37 m over 10 yrs)	0.9%
<b>Electric Vehicle Strategy</b> (consumer incentives, education, and charger installations to accelerate EV adoption; ~\$170 m over 10 yrs)	1.0%
<b>Commuter Benefit Ordinance</b> (mandatory pre-tax transit passes or employer operated shuttles; admin cost)	0.3%
<b>Telecommuting</b> (no specific policies identified at this time)	1.4%
<b>Parking Pricing</b> (modest pricing throughout the region with higher pricing near transit; meter & enforcement cost)	0.7%
<b>TOTAL</b>	<b>6.5%</b>

BayArea



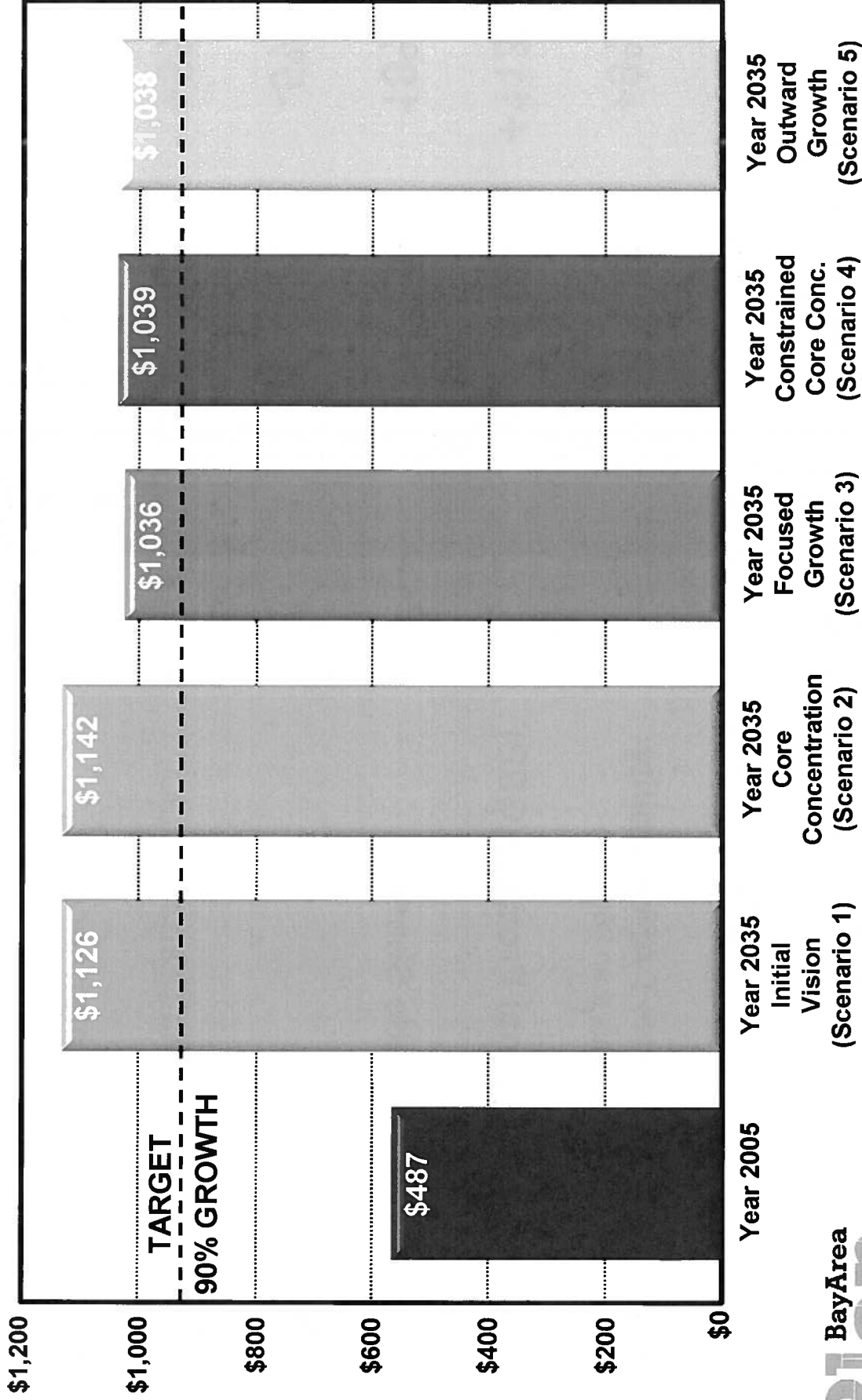
<sup>1</sup>Source: Sivak, M., and Schoettle, B., "Eco-Driving: Strategic, Tactical, and Operational Decisions of the Driver that Improve Vehicle Fuel Economy", UMTRI-2011-34, August 2011

# Target Performance: Scenarios

TARGET	GOAL	BEST RESULT	WORST RESULT
<b>1</b> Carbon Dioxide (CO <sub>2</sub> ) per capita	-15%	-9%	-8%
<b>2</b> Adequate Housing	100%	100%	98%
<b>3a</b> Fine Particulate Matter (PM <sub>2.5</sub> ) (premature deaths due to emissions)	-10%	-32%	-23%
<b>3b</b> Coarse Particulate Matter (PM <sub>10</sub> ) (tons of particulate emissions; includes road dust)	-30%	-13%	-6%
<b>3c</b> Particulates in CARE Communities (achieve greater reductions)	Yes		
<b>4</b> Collisions (fatalities & injuries)	-50%	+18%	+26%
<b>5</b> Active Transport (time spent walking/biking)	+70%	+20%	+10%

TARGET	GOAL	BEST RESULT	WORST RESULT
<b>6</b> <b>Open Space/Ag. Preservation</b> (development within urban footprint)	<b>100%</b>	<b>98%</b>	<b>90%</b>
<b>7</b> <b>Low-Income H+T Affordability</b> (for households less than \$60,000)	<b>-10%</b>	<b>-4%</b>	<b>+9%</b>
<b>8</b> <b>Gross Regional Product (GRP)</b>	<b>+90%</b>	<b>+134%</b>	<b>+113%</b>
<b>9a</b> <b>Non-Auto Mode Share</b>	<b>26%</b>	<b>20%</b>	<b>18%</b>
<b>9b</b> <b>VMT per capita</b>	<b>-10%</b>	<b>-7%</b>	<b>-5%</b>
<b>10a</b> <b>Local Road Maintenance (PCI)</b>	<b>+19%</b>	<b>+5%</b>	<b>+5%</b>
<b>10b</b> <b>Highway Maintenance</b> (distressed lane-miles)	<b>-63%</b>	<b>+30%</b>	<b>+30%</b>
<b>10c</b> <b>Transit Maintenance</b> (assets past their useful life)	<b>-100%</b>	<b>+138%</b>	<b>+138%</b>

# Bay Area Economic Forecast: 2035 Gross Regional Product (in billions)



# Equity Analysis: Overview

MEASURE	POPULATION	BASE-YEAR	BEST RESULT	WORST RESULT
<b>1</b> <b>Housing + Transportation Affordability</b> % of income spent	HH < \$30K	77%	+10%	+12%
	HH > \$30K	41%	+6%	+6%
<b>2</b> <b>Displacement Risk</b> rent-burdened households at risk for displacement from future growth	COC	n/a	30%	40%
	REMAINDER	n/a	7%	10%
<b>3</b> <b>VMT Density</b> Daily VMT on major roads	COC	n/a	2,800	3,100
	REMAINDER	n/a	1,000	1,100
<b>4</b> <b>Non-Commute Travel Time</b>	COC	12	+3%	+6%
	REMAINDER	13	+2%	+5%
<b>5</b> <b>Commute Time</b>	COC	25	+8%	+12%
	REMAINDER	27	+2%	+6%



# Key Takeaways

1. Land use patterns with higher levels of focused growth in the region's core tend to perform better.
2. Performance varies only slightly across scenarios because all of the scenarios represent different approaches to focused growth.
3. Transportation policy is critical to building complete communities. However, the transportation scenarios have little direct impact on GHG reduction regionwide.
4. We will likely need to assess further land use, transportation-related, and other policy measures to meet the GHG and other targets.
5. Equity Analysis → Scenario assessment identifies areas that require further regional and local policy consideration.

# Next Steps

- Adopted Performance Targets (Jan 2011)
- Approved Scenario Definitions (July 2011)
- Reviewed Project Performance Results (Nov 2011)
- Developed Scenario Details/Tested Target Results (Dec 2011)
- **Public Workshops/Tradeoff Discussions (Jan 2012)**
- **Develop/Approve Preferred SCS (Feb – May 2012)**
- **Release/Adopt SCS/SCS EIR (Nov 2012 – Apr 2013)**



*SCAG's Mission:*  
Under the guidance of the Regional Council and in collaboration with our partners, our mission is to facilitate a forum to develop and foster the realization of regional plans that improve the quality of life for Southern Californians.

# SENATE BILL 375 FACTSHEET

## WHAT IS SB 375?

SB 375 (Steinberg) is California state legislation that became law effective January 1, 2009. It prompts California regions to work together to reduce greenhouse gas (GHG) emissions from cars and light trucks. This new law would achieve this objective by requiring integration of planning processes for transportation, land-use and housing. The plans emerging from this process will lead to more efficient communities that provide residents with alternatives to using single occupant vehicles. SB 375 requires the California Air Resources Board (CARB) to develop regional reduction targets for automobiles and light trucks GHG emissions. The regions, in turn, are tasked with creating "sustainable communities strategy," (SCS) which combine transportation and land-use elements in order to achieve the emissions reduction target, if feasible. SB 375 also offers local governments regulatory and other incentives to encourage more compact new development and transportation alternatives.

### Background

In order to achieve the greenhouse gas reduction goals set out in California Assembly Bill 32: *The Global Warming Solutions Act of 2006* (AB 32), SB 375 focuses on reducing vehicle miles traveled (VMT) and urban sprawl. AB 32 was the nation's first law to limit greenhouse gas emissions and SB 375 was enacted thereafter to more specifically address the transportation and land use components of greenhouse gas emissions. Through the implementation of regional SCS plans by 2020, the goal of SB 375 is to see a significant decrease in greenhouse gas emissions for the environment and an increase in quality of life for residents.

### How does SB 375 Relate to SCAG?

SB 375 requires SCAG to direct the development of the Sustainable Communities Strategy (SCS) for the region. Alternatively, if the GHG emissions reduction targets cannot be met through the SCS, an Alternative Planning Strategy (APS) may be developed showing how those targets would be achieved through alternative development patterns, infrastructure, or additional transportation measures or policies. Additionally, unique to the SCAG region, is the option for subregions to create their own SCS or APS.

There are two mutually important facets to the SB 375 legislation: reducing VMT and encouraging more compact, complete, and efficient communities for the future.

### What is required in a Sustainable Communities Strategy (SCS)?

The SCS, as defined in SB 375, is a newly required element of the Regional Transportation Plan (RTP). After receiving regional targets in 2010, SCAG will begin to develop the SCS and create a plan for meeting the emissions reduction targets by 2020 and 2035 respectively.

The new SCS will integrate planning elements of transportation, land use, and housing with greenhouse gas reduction targets. This process will require meaningful collaboration and negotiation with local governments and other stakeholders in the region, to ensure a well-balanced SCS is developed and that all aspects of transportation alternatives have been considered and properly vetted.

Development of the SCS is subject to an extensive public review process. Outreach and public participation will play a major part in the creation of the final SCS document; input and suggestions will be considered.

### Next Steps

To date, SCAG has hosted workshops and conducted focused stakeholder discussions around the region to discuss SB 375 and its impact to the RTP process. Additionally, SCAG participates on the Regional Targets Advisory Committee (RTAC), which is responsible for recommending factors and methodology to be considered by CARB in setting the regional emissions reduction targets.

In the near term, SCAG will gather input from members and stakeholders regarding proposed approaches and methodologies for recommending the 2020 regional reduction targets. In addition, SCAG will continue to conduct outreach to encourage the active participation of a broad range of stakeholder groups in the planning process.

For more information please visit the SCAG Web site at: [www.scag.ca.gov/sb375](http://www.scag.ca.gov/sb375) or contact Matt Horton at (213) 236-1980.

 SOUTHERN CALIFORNIA  
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*Resolving Regional Challenges*

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## SB 375 QUICK FACTS

### HIGHLIGHTS

- ▶ Creation of regional targets for greenhouse gas emissions reduction tied to land use
- ▶ A requirement that regional transportation planning agencies create a plan to meet targets
- ▶ A requirement that regional transportation funding decisions be consistent with the new plan
- ▶ Tying together regional housing and transportation planning efforts
- ▶ New CEQA exemptions and streamlining for projects that conform to the new regional plans

### MAJOR MILESTONES

- ▶ Jan. '09 - SB 375 becomes law
- ▶ Jan. '09 - RTAC established
- ▶ Sep. '09 - RTAC recommends regional targets and methodologies
- ▶ Sep. '10 - CARB issues final regional targets
- ▶ Nov. '11 - Release draft RTP/SCS for public review
- ▶ Apr. '12 - Regional Council adopts RTP/SCS

### SCAG REGION REQUIREMENTS/GOALS

- ▶ Prepare framework guidelines for subregional SCS/APS development.
- ▶ Develop, adopt and implement a public participation process involving outreach to stakeholders; consultation with congestion management agencies, transportation agencies, and transportation commissions; and public workshops and hearings.
- ▶ Conduct informational meetings in each county within the region for local elected officials (members of the board of supervisors and city councils), to present the draft SCS or APS, and solicit and consider input and recommendations.
- ▶ Prepare, circulate for review, and adopt an SCS as part of RTP (meeting the GHG reduction target if feasible to do so).
- ▶ If unable to meet target with SCS, prepare, circulate for review, and adopt an APS that is separate from the RTP.
- ▶ Integrate planning processes, in particular assuring that the RHNA is consistent with SCS.