

STAFF REPORT

SUBJECT: LAVTA Comments on Draft Plan Bay Area 2040

FROM: Jennifer Yeamans, Senior Grants, Project Management & Contract Specialist

DATE: May 23, 2017

Action Requested

Provide direction to staff in submitting comments to the Metropolitan Transportation Commission and the Association of Bay Area Governments on the Draft Plan Bay Area 2040.

Background

In April 2017, the Metropolitan Transportation Commission released a draft of the nine-county Bay Area's long-range regional transportation plan (RTP), known as *Plan Bay Area 2040*, for public review and comment. The RTP is a federal and state requirement to guide regional decision-making with regards to prioritizing discretionary sources of federal, state, and regional transportation funding, and, under the requirements of SB 375, to identify a Sustainable Communities Strategy (SCS) for the region to ensure the RTP and SCS are consistent with the Regional Housing Needs Allocation (RHNA) process overseen by the Association of Bay Area Governments (ABAG), with a development pattern that promotes reductions in greenhouse gases based on emissions targets set for the region by the California Air Resources Board (CARB).

Plan Bay Area must project the region's long-term growth in terms of jobs and population and identify geographic areas sufficient to house that growth. Once the Bay Area's housing need is projected, a housing plan is developed to allocate voluntary housing unit targets to each local jurisdiction. To prioritize supportive multi-modal transportation investments, MTC uses a performance-based planning process to help ensure that the Plan achieves high returns on transportation policies and investments.

In developing the Final Preferred Scenario that constitutes the Draft Plan, MTC and ABAG enlisted a planning process consisting of:

- Soliciting input from county Congestion Management Agencies, local jurisdictions, and regional stakeholders regarding growth forecasts and needs assessments. For LAVTA, this included the Authority's long-term capital and operating funding needs through the FY2039-40 planning horizon.
- Development of regional goals and performance targets based on state requirements and regional policies, and development and analysis of three alternative scenarios to evaluate how they performed relative to the 13 regional performance targets MTC and ABAG established for the Plan.

- Identification of a draft and final “preferred scenario” and investment strategy to select the region’s preferred combination of investments and policies to support the Plan’s performance targets. The investment strategy totals \$303 billion across all modes, of which \$229 billion (76%) represents local and/or existing funding commitments and \$74 billion (24%) represents regional discretionary funding.

Attachment 1 provides additional details about the Draft Plan Bay Area 2040’s overall investment strategy, including major programmatic investments and capital improvements.

Discussion

The core of the Draft Plan Bay Area’s Investment Strategy is a “Fix It First” policy whereby 90 percent of the Plan’s investments focus on operating, maintaining, and modernizing the region’s existing transportation system. Importantly, the proposed investment strategy includes full funding for the region’s long-range transit operating needs for the first time in many years. The investment strategy also reduces the long-standing transit maintenance shortfall to \$15 billion, or about 9% of the total need, most of which is needed by BART and SFMTA to replace non-vehicle assets. Table 1 in Attachment 1 provides a detailed breakdown of regional investments proposed in the draft plan. A map showing major regional transit system improvements is shown in Figure 1 in Attachment 1, and local transit system improvements are shown in Figure 2.

Significant regional projects highlighted in the plan are listed in Table 2 of Attachment 1. These include major rail extension and modernization projects, including the Bay Area segment of the California High Speed Rail project and BART and Caltrain improvements, expansion of the region’s Express Lanes network, and new regional programs to foster innovation in mobility, including a new \$1 billion Bay Area Forward program to be managed by MTC. MTC’s Bay Area Forward program will focus on using technology to actively manage traffic demand to improve the speed, reliability, and person-throughput of roadways and transit services by supporting program elements such as connected and autonomous vehicle pilot projects (including strategic planning for system readiness and training for local agencies), shared-mobility pilots for first- and last-mile connections, and expanded park-and-ride/express bus facilities.

Staff proposes to frame LAVTA’s comments on the draft Plan’s proposed policies and investments in accordance with the five policy principles laid out in LAVTA’s 2017 Legislative Program, which the Board of Directors adopted in February 2017. These include:

1. Protect existing transportation funding sources.
2. Enhance future transportation funding investments.
3. Enhance operating conditions to support safety and performance goals.
4. Enhance public transit’s role in addressing climate change and air quality issues.
5. Leverage support from and with partners to promote mobility, improve service productivity, and enhance regional leadership.

In light of these policy principles, LAVTA staff proposes the Authority submit the following comments on the Draft Plan:

- LAVTA fully supports and applauds MTC and ABAG for including full operating funding for transit operators through FY2039-40 as part of its robust “Fix It First” funding strategy. Simply put, there is no way for the region to meet its current and future greenhouse gas reduction goals without fully funding the operational needs of our existing transit system at a pure minimum.
- MTC should ensure a “level playing field” in the administration of competitive regional programs such as Bay Area Forward for large and small transit operators alike. Many of the small and non-fixed-guideway operators have greater short-term flexibility to innovate and experiment, but often find ourselves at a disadvantage in terms of competing for discretionary funding sources against much larger agencies with far greater staffing resources; this has been increasingly the case for many small operators at the federal and state level. MTC should recognize the potential small operators have in the region to be laboratories of innovation and ensure some regional discretionary program funds for these purposes are accessible to small operators.
- The Plan’s growth forecasts indicate the Inland/Coastal/Delta subregion (where the Tri-Valley is located) will grow by nearly a quarter in terms of both housing and employment by 2040, which is around half the rate of growth of the Big Three Cities. In terms of household growth specifically, *the rate of growth in the Inland/Coastal/Delta subregion is forecast to be substantially similar to the Bayside subregion.* However, the distribution of major public transit investments in the Plan very clearly favors the Big Three Cities and Bayside regions, despite the fact that today, for example, the population of the Tri-Valley subregion is more than half the size of the city of Oakland, and larger than the city of Fremont, but has nowhere near the robust public transit network and connectivity that many the Big Three Cities and Bayside communities enjoy today. The Draft Plan should more fully acknowledge the differences in the present-day public transportation landscape in terms of their capacity to help all parts of the region grow sustainably and help meet the region’s and state’s long-range climate-protection goals.
- With the understanding that Plan Bay Area 2040 must meaningfully account for jobs-housing balance within the region, it is nevertheless vital to the region’s and state’s greenhouse gas reduction requirements to acknowledge the worsening reality of the regional in-commute, especially from the San Joaquin Valley, and the externalities these in-commuters create. Focusing on housing production within the region as a key component of the draft Plan’s Action Plan is a good first start, but as long as households and families desire relatively affordable single-family homes, commuters will continue to seek employment in the Bay Area while choosing to reside outside of the nine-county region. Express Lane improvements on Interstate 580 in Alameda County acknowledge this reality, but for a more sustainable, long-term strategy, this and future Plans should fully acknowledge the importance of inter-regional rail connections. One such connection in the Tri-Valley was identified in the 2007 Regional Rail Plan, which is currently being explored by the Altamont Regional Rail Working Group, of which LAVTA is a member. This project is highlighted on page 18 of the Draft Investment Strategy Report as the “BART to Livermore/ACE

Project,” and LAVTA and its inter-regional partners look forward to helping advance this project and its funding needs in future regional planning and programming efforts, as LAVTA anticipates playing a principal role in providing local transit connections to this vital inter-regional transit linkage.

Budget

There is no impact to the agency budget providing comments on the Draft Plan Bay Area 2040.

Recommendation

This item is informational only. Staff requests the Committee provide direction to staff on the proposed comments from LAVTA on the Draft Plan Bay Area 2040 prior to the comment deadline of June 1.

Attachments:

1. Key Draft Plan Bay Area 2040 Investments

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Table 1. Draft Plan Bay Area 2040 Investment Strategy

Investment Strategy	Local/ Committed Funding* (\$ Billions)	Regional Discretionary Funding* (\$ Billions)	Plan Investment* (\$ Billions)
Operate + Maintain			
Transit Capital Preservation	\$ 11	\$21	\$ 32
Transit Operations	104	16	120
Highways, Local Streets, and Bridge Preservation	58	8	66
Operate + Maintain Subtotal	172	46	218
Modernize			
Transit Modernization and Efficiency	11	9	21
Roadway Performance	12	5	17
Support Focused Growth	7	4	11
Modernize Subtotal	30	19	50
Expand			
Transit Expansion	15	6	21
Roadway Expansion	9	1	10
Expand Subtotal	23	8	31
Debt Service and Cost Contingency	3	2	5
Total**	\$229	\$74	\$303

* In year-of-expenditure dollars.

** Values may not sum due to rounding.

Source: Metropolitan Transportation Commission

Table 2. Top 10 Plan Bay Area 2040 Investments

Rank	Project	Investment* (\$ Billions)
1	California High Speed Rail (Bay Area Segment)	\$8.5
2	Regional Express Lanes	6.0
3	BART to Silicon Valley (Phase 2)	5.5
4	BART Transbay Core Capacity Project + BART Metro Program	4.2
5	Caltrain Extension to Transbay Transit Center**	4.1
6	Caltrain Electrification (Phase 1)	2.4
7	Clipper	1.7
8	San Francisco Muni Fleet Expansion	1.3
9	Bay Area Forward	1.0
10	Treasure Island Mobility Management Program	1.0

* Investment values are costs within the Plan period and include operating expenses; shown in year-of-expenditure dollars.

** Does not include \$109 million already expended on the project.

Source: Metropolitan Transportation Commission

Figure 1. Draft Plan Bay Area 2040 Regional Transit System Improvements



Regional Transit System Improvements

BART Projects

- 1 BART Extension to Silicon Valley [Phase 1]
- 2 BART Extension to Silicon Valley [Phase 2]

Commuter Rail Projects

- 3 Caltrain Electrification
- 4 Caltrain Downtown Extension [4th & King to Transbay Transit Center]
- 5 eBART [Phase 1]
- 6 SMART Extension to Windsor
- 7 SMART Extension to Larkspur

High-Speed Rail Project

- 8 High-Speed Rail (Los Angeles/Anaheim to San Francisco)

Infill Stations & Major Bus Terminals

- 9 Transbay Transit Center
- 10 Irvington BART Station
- 11 Union City Commuter Rail Station
- 12 Hercules Commuter Rail Station
- 13 Fairfield/Vacaville Commuter Rail Station
- 14 Petaluma SMART Station

Ferry

- 15 New Ferry Routes: Treasure Island, Berkeley, Richmond and Hercules
- 16 New Ferry Terminals: Alameda Point and Mission Bay

* For clarity, only major expansion projects or operational improvements are depicted. Note that projects expected to be complete before July 2017 (Plan adoption date) are shown as part of the existing network.

Source: Metropolitan Transportation Commission

Figure 2. Draft Plan Bay Area 2040 Local Transit System Improvements.



Local Transit System Improvements*

Bus Rapid Transit (BRT) Projects

- 1 Van Ness BRT
- 2 Geary BRT
- 3 Geneva-Harney BRT
- 4 East Bay BRT
- 5 El Camino Real BRT
- 6 San Pablo BRT
- 7 Stevens Creek BRT

Light Rail (LRT) Projects

- 8 Central Subway (Chinatown to Caltrain)
- 9 Embarcadero Streetcar Extension
- 10 Vasona Light Rail Extension
- 11 Capitol Expressway Light Rail Extension

* For clarity, only major expansion projects or operational improvements are depicted. Note that projects expected to be complete before July 2017 (Plan adoption date) are shown as part of the existing network.

Source: Metropolitan Transportation Commission