

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: LISA KRANZ, SUPERVISING PLANNER
PLANNING AND ECONOMIC DEVELOPMENT
SUBJECT: PLAN BAY AREA 2040 – DRAFT PREFERRED SCENARIO

AGENDA ACTION: MOTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Council, by motion, 1) provide direction regarding comments to be provided to the Metropolitan Transportation Commission and the Association of Bay Area Governments regarding Plan Bay Area's 2040 Draft Preferred Scenario for Santa Rosa; and 2) authorize the mayor to sign a letter submitting those comments.

EXECUTIVE SUMMARY

Plan Bay Area 2013, the Bay Area's Sustainable Communities Strategy as required by Senate Bill 375, is undergoing update by regional agencies - the Metropolitan Transportation Commission and the Association of Bay Area Governments. The Strategy links regional transportation funding with housing and jobs and must illustrate a reduction in vehicle miles traveled and greenhouse gas emissions for cars and light trucks. The update process is anticipated to be completed in 2017 with adoption of Plan Bay Area 2040.

BACKGROUND

1. Senate Bill 375 was passed in late 2008 and is considered landmark legislation for California relative to land use, transportation, and environmental planning. It builds on the existing framework of regional planning to tie together the regional allocation of housing needs and regional transportation planning in an effort to reduce motor vehicle trips and associated greenhouse gas (GHG) emissions.

There are five main aspects to SB 375:

- 1) Establishes regional target setting process for greenhouse gas emissions reduction;

- 2) Requires regional planning agencies to develop a plan (the Sustainable Communities Strategy) to meet the targets;
 - 3) Requires regional transportation funding decisions be consistent with the plan;
 - 4) Links regional planning for transportation and housing;
 - 5) Provides exemptions from the California Environmental Quality Act and streamlining for projects which conform to the regional plan.
2. Sustainable Communities Strategy. Each of California's 18 metropolitan regions is required to develop a Sustainable Communities Strategy (SCS). In the Bay Area, development of the SCS is the joint responsibility of the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG). In July 2013, MTC and ABAG adopted Plan Bay Area 2013 as the Bay Area's first Regional Transportation Plan/Sustainable Communities Strategy.

MTC and ABAG are required to update the RTP/SCS every four years. In spring 2015, MTC and ABAG began an update of Plan Bay Area 2013, called Plan Bay Area 2040.

3. Plan Bay Area Update Process

As part of the Plan Bay Area update outreach process, open houses were held across the Bay Area, including in Santa Rosa, in spring 2015 to introduce the revision process and seek comments and feedback on goals, targets, and issues. MTC and ABAG used a scenario development approach in the update to Plan Bay Area, which allows analysis of the effects of different land use and transportation strategies on goals and performance targets.

Priority Development Areas (PDAs) throughout the Bay Area are the foundation for the scenarios. Santa Rosa has five PDAs: Downtown, Mendocino/Santa Rosa Avenue Corridor, North Station, Roseland, and Sebastopol Road Corridor. A map of Santa Rosa's PDAs is Attachment 1.

At the end of May 2016, MTC and ABAG released three scenarios for land use and transportation with employment and housing unit estimates for each.

The **Main Streets Scenario** provided for a dispersed growth pattern with targeted population and employment growth in downtowns of every Bay Area city, but with most growth in PDAs. Transportation investment priorities favored new technology and innovative strategies with assumed continued reliance on motor vehicles.

The **Connected Neighborhoods Scenario** targeted population and employment growth in PDAs throughout the region, particularly medium sized cities with BART and Caltrain access. Transportation investment would prioritize

maintenance of existing infrastructure as well as modernization and expansion of transit and bicycle and pedestrian infrastructure.

The ***Big Cities Scenario*** concentrated future population and employment growth in PDAs within the Bay Area's three largest cities: San Jose, San Francisco, and Oakland. Projected growth outside these areas would be limited. Transportation investment would focus on infrastructure serving the region's core.

Local jurisdictions were invited to review information provided regarding the scenarios and provide feedback. Given the limited time to provide comments for review of the Council, staff developed comments, and provided them to MTC and ABAG staff. These comments, included as Attachment 2 to this report, note that none of the three scenarios reflect Santa Rosa's growth and development pattern. Concern is expressed regarding the significantly greater number of housing units projected in two of the scenarios than projected in the Santa Rosa 2035 General Plan.

Draft Preferred Scenario

On August 31, 2016, MTC and ABAG released the Preferred Scenario and Transportation Investment Strategy. The Draft Preferred Scenario represents a projected regional pattern of household and employment growth through 2040. Regional projections have been increased from those prepared for Plan Bay Area 2013. ABAG forecasts an additional 1.3 million jobs and 2.4 million people in the Bay Area by 2040.

The household and employment projections in the Preferred Scenario stem from ABAG's economic and demographic forecasting model and an additional land use model, UrbanSim. As expressed in the August 30, 2016 memo from MTC and ABAG releasing the Preferred Scenario (Attachment 3), it is a challenge to develop regional forecasts that reflect and support local plans while meeting state mandated greenhouse gas reduction and housing targets. It is important to note that the Preferred Scenario and adopted Plan Bay Area does not require changes to local general plans or zoning. Land use control is maintained at the local level.

The Preferred Scenario and the transportation investment strategy were evaluated against goals and related performance targets adopted by MTC and ABAG in fall 2015. The goals relate to climate protection, adequate housing, healthy and safe communities, open space and agricultural preservation, equitable access, economic vitality, and transportation system effectiveness. Numeric performance targets are included for each goal and are outlined in Attachment 4.

The Preferred Scenario will be refined based on comments received and will be developed into Draft Plan Bay Area 2040. The Plan and an accompanying Draft

Environmental Impact Report, are anticipated to be released for public review in early 2017, with adoption slated for later in the year.

Transportation Investment Strategy

The draft transportation investment strategy for Plan Bay Area largely continues the overall priorities from the previous plan, an emphasis on “fix it first,” supporting focused growth, and addressing climate protection. The largest single investment planned in Plan Bay Area 2040 is funding existing transit operations. Transit capital maintenance and local street and road maintenance are the next two largest investments.

The draft transportation investment strategy includes future funding for projects in Santa Rosa including the Hearn Avenue Interchange, the Farmers Lane extension between Bennett Valley Road and Yolanda Avenue, county-wide bus service frequency enhancements, and county-wide bicycle and pedestrian projects.

PRIOR CITY COUNCIL REVIEW

On February 2, 2016, the City Council received a report from staff from the Association of Bay Area Governments introducing the limited and focused update to Plan Bay Area 2013, called Plan Bay Area 2040. No action was requested of the Council.

ANALYSIS

The Preferred Scenario projects about 70% of Bay Area household growth and 82% of employment growth by 2040 to be in San Francisco, Oakland, San Jose and East and West Bay Corridors. About 8% of projected household growth and 7% of employment growth in the Bay Area by 2040 is identified in “key nodes” including Concord-Walnut Creek, Dublin-Pleasanton-Livermore, and Santa Rosa.

The number of households forecast by the Preferred Scenario in Santa Rosa’s five Priority Development Areas is about 7% greater than projected by the Santa Rosa General Plan 2035. This is a relatively small difference, which could be closed with projects developing at densities higher than the midpoint or with greater redevelopment of existing uses occurring. Outside PDAs, the Preferred Scenario projects fewer households than the Santa Rosa General Plan, on the order of about 25%. The scenario anticipates about 90% of future household growth in PDAs while Santa Rosa’s General Plan anticipates about 45%. Preferred Scenario job projections are lower than projected by the general plan. They do not recognize Santa Rosa’s role as a job center with a large number of residents who work in the City.

Santa Rosa appreciates the inclusion of projects in the transportation investment strategy, particularly in that the bus service frequency enhancements recognize that the

City has just completed the Reimagining CityBus project, which will align high-quality transit service with PDAs.

A draft comment letter is Attachment 5.

FISCAL IMPACT

This item does not have a fiscal impact on the General Fund.

ENVIRONMENTAL IMPACT

Not applicable – this item is not a project under the California Environmental Quality Act.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

Not applicable.

NOTIFICATION

Not applicable.

ATTACHMENTS

- Attachment 1 – Map of Santa Rosa Priority Development Areas
- Attachment 2 – Comments on Plan Bay Area 2040 Land Use and Transportation Scenarios, June 23, 2016
- Attachment 3 – Memo from MTC and ABAG regarding Plan Bay Area 2040 Draft Preferred Scenario
- Attachment 4 – Goals and performance targets
- Attachment 5 – Draft comment letter

CONTACT

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