

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: JESSICA JONES, SUPERVISING PLANNER
PLANNING AND ECONOMIC DEVELOPMENT
SUBJECT: PLAN BAY AREA 2040 DRAFT PLAN

AGENDA ACTION: MOTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Council, by motion, authorize the mayor to sign a letter submitting comments to the Metropolitan Transportation Commission and the Association of Bay Area Governments regarding the Plan Bay Area 2040 Draft Plan.

EXECUTIVE SUMMARY

Plan Bay Area 2013, the Bay Area's Sustainable Communities Strategy as required by Senate Bill 375, is undergoing an update by the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG). 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 Council reviewed the Plan Bay Area 2040 Draft Preferred Scenario in October 2016, and a letter, signed by the Mayor, was submitted to MTC and ABAG identifying concerns with the housing and employment projections outlined in the document. On April 14, 2017, the Plan Bay Area 2040 Draft Plan and associated Draft Environmental Impact Report were released for public review and comment. Comments on the documents are due on June 1, 2017.

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:

- a. Establishes a regional target setting process for greenhouse gas emissions reduction;
- b. Requires regional planning agencies to develop a plan (the Sustainable Communities Strategy) to meet the targets;
- c. Requires regional transportation funding decisions be consistent with the plan;
- d. Links regional planning for transportation and housing;
- e. Provides exemptions from the California Environmental Quality Act (CEQA) 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 MTC and ABAG. In July 2013, both agencies adopted Plan Bay Area 2013 as the Bay Area's first Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS).

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.

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.

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, including the Highway 101 bicycle and pedestrian bridge.

Santa Rosa Comments

On October 11, 2016, the Council received a report on the Draft Preferred Scenario, and authorized the mayor to sign a letter submitting comments to MTC and ABAG. The comments, provided in the letter dated October 12, 2017 (Attachment 5), focus on concerns related to the number of housing units and jobs that are projected in the Draft Preferred Scenario for Santa Rosa.

The number of households forecast by the Preferred Scenario outside of Santa Rosa’s five PDAs was less than projected in the Santa Rosa General Plan 2035, by approximately 25%. The Scenario anticipates about 90% of future household growth in PDAs while Santa Rosa’s General Plan anticipates about 45%. In addition, the Preferred Scenario job projections were lower than projected by the General Plan, by approximately 30%; the Scenario did not recognize Santa Rosa’s role as a job center, with a large number of residents who work in the City.

The letter did acknowledge 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.

PRIOR CITY COUNCIL REVIEW

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

On October 11, 2016, the City Council received a report from City staff on the Draft Preferred Scenario, and authorized the mayor to sign a letter submitting comments to

MTC and ABAG.

ANALYSIS

The Draft Preferred Scenario was refined by MTC and ABAG based on comments received and was developed into the Plan Bay Area 2040 Draft Plan (Attachment 6). The Draft Plan and an accompanying Draft Environmental Impact Report (which can be found on the project website: <http://2040.planbayarea.org/>), were released on April 14, 2017 for public review and comment.

Appendix 1 to the Land Use Modeling Supplemental Report (Attachment 7) includes updated household and employment projection growth forecasts by jurisdiction. For Santa Rosa, despite the October 12, 2016 letter that requested the numbers be amended to better reflect the General Plan, the report includes only a slight change from the Draft Preferred Scenario. The overall percentages identified above, and in the October letter, did not change.

Specifically, the number of households projected outside of Santa Rosa's PDAs is still estimated at approximately 25% less than what the General Plan estimates (50,000 units vs. 66,500 units). The Draft Plan also maintains a higher anticipated future household growth in PDAs at about 80%, while Santa Rosa's General Plan anticipates 45% growth in these areas. Finally, job projections are still lower than projected in the General Plan, by approximately 30%.

It is, however, important to note that, as was identified with the Preferred Scenario, the Draft Plan does not require changes to local general plans or zoning; land use control is maintained at the local level. In addition, Plan Bay Area 2040 does not establish new state-mandated Regional Housing Needs Allocation (RHNA) numbers for any jurisdiction. RHNA operates on an eight-year cycle, with the next iteration not due until the next update to the plan in 2021. Because RHNA numbers are not at stake this cycle, MTC and ABAG have characterized this update as limited and focused.

A draft comment letter, which reiterates the City's initial comments, is included as Attachment 8.

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 – Preferred Scenario Comment Letter, October 12, 2016
- Attachment 6 – Plan Bay Area 2040 Draft Plan
- Attachment 7 – Land Use Modeling Supplemental Report
- Attachment 8 – Draft Comment Letter
- Attachment 9 – MTC ABAG Response Letter

CONTACT

Jessica Jones, jjones@srcity.org, 707-543-3410