

# *City of Brisbane*

## *Agenda Report*

TO: Honorable Mayor and City Council

FROM: John Swiecki, Community Development Director via City Manager

SUBJECT: **Draft *Plan Bay Area*- Sustainable Communities Strategy and Regional Transportation Plan**

DATE: Meeting of May 6, 2013

### **City Council Goals:**

To promote transportation opportunities that maximize safety, reliability, enhance circulation and create options, thereby reducing reliance on the use of the automobile. (Goal #5)

To develop plans and pursue opportunities to protect natural resources. (Goal #8)

To preserve the unique current character of Brisbane. (Goal #16)

### **Purpose:**

To provide the City Council the opportunity to review and comment on the Draft *Plan Bay Area*, the draft regional Sustainable Communities Strategy (SCS) and Regional Transportation Plan, (RTP) and the related Draft Environmental Impact Report (DEIR) prepared for the Plan.

### **Recommendation:**

That the City Council authorize the Mayor to send a letter to ABAG/MTC on the Draft *Plan Bay Area* including the comments outlined in this staff report and any other comments the City Council wishes to offer.

### **Background:**

The Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC) have prepared the Draft *Plan Bay Area*, the proposed Sustainable Communities Strategy (SCS) and Regional Transportation Plan (RTP) for the 9-County Bay Area region. The Draft *Plan Bay Area* represents a 25-year regional land use/transportation strategy intended to achieve state-mandated goals for the 9-county Bay Area region as set forth in SB 375 which took effect in 2009. SB 375 requires each

metropolitan region in the state to develop a sustainable communities strategy which includes the following:

- 1: a projected regional land use/transportation pattern which achieves regional transportation emission reduction targets established by the state. The target for the Bay Area is a 7 percent per capita reduction by 2020 and a 15 percent per capita reduction by 2035.
2. identification of areas within the region sufficient to house the entire projected population of the region, including all economic segments.
3. identification of a transportation network to serve the transportation needs of the region.

The Planning Commission reviewed the Draft *Plan Bay Area* and related materials at its April 25, 2013 meeting. Specific comments and/or recommendations from the Planning Commission are included in the discussion section of this report under the appropriate topics. The attached Planning Commission report includes a summary of the Draft *Plan Bay Area*, RTP, and DEIR, as well as related plan excerpts and summary information. The entire Draft *Plan Bay Area*, related DEIR and other supporting documents are available for review at: <http://onebayarea.org/regional-initiatives/plan-bay-area.html>.

### **Discussion:**

#### ***Draft Plan Bay Area***

From a regional perspective, the underlying concepts of the draft Plan, are to encourage future growth in areas with robust transit, and promote infill development in locations designated by local jurisdictions where housing, employment and daily services can be provided in close proximity to each other, thereby reducing reliance on the automobile as the primary means of access and mobility. This emphasis on infill as the preferred method of accommodating growth is paired with an emphasis on conserving regionally important unprotected open space and agricultural areas which are at risk of being developed. Additional detail regional demographics and projections can be found in the attached materials.

While focusing on infill as the preferred means of accommodating future growth is a sound planning principle, the limitations of the draft plan must be recognized. As a “Sustainable Communities Strategy” as defined in SB 375, the Draft *Plan Bay Area* is mandated to address housing and vehicle emission reductions. Voluntary economic and social equity targets were also established and evaluated in the plan as well. However, plan does not attempt to address a wide range of environmental sustainability issues, including but not limited to energy production and conservation, water supply and use, wastewater treatment and reuse, sea level rise adaptation, and solid waste minimization. As the SCS is subject to revision on a regular basis, the City Council might wish to encourage ABAG to broaden the scope of the Plan in future updates to include a wider

range of environmental sustainability issues, thereby creating a regional framework to address sustainability on a more holistic basis.

From a local perspective, the growth projections for Brisbane shown in the draft *Plan Bay Area* reflect limited housing growth and modest employment gains as shown below:

City of Brisbane	2010	2040	Change 2010-2040
<b>Housing Units</b>			
Non-PDA	1,930	2,180	+250
PDA	0	0	0
<b>Employment</b>			
Non-PDA	6,670	7,180	+510
PDA	550	1,100	+550

This is reflective of the direction provided previously by the City in reviewing previous scenarios developed by ABAG and MTC. It should be noted that the major issue associated with Brisbane projections are assumptions associated with the Baylands PDA. Previous scenarios developed by ABAG/MTC assumed certain land patterns for the Baylands, failing to recognize that the planning process for the Baylands is ongoing and it would be inappropriate and premature for regional entities to project what the outcome of the City's land use process will be. Once the City raised this concern, ABAG revised the projections as shown above to attribute minimal growth to the Baylands. This approach is appropriate and accurately recognizes the current uncertainty regarding the final land use plan for the Baylands. ABAG/MTC is obligated to update *Plan Bay Area* in 4 years, and the City expects that any land use decisions made for the Baylands will be reflected in the next update to *Plan Bay Area*.

### **Regional Transportation Plan (RTP)**

Transportation funding through the life of the RTP is anticipated to total approximately 289 billion dollars, with approximately 80 percent of these funds committed to dedicated purposes. The remainder of these funds (approximately 57 billion dollars) are discretionary. In the allocation of these limited discretionary funds, the RTP seeks to strike a balance between maintaining the existing transportation and transit networks while providing funding for transportation and transit programs and projects which align with and support the land use pattern set forth in the draft *Plan Bay Area*.

Given the limited pool of transportation dollars and the substantial funding needs for both maintenance and new infrastructure, the allocation of resources among these categories remains a sensitive issue. For example, the RTP includes the One Bay Area Grant (OBAG) program, a new funding strategy intended to support transportation investments which support the Draft *Plan Bay Area* land use patterns. Specifically, the OBAG program requires that 70% of available funds be invested in PDAs, while the remaining 30 % are unrestricted.

The Director of Public Works and his colleagues have been closely observing the development of the OBAG proposal for several years, and they continue to remain concerned that OBAG requires an investment of 70% of OBAG funds be used in PDAs, at the same time as the latest statewide local streets and roads needs assessment project, using pre-OBAG funding distribution assumptions, predicted that under those funding levels 25% of California roads would be in "failed" conditions within 10 years. The OBAG mandatory investment of 70% will only serve to increase the number of roads that will deteriorate. (The Director's 9/9/11 letter to the Executive Director of MTC is attached to this report.) Barring the complete removal of the proposed 70% directed investment, the Director would propose that the San Mateo County Congestion Management Agency's PDA investment be lowered to 50%, which is the same percentage required in Marin, Napa, Solano and Sonoma counties.

In reviewing the RTP, the Planning Commission recommended that consideration be given to increasing the discretionary funding allocated for Climate Protection initiatives, and that funding for Next Generation Transit be reduced. In regard to San Mateo County-specific investments the Commission expressed concern with prioritizing ferry service out of Redwood City while the newly established ferry service at Oyster Point in South San Francisco is operating at such a low level.

### **Draft Environmental Impact Report (DEIR)**

The DEIR executive summary is included in the attached Planning Commission report packet. As a programmatic EIR addressing the impacts of regional growth and transportation improvements within the 9-county Bay Area region as a whole, the DEIR analysis is cumulative in nature, and provides limited information that is specific to Brisbane. Additionally this programmatic EIR does not include an project-specific analysis of any particular project or improvement.

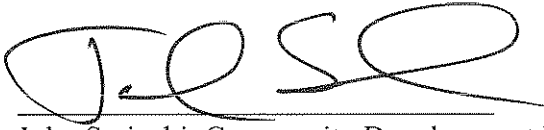
One topic of interest with local data is the air quality analysis, which identifies several toxic air contaminant (TAC) hotspots in easterly Brisbane. TACs include a variety of particulates, vapors or gasses that may pose a potential hazard to human health. Diesel particulate exhaust is a prevalent TAC, and industrial processes, gas stations, and dry cleaners are other common sources of TACs. Based on the mapping information and data provided in the Draft EIR, the Brisbane-based sources of TACs are not clearly identified, and staff would recommend that the Final EIR more clearly identify the source and nature of these hotspots.

### **Fiscal Impact:**

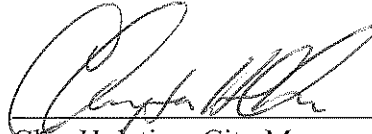
Not applicable.

**Attachments:**

September 2011 Letter to MTC Regarding One Bay Area Grant Program  
Plan Bay Area DEIR Figure 2.2-18- Northern San Mateo County Local Pollutant Analysis  
April 25, 2013 Planning Commission Report

A handwritten signature in black ink, consisting of a large, stylized 'J' followed by 'S' and 'W'.

John Swiecki, Community Development Director

A handwritten signature in black ink, appearing to read 'Clay Holstine'.

Clay Holstine, City Manager



## CITY OF BRISBANE

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RECEIVED  
SEP 14 2011

METROPOLITAN TRANSPORTATION  
COMMISSION

September 9, 2011

Metropolitan Transportation Commission  
101 Eighth Street  
Oakland, CA 94607

Attention: Steve Heminger, Executive Director

Subject: OneBayArea Grant-Cycle 2 STP/CMAQ Funding

Dear Mr. Heminger;

This letter provides the City of Brisbane's comments on the proposal described in a July 18, 2011 release, "BayArea Plan", addressed to the Partnership Technical Advisory Committee.

In general, the city applauds the proposal to shift more funding to the local level, and the elimination of required program categories, thus providing the requisite flexibility at the Congestion Management Agency (CMA) and local agency level for determination of the best use of Surface Transportation Program and Congestion Mitigation and Air Quality Funds.

The one major area where we specifically disagree with the proposal is the suggested distribution formula (see page 3 of the referenced memo) that requires 70% of funding be spent on projects in Priority Development Areas (PDAs). This formula is in direct conflict with previously adopted MTC policy, is contrary to the flexibility touted for the BayArea Plan ("Plan"), and neglects the very real declining condition of the region's local streets and roads infrastructure.

By proposing to require 70% of funding be spent in PDAs, the current draft of the Plan is in direct conflict with MTC's long-standing "Fix-It First" policy, which has been retained through Regional Transportation Plan 2035 (T2035). In fact, as demonstrated by the responses to the extensive public outreach completed during the development of T2035, the public at large and the overwhelming majority of stakeholders support fixing our existing infrastructure (including existing local streets and roads) before investing funds in new ventures or projects (i.e., newly created PDAs). The overwhelming majority of local streets & roads requiring immediate maintenance are not within PDAs; directing money away from maintenance of these roads only guarantees their further rapid deterioration.

September 9, 2011  
Steve Heminger  
Comments on BayArea Plan-Cycle 2 Funding  
Page 1 of 2  
08-02-05

  
Providing Quality Services

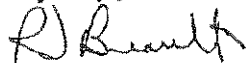
The flexibility of fund use proposed for the CMAAs and local agencies in the Plan draft is a welcome change to previous distribution formulas/categories for federal transportation dollars. Notwithstanding the lofty goals of SB 375 (Steinberg), and its requirements to develop Sustainable Communities Strategies (SCS), specifying a percentage of federal funds be used in PDAs takes away much of the touted flexibility of the Plan, and also fails to recognize the well-known differing conditions across the agencies within the planning area.

The 3-year moving average Pavement Condition Index (PCI) for Bay Area Jurisdictions was last reported as 66 (see MTC's Pothole Report of 2011); the talking points published by MTC staff for local agency media inquiries on this report indicated that, "The mediocre condition of local streets and roads is a serious risk to the Bay Area's transportation infrastructure." These talking points suggested one response on how we could have better roads, "Fix it first. Encourage the prioritization of discretionary regional funding for maintenance and rehabilitation of the existing transportation system in the 2013 Regional Transportation Plan. Fixing good roads now is much cheaper than fixing failed roads later." The same talking points also opined, "Local agencies are being efficient with the limited pavement maintenance money."

Based on the reasons outlined above, the City of Brisbane respectfully requests that MTC revise the draft BayArea Plan and eliminate the 70% PDA minimum requirement expenditure. Allowing local agencies the flexibility to determine the best manner in which funds should be distributed between maintenance of existing roads and maintenance/construction of roads within PDAs is a preferred distribution that will provide the greatest opportunity for local agencies to succeed with increasing their local streets & roads PCI and with meeting SCS compliance goals.

Thank you for the opportunity to provide a response on the draft plan. Please feel free to call me at (415) 508-2131 if there are any questions regarding the city's comments.

Very truly yours,



Randy L. Breault, P.E.  
Director of Public Works/City Engineer

Cc: City Manager, Community Development Director  
Rich Napier, C/CAG

Figure 2.2-18

# Northern San Mateo County Local Pollutant Analysis

