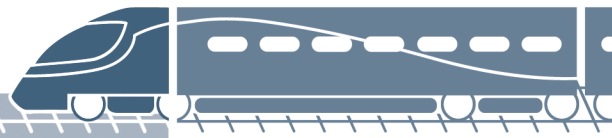
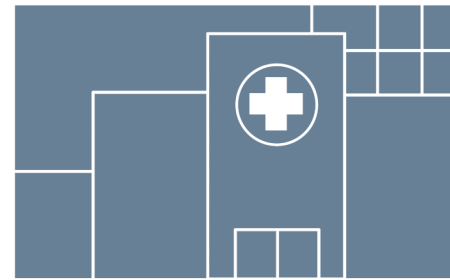
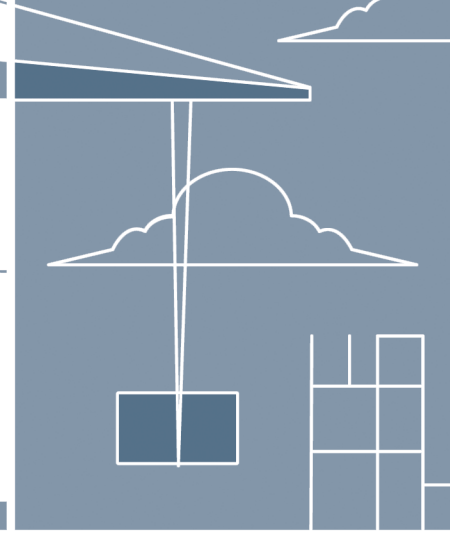




## PLAN BAY AREA 2040 AMENDMENT



# Plan Bay Area 2040

FINAL  
SUPPLEMENTAL  
REPORT



Metropolitan  
Transportation  
Commission



Association  
of Bay Area  
Governments

MARCH 2018

## Metropolitan Transportation Commission

**Jake Mackenzie, Chair**  
Sonoma County and Cities

**Scott Haggerty, Vice Chair**  
Alameda County

**Alicia C. Aguirre**  
Cities of San Mateo County

**Tom Azumbrado**  
U.S. Department of Housing  
and Urban Development

**Jeannie Bruins**  
Cities of Santa Clara County

**Damon Connolly**  
Marin County and Cities

**Dave Cortese**  
Santa Clara County

**Carol Dutra-Vernaci**  
Cities of Alameda County

**Dorene M. Giacomini**  
U.S. Department of Transportation

**Federal D. Glover**  
Contra Costa County

**Anne W. Halsted**  
San Francisco Bay Conservation  
and Development Commission

**Nick Josefowitz**  
San Francisco Mayor's Appointee

**Jane Kim**  
City and County of San Francisco

**Sam Liccardo**  
San Jose Mayor's Appointee

**Alfredo Pedroza**  
Napa County and Cities

**Julie Pierce**  
Association of Bay Area  
Governments

**Bijan Sartipi**  
California State  
Transportation Agency

**Libby Schaaf**  
Oakland Mayor's Appointee

**Warren Slocum**  
San Mateo County

**James P. Spering**  
Solano County and Cities

**Amy R. Worth**  
Cities of Contra Costa County

## Association of Bay Area Governments

**Supervisor David Rabbit**  
ABAG President  
County of Sonoma

**Mayor Greg Scharff**  
ABAG Vice President  
City of Palo Alto

### Representatives From Each County

**Supervisor Scott Haggerty**  
Alameda

**Supervisor Nathan Miley**  
Alameda

**Supervisor Candace Andersen**  
Contra Costa

**Supervisor Karen Mitchoff**  
Contra Costa

**Supervisor Dennis Rodoni**  
Marin

**Supervisor Belia Ramos**  
Napa

**Supervisor Norman Yee**  
San Francisco

**Supervisor David Canepa**  
San Mateo

**Supervisor Dave Pine**  
San Mateo

**Supervisor Cindy Chavez**  
Santa Clara

**Supervisor David Cortese**  
Santa Clara

**Supervisor Erin Hannigan**  
Solano

### Representatives From Cities in Each County

**Mayor Trish Spencer**  
City of Alameda / Alameda

**Mayor Barbara Halliday**  
City of Hayward / Alameda

**Councilmember Julie Pierce**  
City of Clayton / Contra Costa

**Councilmember Dave Hudson**  
City of San Ramon / Contra Costa

**Councilmember Pat Eklund**  
City of Novato / Marin

**Mayor Leon Garcia**  
City of American Canyon / Napa

**Acting Mayor Mark Farrell**  
City and County of San Francisco

**John Rahaim, Planning Director**  
City and County of San Francisco

**Todd Rufo, Director, Economic and  
Workforce Development, Office of  
the Mayor**  
City and County of San Francisco

**Councilmember Wayne Lee**  
City of Millbrae / San Mateo

**Councilmember Pradeep Gupta**  
City of South San Francisco /  
San Mateo

**Mayor Liz Gibbons**  
City of Campbell / Santa Clara

**Mayor Len Augustine**  
City of Vacaville / Solano

**Councilmember Jake Mackenzie**  
City of Rohnert Park / Sonoma

**Councilmember  
Annie Campbell Washington**  
City of Oakland / Alameda

**Councilmember  
Lynette Gibson McElhaney**  
City of Oakland / Alameda

**Councilmember  
Annie Campbell Washington**  
City of Oakland / Alameda

**Councilmember Raul Peralez**  
City of San Jose / Santa Clara

**Councilmember Sergio Jimenez**  
City of San Jose / Santa Clara

**Councilmember Lan Diep**  
City of San Jose / Santa Clara

### Advisory Members

**William Kissinger**  
Regional Water Quality  
Control Board



Plan Bay Area 2040:  
Amendment

March 2018



METROPOLITAN  
TRANSPORTATION  
COMMISSION



Association of  
Bay Area Governments

Bay Area Metro Center  
375 Beale Street  
San Francisco, CA 94105

(415) 778-6700  
info@bayareametro.gov  
www.mtc.ca.gov

*phone*  
*e-mail*  
*web*

(415) 820-7900  
info@abag.ca.gov  
www.abag.ca.gov

## Project Staff

**Ken Kirkey**  
Director, Planning

**Matt Maloney**  
Assistant Director

**Adam Noelting**  
Project Manager

## Table of Contents

<b>1. Introduction .....</b>	<b>1</b>
<b>2. Amendment to Plan Bay Area 2040 .....</b>	<b>1</b>
<b>3. Comments &amp; Response to Comments .....</b>	<b>2</b>
<b>4. Adoption of the Amendment to Plan Bay Area 2040.....</b>	<b>4</b>

# 1. Introduction

The Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) jointly adopted Plan Bay Area on July 26, 2017 (MTC Resolution No. 4300 and ABAG Resolution No. 10-17).

Plan Bay Area 2040 (the “Plan”) is the updated long-range Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS) for the nine-county San Francisco Bay Area. Plan Bay Area 2040 is the Bay Area’s roadmap for forecasting transportation needs through the year 2040, preserving the character of our diverse communities, and adapting to the challenges of future population growth. The Plan discusses how the Bay Area will grow over the next two decades and identifies transportation and land use strategies to enable a more sustainable, equitable and economically vibrant future. Starting with the current state of the region, the Plan describes Plan Bay Area 2040 and its goals, a proposed growth pattern and supporting transportation investment strategy, and key actions needed to address ongoing and long-term regional challenges. The Plan also includes supplemental reports for additional details. These documents and the adopted Plan can be found at <http://2040.planbayarea.org/reports>.

## 2. Amendment to Plan Bay Area 2040

An amendment is a major revision to the Plan, including adding or deleting a project, major changes in project costs and scope (e.g., changing project locations or the number of through traffic lanes). As stipulated in MTC’s Public Participation Plan (2015), a Plan amendment requires public review and comment, demonstration that the project can be completed based on expected funding, and/or a finding that the change is consistent with federal transportation conformity mandates. Amendments that require an update to the air quality conformity analysis will be subject to the conformity and interagency consultation procedures described in MTC Resolution No. 3757.

In December 2017, the City/County Association of Governments of San Mateo County (C/CAG) requested an amendment to Plan Bay Area 2040 to modify the scope and project cost of the U.S. Highway 101 Managed Lanes Project in San Mateo County (RTPID 17-06-0007). The work planned by C/CAG and the San Mateo County Transportation Authority to upgrade U.S. Highway 101 in San Mateo County was initially described in Plan Bay Area 2040 as:

*“Modify existing lanes to accommodate an HOV lane from Whipple to San Francisco County Line and/or an Express Lane from approximately 2 miles south of the Santa Clara County Line to San Francisco County Line. Work may include shoulder modification, ramp modifications and interchange modifications to accommodate an extra lane. Work will be phased.”*

The amendment to the Plan clarifies the project description and changes specific lane configuration assumptions along the project corridor to accommodate a proposed Express Lane. The amendment aligns the Plan’s assumptions to the assumptions of the preferred alternative in the project’s Draft Environmental Impact Report (EIR).

The amendment also increases the total project cost to \$534 million. The U.S. Highway 101 Managed Lanes Project was included in the adopted Plan’s fiscally constrained transportation investment strategy with a cost estimate of \$365 million. The amendment increases this cost to \$534 million to match the revised scope and the latest cost estimates of the preferred alternative in the project’s Draft EIR.

Funds for the amendment’s cost increase are derived from the Plan’s set aside for project cost overruns

via the Cost Contingency and Financing programmatic project (RTPID 17-10-0016), also included in the adopted Plan’s fiscally constrained transportation investment strategy. Because the project funding is redirected from one adopted project to another within the Plan’s fiscally constrained transportation investment strategy, and no new funds are added to the Plan as part of this amendment, the Plan remains fiscally constrained as required by federal and state planning laws.

The Amendment to Plan Bay Area 2040 consists of the following updates:

- 1) Change the description, cost, and schedule of the U.S. Highway 101 Managed Lanes Project in San Mateo County (RTPID 17-06-0007):
  - a. **Basic Information** >> *What would this project/program do?*  
~~“Modify existing lanes US 101 to accommodate an HOV lane from Whipple to San Francisco County Line and/or an Express Lane from approximately 2 miles south of the Santa Clara County Line to San Francisco County Line Grand Avenue interchange near the I-380 interchange. Work may include shoulder modification, ramp modifications and interchange modifications to accommodate an extra lane. Work will be phased.”~~
  - b. **Cost and Funding** >> *How much does this project/program cost?*  
~~\$365~~ 534 (millions)
  - c. **Schedule** >> *By when is the project/program anticipated to open?*  
~~2020~~ 2021
  
- 2) Change the cost of the Cost Contingency and Financing Project (RTPID 17-10-0016):
  - a. **Cost and Funding** >> *How much does this project/program cost?*  
~~\$621~~ 452 (millions)

No other changes or revisions are proposed in this amendment.

### 3. Comments & Response to Comments

In accordance with MTC’s public participation plan, MTC and ABAG released the Draft Amendment to Plan Bay Area 2040 for a 30-day public review and comment period, beginning January 22, 2018, and closing February 21, 2018. Opportunities to comment were publicized via MTC’s website, email notifications, and a news release. The following is a list of the public comments submitted to MTC along with staff’s responses to these comments.

No.	Name	Agency/Organization	Dated	Response
1	Gladwyn d’Souza (Chair)	Loma Prieta Transportation Committee, Sierra Club	Email 2/14/2018	Response #1
2	Ben Tripousis (Regional Director) Mark A. McLoughlin (Director of Environmental Services)	California High-Speed Rail Authority, Northern California Regional Office	Mail 2/16/2018	Response #2

## RESPONSE #1

The Sierra Club submitted four comments regarding the proposed amendments, below:

***Comment 1: if the lanes are constructed, will that help to make the Sustainable Communities Strategy more successful, or less so? The simultaneously released new Transportation-Air Quality Conformity Analysis implies no.***

The Addendum to the Final Environmental Impact Report for Plan Bay Area 2040 (Addendum) discloses potential environmental impacts of implementing the Amendment to Plan Bay Area 2040. Table 10 of Section 4.3, "Climate Change and Greenhouse Gases" of the Addendum discloses the amended Plan's ability to meet the region's per-capita greenhouse gasses (GHG) emissions reductions for cars and light duty trucks set forth by Senate Bill 375. This table ("Table 10") discloses that the amended Plan meets SB 375's per-capita reduction targets for 2020 (7%) and 2035 (15%). The amended Plan does not perform as well on the 2020 reduction target as the EIR had presented (9% vs 14% reduction); however, that difference is attributed to correction of an error and not related to the amendment. It is important to note that both the amended and adopted Plans meet the region's 2020 and 2035 SB 375 per-capita GHG emissions reduction targets from cars and light duty trucks.

The Transportation-Air Quality Conformity Analysis for the Amended Plan Bay Area 2040 and Amended 2017 Transportation Improvement Program (TIP) is conducted to ensure federally funded or approved highway and transit activities are consistent with ("conform to") the purpose of the state air quality implementation plan (SIP). Conformity to the purpose of the SIP means that transportation activities will not cause or contribute to new air quality violations, worsen existing violations, or delay timely attainment of the relevant national ambient air quality standards (NAAQS). This conformity analysis is a regional emissions analysis and applies to federally designated nonattainment and maintenance area for the transportation-related NAAQS criteria pollutants: ozone, PM2.5, PM10, carbon monoxide, and nitrogen dioxide. The conformity analysis does not include GHG emission results and/or inventories and, therefore, makes no implication about the amended Plan's ability to meet GHG reduction targets.

***Comment 2: if the lanes are constructed, will regional Vehicle Miles Traveled increase, remain constant, or decrease? The EIR for the 101 expansion forecast a 1% increase in the corridor which is business as usual.***

The Addendum to the Final Environmental Impact Report for Plan Bay Area 2040 (Addendum) discloses potential environmental impacts of implementing the Amendment to Plan Bay Area 2040. As disclosed in Table 3 of Section 4.1, "Transportation" of the Addendum, the amended Plan's impact to regional traffic metrics, including Vehicle Miles Traveled (VMT) and VMT per-capita, are slightly reduced relative to the adopted Plan (191,503,300 vs 191,528,600 regional average daily miles of travel). However, the difference (0.01%) in regional VMT between the amended and adopted Plans is negligible and is in essence the same relative to baseline conditions.

Similarly, the Transportation-Air Quality Conformity Analysis also includes regional VMT estimates as a result of the amended Plan and amended TIP as inputs into the emissions model. These regional VMT estimates also show a 0.01% reduction in VMT in the 2030 analysis year and a 0.05% reduction in the 2040 analysis year relative to the adopted Plan.

***Comment 3: shouldn't the available funds be used for making the SCS a success? On CCAG the dictum is that Caltrain relieves almost 8-10% of 101 traffic. Caltrain service needs to at least be doubled to make up for the capacity increase "between 4 and 7 percent in just the next three years" forecasted for the lane expansion by Leo Scott, deputy project manager at Caltrans. And tripled to reduce***



***congestion to have a freer flowing freeway for "consistent travel time for carpools and buses". Please consider not building the lanes but instead using some or all of the funds to electrify Caltrain and extended to the Transbay Transit Center in San Francisco. The right of way of the railroad is very close to the right of way of U.S. Highway 101. Would transit ridership increase more with an electrified and extended Caltrain than with the construction of the freeway lanes?***

As previously mentioned, both the amended and adopted Plans exceed the region's per-capita GHG emissions reduction targets set forth by SB 375 as evidenced in Table 10 of Section 4.3, "Climate Change and Greenhouse Gases" of the Addendum to the Final EIR for Plan Bay Area 2040. The amended Plan demonstrates it can achieve a 15.6% per-capita GHG emissions reduction from 2005 levels, thereby meeting the reduction target of 15% in 2035.

The electrification of Caltrain has been included in the fiscally constrained transportation investment strategy of the adopted Plan as RTPID #17-10-0008. Likewise, the extension of Caltrain to the Transbay Transit Center was also included in the adopted Plan as RTPID #17-10-0038. Please explore the Final Project Database, <http://projects.planbayarea.org/explore>, for the adopted Plan to learn more.

***Comment 4: instead of freeway expansion, why didn't SCS and VMT considerations in Plan Bay Area 2040 bias the EIR in favor of alternative 3 which was the cheapest: convert an existing general purpose lane to an express lane, allowing free access for buses and carpools (of 3+ people)?***

The Transportation-Air Quality Conformity Analysis nor the Addendum to the Final EIR assessed project level build alternatives. Instead, these technical analyses relied on the assumptions provided by the lead agency(s) implementing the project. Build alternatives were assessed in the project's environmental analysis. These amendments to the Plan and to the TIP seek to reflect the preferred alternative of the project level environmental analysis, and to determine whether the preferred alternative would be consistent with ("conform to") the purpose of the state air quality implementation plan (SIP), and/or result in the identification of any new or an increase in severity to previously disclosed environmental impacts to the region.

## **RESPONSE #2**

***Comment: The Authority ("California High-Speed Rail Authority") respectfully requests that MTC and local jurisdictions recognize the proposed high-speed rail blended service and how it may interact with the proposed Highway 101 Express Lane project. It is important to note that the Millbrae Station will serve as an important multi-modal connection opportunity for high-speed rail, BART, and Caltrain. Please keep the Authority informed of any ramp modifications at this location that could afford opportunities to improve access to the Millbrae Station.***

MTC and ABAG have staff have shared with Caltrans, the City/County Association of Governments of San Mateo County, and the San Mateo County Transportation Authority the California High-Speed Rail Authority's comment letter.

## **4. Adoption of the Amendment to Plan Bay Area 2040**

Plan Bay Area 2040 and this Amendment to Plan Bay Area 2040, taken together, constitute the complete Plan Bay Area 2040 document. Refer also to the companion technical documents that accompany this Amendment: (1) Addendum to the Final Environmental Impact Report (EIR) for Plan Bay Area 2040, (2) Transportation-Air Quality Conformity Analysis for the Amendment to Plan Bay Area 2040

and 2017 Transportation Improvement Program, as amended by Revision 2017-28, and (3) 2017 Transportation Improvement Program, as amended by Revision 2017-28.

This amendment is scheduled for review and approval of the governing boards of the MTC and ABAG in March 2018. These pending resolutions – MTC Resolution No. 4327 and ABAG Resolution No. 03-18 – approving the amendment will be included for reference as part of the Amendment to Plan Bay Area 2040 (see Attachment A).