

RESEARCH BRIEF:

Lessons from a year of equitable, authentic engagement of young people in long-range regional planning

Metropolitan Transportation Commission–Association of Bay Area Governments University of California, Berkeley Center for Cities + Schools

Horizon Y-PLAN Pilot Partnership







The authors would like to begin by acknowledging the land on which this brief was developed is within the traditional territories of the Yelamu, Huchiun and Chumash.¹

We respect the first inhabitants of the lands that we now know as San Francisco, Berkeley and Los Angeles, and their efforts toward federal recognition.

While this brief is focused on highlighting the learning of a government planning organization's year-long work alongside young people, it would be incomplete if we did not mention the legacy of racial inequity that has left generations without the ability to benefit from intergenerational wealth, upward mobility and education. The planning profession has played a very important role in historically inequitable practices, from redlining and designating neighborhoods as "food deserts," to effectively denying adequate access to parks and green space. This acknowledgement involves responsible leadership that begins to address how governments have and continue to create limited opportunities for people of color, particularly for black and indigenous peoples.

CONTEXT

As planners, our role is to recommend and implement policy decisions that affect entire cities, towns and regions every single day. We help design places so we can enjoy living and working in them. Historically, youth have long been absent from these conversations, because our current systems of governance allow for the "experts" and "professionals" to make recommendations based on scientific models and forecasting; however, the young inhabitants of our cities and towns are experts of a different kind—they have first-hand experience with the projects and programs that adults create and implement, with little ability to affect their outcome. Young people can vastly improve our policy planning efforts. Integrating their excitement, creativity and desire to make things better can invite planners, policy-makers and decision-makers to think differently and risk trying something new that could result in vastly different and improved outcomes.

Government agencies throughout California successfully implement youth programs using several different approaches. Some of these programs include:

- Leadership academies where students competitively apply to learn about civic education, meet government officials and develop local programs to improve their communities
- Conferences that activate youth to share, learn and listen from each other to build networks of connection
- Paid internship opportunities that offer youth exposure to future career paths in public service

Each of these approaches has its own advantages and disadvantages, but they all recognize that we must explore, experiment with and implement youth engagement into governmental project development, design and planning.

Why Did MTC-ABAG and UC Berkeley CC+S Partner Together?

In 2018, the Metropolitan Transportation Commission and the Association of Bay Area Governments (MTC-ABAG), working as one staff under two boards,² knew it needed to engage youth as a part of its long-range planning efforts for the San Francisco Bay Area region. That same year, the organization began a new type of longrange planning process, known as the Horizon initiative.3 The Horizon initiative underscored that the future is incredibly uncertain, and that these uncertainties pose a wide range of challenges for the Bay Area. To move toward a Bay Area that is affordable, connected, diverse, healthy and vibrant for all, new strategies needed to be developed, and we wanted to know what was top-of-mind for Bay Area youth. Meanwhile, the Center for Cities + Schools (CC+S) had concluded a year-long Youth Challenge, embedded within the Resilient by Design | Bay Area Challenge. MTC-ABAG witnessed the final Y-PLAN presentations of the Resilient by Design Youth Challenge in 2018,4 and months later, CC+S and MTC-ABAG collaborated on the Horizon Y-PLAN Partnership Initiative.



PARTNERSHIP BACKGROUND AND OVERVIEW

MTC-ABAG partnered with the UC Berkeley CC+S for the 2018-2019 academic year to conduct a pilot project to inform the Horizon Initiative. The goal of this partnership was to learn how best to engage local youth in K-12 schools to better understand "The Future of Schools" in the Bay Area region. Leveraging a methodology called to generate youth insights deepened the outreach efforts of the Horizon initiative by ensuring the inclusion of students from all nine Bay Area counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma). By reaching those young people in their public school classrooms—one of the few remaining institutions charged with serving all youth—and by incorporating the vision of diverse youth into long-range planning for the region they will inherit, this partnership deepened the Horizon commitment to plan for a more equitable Bay Area—for everyone. This pilot year demonstrated the power and possibility of over 350 young people across K-12 analyzing and planning for the future. If done right, this figure could be expanded to 3,000 or more if brought to the system-building level of school districts and local educational agencies.

Process and Methodology

Y-PLAN (Youth - Plan, Learn, Act, Now!) is a unique, award-winning educational strategy and action research initiative that empowers young people to tackle real-world problems in their communities through project-based civic learning experiences. Based at the UC Berkeley Center for Cities + Schools, Y-PLAN has engaged thousands of young people, schools, teachers and civic partners around the globe over the last two decades.

MTC-ABAG's Horizon initiative was the agency's first comprehensive Bay Area planning effort to look not just at transportation and housing but also economic development, resilience and the effects of emerging technologies. Topics explored included autonomous vehicles, rising sea levels and climate change, earthquakes, economic booms and busts, political volatility, and other external forces likely to fundamentally alter the Bay Area by the year 2050.

Across all nine Bay Area counties, students in grades 4-12 (or "Student Scholars") worked within their public school classrooms with undergraduate and graduate student "mentors" from UC Berkeley and with city and regional planners. They implemented the five-step Y-PLAN research methodology, which has been developed over 20 years with educators, planners, academics and students.

THE Y-PLAN ROADMAP College, career and community readiness... Looking Forward and Back Reflect on successes Maximize impact Into Action Letter to client Prepare presentation Start Up Making Sense College essay Action Plan of the City Gather inspiration Find our strengths Brainstorm Ideas Identify the challenge Map neighborhood Building healthy, equitable and joyful cities... Meet the client Create a roadmap

The students tackled the following project question posed by MTC-ABAG (their "Civic Client"):

Considering impacts to and from transportation, land use and housing, economic development, and resilience, how can Bay Area schools and communities thrive in the year 2050?

Students collected primary source data through neighborhood mapping, surveys and interviews; conducted secondary source research of best practices; analyzed their current conditions; met with city and regional planners and leaders to discuss their ideas; generated proposals for change; and presented their recommendations to city and regional leaders. One of the fundamental components of the Y-PLAN work is the collaboration between young people and professional city planners, forming an intergenerational community of practice. In this process, everyone learns from each other, breaking down traditional silos of power and decision-making.

Over the course of the school year, the project was implemented in a variety of schools and grades—from comprehensive 9-12 high schools and charter middle schools to English as a second language programs, career pathways, and elementary schools—with varying degrees of interaction, ranging from semesterlong projects to two-day workshops. It is also important to note that the vast majority of participating schools and students came from low-income communities with high percentages of students receiving free and reduced lunches. This pilot year demonstrated the power and possibility of over 350 young people across K-12—the vast majority of whom were low-income students of color—analyzing and planning for the future. Students from all nine Bay Area counties showcased their work at the Y-PLAN Regional Policy Summit at UC Berkeley on April 25th, 2019, where more than 150 student representatives convened with nearly 100 adult allies responsible for planning in their cities and region to share their ideas for a more resilient and inclusive future.

STUDENT RECOMMENDATIONS FOR CHANGE

Overall, through the Horizon Y-PLAN Pilot Partnership analysis of regional data collected from classrooms across the nine counties, students offered distinctive ideas and identified priorities and strategies for the year 2050 that aligned well with Horizon's five Guiding Principles: making the Bay Area more **affordable**, **connected**, **diverse**, **healthy and vibrant**. From the beginning of the partnership, students around the region supported this vision of the Bay Area, as it gave them hope for a more inclusive and resilient region. Throughout the process, students grounded these principles within their lived experience, while pulling from professional practice to develop tangible solutions for our future. With each proposal and policy recommendation, students grappled with potential challenges and opportunities with a healthy mix of skepticism and optimism.

Meaningful outcomes and recommendations described below were only possible after we paused, and listened to the hard and often confusing, difficult and humbling realities of their personal and lived experiences in corners of the Bay Area that adults in power rarely visit, recognize or honor. As students across the region considered this project question, the following four regional responses emerged across the four topic areas:

Student Recommendations: General Themes

Transportation

Housing and Land Use

Our schools and communities will thrive in 2050 if new transportation technologies foster greater independence for young people by providing them with safe, reliable and equitable access to opportunities within their schools, their cities and the region.

In the face of increasing displacement in many local neighborhoods where students live/have lived, K-12 students are increasingly commuting from across the region to attend their same schools. This distributed network of young people is likely to increase alongside the projected growth across the region.

Our schools and communities will thrive in 2050 if we build more affordable, safe, resilient housing for families and teachers located near schools, high-quality amenities and transit that prioritizes the needs of existing residents.

Students call for higher density housing and physical and social housing design innovations that can meet the needs of multi-generational families. Students speak of a desire for an equitable distribution of housing, emphasizing notions of "share your space" and asking why small families and single people seek large spaces they do not fully utilize, relegating larger low-income families to overcrowded conditions.

Resilience

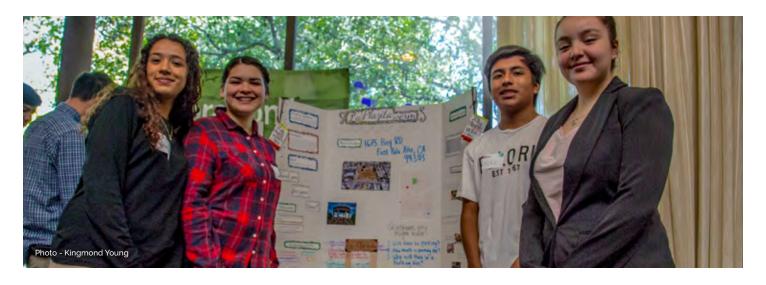
Economic Development

Our schools and communities will thrive in 2050 if regional leaders take immediate and equitable climate action now to preserve our future, while simultaneously recognizing students as essential actors and their schools as critical infrastructure in climate change policy.

Young people and schools are often on the front lines of climate disasters around the region and want to be part of future planning and engagement. They see themselves and their school facilities as untapped assets to climate change innovation and seek to be part of the larger regional narrative. They are proactive and prevention-focused, rather than driven by crisisto-crisis response.

Our schools and communities will thrive in 2050 if school districts and cities provide equitable access to economic opportunities through college and career readiness and integration of technology in the classroom, successfully preparing them for well-paying jobs now and in the future.

Students seek to align long-range planning processes to public school policy innovations that recognize the need for more educational options. Students' everyday life and "real world" relationships must be linked to school curriculum and pedagogical practices. This is essential to equitably prepare the workforce of the future.



AREAS OF STRATEGY AND PRIORITY ALIGNMENT

Areas of Alignment between Y-PLAN Recommendations and Existing Horizon Strategies

Many youth identified strategies mirroring the current direction being explored by regional planners at MTC-ABAG. The chart below highlights these areas of alignment within transportation, economic development, housing and resilience planning—where students and professionals are proposing the same or similar strategies.

Transportation

- Improve sidewalks and prioritize the safety of pedestrians and cyclists; paint bike lanes green
- Increase connectivity with a regional network of shared scooters + bikes
- Create one low-cost multi-use pass for equitable access to all transportation modes for students that live far away from school

Housing and Land Use

- Add affordable, multi-unit housing in areas close to schools to accommodate families
- Integrate housing and other resources (e.g., libraries + housing, museums + housing) to increase housing stock and reduce traffic
- Increase residential zoning height limits to allow for additional housing to be built up, instead of out, and encourage homeowners to build two new units: one rented at market rate and one affordable

Resilience

- Make housing affordable with "Green Affordable Housing Projects," including rubber houses built with recycled materials and shipping containers that can be turned into modular or stackable housing; encourage the use of more natural materials like bamboo
- Tap into existing knowledge in places with experience dealing with wildfires and floods, and leverage that to inform all communities now and in the future

Economic Development

 Develop a small loan program offering training services to promote and support youth entrepreneurship



AREAS OF STRATEGY AND PRIORITY INNOVATION

Youth Innovation through Y-PLAN Horizon Partnership

In other cases, the Y-PLAN Student Scholars brought fresh ideas to the table through their Y-PLAN projects. The following chart identifies strategies proposed by the students that fit thematically within the goals of Horizon but bring new insight and emphasize different priorities.

Transportation

- Double-decker buses with solar panels and hydrogen and hybrid buses
- Increased frequency and accurate, real-time schedule displays
- Ensure that transportation modes enjoyed in one part of the region exist throughout the region
- Beautify the bus stops, streets and surrounding community

- Upgrade local bus stops with technology like WiFi hotspots and solar-paneled shelters that equitably protect riders from the elements
- Develop a network of pedestrian tunnels that are made of clear plastic and are retractable (the rain tunnel folds into the sidewalk and opens on rainy days over sidewalks and bike lanes)

Housing and Land Use

- Build capsule buildings, much like "pod hotels," for low-income residents. Affordability of designated units for local residents would be maintained by increased revenue from market-rate pods for tourists. Common areas would provide additional spaces for residents (kitchens, gathering spaces, gardens, etc.)
- Urban planners need to collaborate with educators to adjust the number of local public schools in response to housing displacement and population shifts, while increasing the quality of educational programs where youth live
- Create shared community gardens or urban farming spaces where residents can grow their own food or have access to this healthy produce within walking distance of their homes
- The future must ensure safety for all residents in all communities. If there is no way to ensure safety, we must make houses out of bullet-proof materials, particularly the windows and doors

AREAS OF STRATEGY AND PRIORITY INNOVATION (CONTINUED)

Youth Innovation through Y-PLAN Horizon Partnership

In other cases, the Y-PLAN Student Scholars brought fresh ideas to the table through their Y-PLAN projects. The following chart identifies strategies proposed by the students that fit thematically within the goals of Horizon but bring new insight and emphasize different priorities.

Resilience

- Better prepare schools to support their communities during a climate change event or emergency, and designate areas at schools to operate as evacuation or cooling centers during heat waves, earthquakes or fires
- Build a bunker under the school to protect from natural disasters and school shooters
- Provide emergency preparedness classes to raise awareness among students and their families
- Minimize preventable disasters by moving electric wires underground and building more wind turbines, solar panels, hydrogen buses and electric cars to work toward a more environmentally friendly future
- Improve quality of life during inevitable climate change-related events by building indoor playgrounds at schools and having masks, air conditioning and air purifiers available for all students if needed

Economic Development

- Improve access to jobs with good wages, and encourage creative hiring practices to protect workers from needing multiple jobs and from fear resulting from legal status
- Include cutting-edge technology throughout public schools, starting young, to make sure that all students learn how to use the technologies of today to prepare them to innovate new technologies in the future
- When adding affordable housing in vacant buildings to house homeless people, allot space for grocery stores and other amenities, and reserve jobs in them for local residents already living in the affordable units

"Working on this Y-PLAN project this year really made me look at the area around me and the community I live in to learn about the concerns of people and how I can have an impact for the future....I hope that one day I can work in this arena, as I had never considered it before."

-Y-PLAN Student Scholar

SHARED LEARNINGS AND INSIGHTS: CENTER FOR CITIES + SCHOOLS (CC+S)

Y-PLAN celebrates its 20th anniversary in 2020. Over the course of two decades, Y-PLAN has evolved from a single project in one Oakland classroom to a global initiative engaging young people in planning vibrant, equitable and joyful cities. The partnership with MTC-ABAG introduced several firsts for CC+S. For the first time, students in all nine Bay Area counties tackled Y-PLAN projects. For the first time, all projects were both longrange and regional, pushing students beyond both the here and the now. And for the first time, this network of long-term, regional projects occurred simultaneously, intentionally contributing to the larger planning landscape of the Bay Area. These firsts converged to yield three major insights about the power of partnering young people and schools with city and regional planners to imagine a brighter future, together.

Young people repeatedly expressed that the MTC-ABAG planners with whom they interacted opened their eyes to new career options and made them feel "heard."

All Y-PLAN Civic Clients engage with young people throughout the process, and the extent of that engagement can vary. MTC-ABAG committed to ensuring deep engagement of planners throughout the project and offered important innovations to the project. They created an introductory video to bring context to the project for the students, visited all Y-PLAN Horizon classrooms across the region multiple times, and participated in the Y-PLAN Summit at UC Berkeley to listen and engage with young people around their final recommendations. They also conducted a Virtual Y-PLAN Roundtable with selected student leaders to reflect on the process in a collaborative and interactive fashion. Through the depth of their

engagement, MTC-ABAG planners exposed young people, many of whom were low-income young people of color, to career opportunities in fields that currently suffer from a lack of diversity overall, including urban planning, design, architecture and engineering. This lack of diversity and inclusion is evident when in "a 2018 survey conducted by the American Planning Association [APA], only 13 percent of APA members identified as Black, Hispanic, or Asian/Pacific Islander combined."5

MTC-ABAG representatives listened to the stories, experiences and recommendations of the young people, and the young people largely left the project knowing that even if their specific proposal isn't implemented, adults with power heard them, showed interest, and cared about what was being shared. Several different planners—representing a variety of experiences, current roles, and backgrounds—assisted in classrooms or final events, reminding government staffers that the projects they are working on have huge implications for younger generations.

By the culmination of this pilot, all participants developed new appreciation of the challenge and importance of connecting daily lived experience to long-term regional planning.

Planning at a regional scale offers greater potential for equity than planning at a city level alone, yet the very concept of a region is amorphous to most young people. Before feeling ownership of a region, they must grapple first with their place in their immediate surroundings: their home, their block, their neighborhood, their school, their city—and only then, their region. The difficulty of asking students to consider regional implications without guiding them through each of those scales emerged as a challenge during the project. However, the potential benefits of bringing young people from across the region together to understand that they're grappling with shared challenges was equally powerful. This is especially

critical in under-resourced communities who truly bear the brunt of deepening levels of regional inequities. However, the opportunity to connect the city, county and region together is a potential untapped source of inspiration, and a serious need as we work to build connection between these different levels of government and services.

Similarly, the long-range scope of this project proved both challenging and critical. When young people lack the knowledge and understanding of the amount of time it takes for city and regional change to occur—and the patience for those processes—it becomes essential to build in incremental improvements they can see in the shorter-term.

Despite these challenges, by the end of the project it was clear to all participants that it is essential to engage young people in planning the future region they will inherit. It is thinking both strategically and pragmatically. Youth inclusion means thinking both strategically and pragmatically.

All participants learned from each other, including students and professionals—resulting in a powerful intergenerational experience.

Young people bring energy and a different level of lightheartedness to planning processes. Planners often take their roles very seriously throughout the lifecycle of any project. Working alongside young people was a unique process to the many involved. Y-PLAN Student Scholars shared unique lived experiences and personal stories that made the process enjoyable. The youth scholars are also passionate and care deeply about this process, as they are planning a future for themselves, their families and their friends. Through the course of professional education and into the working world, planners often maintain a professional distance, while many young people do not. Young people operate in another creative space that professionals cannot often access. Their ideas and insights are fresh, their experiences and stories are powerful, and their energy reshapes the entire process.



SHARED LEARNINGS AND INSIGHTS: MTC-ABAG

After the pilot year, the staffers at MTC-ABAG asked ourselves—now what? With the breadth and depth of information that we received, we are struggling to figure out what to do. Considering that this was the agency's first time engaging with young people in this very different way, we needed to give ourselves some time to think and reflect on everything that had been completed and collected. Taking the time to pause and think is extremely valuable; it is easy for government agencies to go out and "consult" every quarter, which can lead to burnout for staff and for the very people that we are trying to support. And realistically, there is simply no way that we can address everything raised by the insightful Student Scholars. We have to be strategic and thoughtful. So, in the spirit of learning, below are highlights of what we gained through the MTC-ABAG and Y-PLAN collaboration, broken down in short-, medium- and long-term changes.

SHORT-TERM

Youth recommendations are grounded in their lived experiences and perspectives.

Well over 350 students participated in our pilot year of learning and developed over thirty hyperlocal examples of what they would like to see changed in their neighborhoods. Because the work portfolio of MTC-ABAG is more regional in scope, we are wrestling with understanding the local examples and their regional implications. This speaks to accepting that the process of learning is a messy one. The responses we received from students did not fit into discrete boxes. Youth do not necessarily think in compartmentalized, systemized ways, as we often try to do as government planners. We heard an invitation to work more deliberately with local and county teams in our project development something that we can always improve on.

Continue to engage with younger audiences on social media channels and beyond.

MTC-ABAG continues to expand our relevance to online audiences, particularly because we know that younger audiences use social media. As a result, for the launch of Plan Bay Area 2050 in 2019, we wanted to bring younger audiences into the conversation. We launched a digital engagement tool called Mayor of Bayville for people to play on their mobile and computer devices. We used various channels, including the established MTC-ABAG Facebook, Twitter and Instagram accounts, and ventured into new terrain with Snapchat to try to tap into the minds of thousands of Bay Area young people. We are currently analyzing the findings from this exciting new online engagement strategy.

MEDIUM-TERM

Set up systems to integrate youth voices and educational institutions into MTC-ABAG's continued work in the region.

It was loud and clear: the time is now to integrate student voices into our governmental systems. Students face current challenges and inequities firsthand. They are asking,

"Will the Bay Area include us in 2020, let alone in 2050?"

We want to be responsible and responsive to this need. By creating space in our current systems for youth voices, we would support the continued development of youth in our region, while also opening up our leadership to listen, mentor and support future generations. MTC-ABAG is definitely thinking creatively about how we can expand our role in this area.

Government agencies need to address the extent of the current housing, transportation and health crises and their negative impact on youth and the future of schools and learning.

Our region is divided between the haves and have-nots. Some Bay Area residents can afford flashy modern housing and new transportation technologies, whereas others, including Y-PLAN Student Scholars and their families, live in cramped, unsafe and unstable housing, struggling to afford rising rents and longer commutes. The gap between the disconnected realities of these two groups will only keep widening unless we begin to understand fully the extent to which our living conditions vary. Planning for a more equitable future requires us to address social and environmental justice concerns now, concurrently.

LONG-TERM

Schools will serve multiple purposes in 2050.

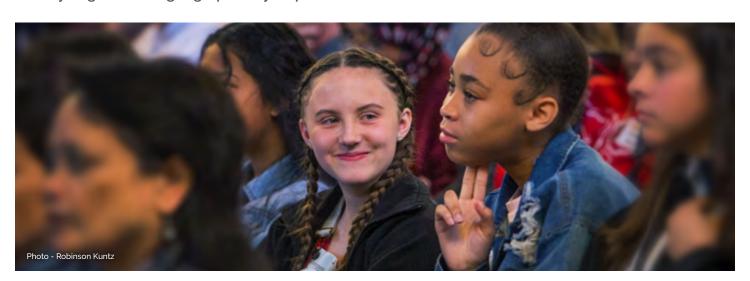
As we think about the workplace of the future, we must remember that schools will also be transformed by new technologies and altered landscapes. The education of our young people is likely to grow more geographically dispersed due to technological advances. School sites of the future are likely to be networks of students and schools that are more geographically distributed throughout the region. How, then, will they respond to both regional and more local community concerns? How we think about this implication as planners will be critically important.

The sharing era has arrived.

Inspired by multi-modal transportation options, including modern carpooling through UberPool, bikeshare and other apps, students foresee 2050 daily life as more community-oriented in terms of transportation, housing, schools and public spaces. They challenge current norms of individual households, property and resources and seek to replace isolation and competition with connection and community—challenging planners, policymakers and decision-makers to explore how regions will grow and function accordingly.

"We're transformed by the creativity of young people through this process—they remind us of our ability to dream. All too often we get fixated on the rules, regulations and constraints of today, which makes it harder to plan for a better tomorrow. Dreaming is such an important reminder to our work."

-Dave Vautin, MTC-ABAG



CONCLUSION

The future of cities, towns and entire regions will require local government to engage with young people, as the youth of today will inevitably inherit our land-use decisions, both good and bad. As government agencies, it is important to look to our youth, as they will be the leaders of tomorrow. It is our hope that the different youth approaches explored by Y-PLAN serve as inspiration to what local governments can do. The Horizon Y-PLAN Pilot Partnership was an exciting, exploratory year in which students around the region grappled with the future of schools and their communities. and CC+S and MTC-ABAG worked together to find ways to integrate youth voices into long-range regional planning.

While Y-PLAN works with all young people regardless of income or socio-economic status, it is important to reiterate that the vast majority of participating students in this pilot came from low-income communities with high percentages of students receiving free and reduced lunches. In policy partnerships such as this, it is important to recognize and honor the important and unique opportunity of engaging with young people furthest from opportunity and most often overlooked. In truth, with growing levels of regional inequality and displacement, it is these young people and families with the most to lose—and gain—through their active and valued participation in long-range regional planning processes such as Horizon/Play Bay Area 2050.

Looking ahead, MTC-ABAG can integrate the recommendations presented by youth into its regional work. Coupled with this aim is a new agency plan, under a new Executive Director, to integrate equity into all aspects of our work in the region. In October 2019, MTC-ABAG's current Executive Director, Therese McMillan, introduced the Commission and the ABAG Executive Board to the agency's new Equity Platform, an effort modeled after a similar platform at Los Angeles Metro that proposes to integrate equity into all our internal and external policies and practices.7 As Ms. McMillan stressed, the equity platform is

not a program that has a discrete beginning or end; it is ongoing and will transform all agency systems, departments and programs. It will significantly affect how MTC-ABAG plans, funds and finances projects throughout the nine Bay Area counties.8 The agency is in the nascent stages of implementing its Equity Platform, and the manner and timeline in which its goals will be realized remains to be seen. This project lines up with the Equity Platform, and it is our hope that it will create more space for engagement with the youth who represent the future of the region, along with a commitment to engage with other historically under-represented groups within the walls of government agencies throughout California, paving the way for more institutional equity in the nation and the world.

"Only when we can work alongside each other, young and old, to address some of the most pressing inequities of today, can we begin to visualize the world that is possible for our collective future."

> -Therese McMillan. MTC-ABAG Executive Director



ENDNOTES

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ACKNOWLEDGEMENTS

We would like to recognize MTC-ABAG management that had the vision to cement the Y-PLAN partnership, particularly Alix Bockelman and Matt Maloney.

Special thanks to all of the MTC-ABAG staff and interns and Y-PLAN team including Neha Bazaj, Raleigh McCoy, Myrna Ortiz Villar, Tira Okamoto, Anup Tapase, Selena Perez Tejeda, Dave Vautin and Ursula Vogler for their energy, time and commitment on this inaugural project.







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