

**Plan Bay Area 2050: Draft Blueprint – Strategies**

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- Subject:** Approval of proposed strategies for integration into the Plan Bay Area 2050 Draft Blueprint, which will be analyzed further this winter with findings to be released in spring 2020 for further public feedback and policymaker refinement.
- Background:** Building upon the evaluation of strategies and investments from the predecessor Horizon initiative, the upcoming phase of Plan Bay Area 2050 will involve analyzing a Draft Blueprint, comprised of key strategies for transportation, housing, the economy, and the environment. The strategies analyzed should align with the overall vision for Plan Bay Area 2050 to create a *more affordable, connected, diverse, healthy, and vibrant Bay Area for all*.
- Over the course of the fall, staff held public outreach events that attracted thousands of Bay Area residents, engaged with thousands more online through the *Mayor of Bayville* tool, and conducted strategy workshops with a diverse range of stakeholders on each topic area of the Draft Blueprint. The Commission and Executive Board also held a workshop to discuss critical questions related to Blueprint strategies; feedback from these engagement activities has been integrated into this proposed path forward.
- Issues:** Plan Bay Area 2050 must meet a range of federal and state requirements. First, the Plan must be **fiscally constrained**, which means that strategies and investments included must be possible to fund using reasonably-anticipated monies. Second, under Senate Bill 375, the Plan must meet or exceed a recently-increased **greenhouse gas emissions reduction** target. Third, the Plan must **accommodate housing growth at all income levels**, with the parallel Regional Housing Need Allocation (RHNA) process being consistent with the ultimate Plan growth pattern. Failure to achieve any of these requirements could result in the Plan not being approved by federal or state agencies, which would lead to transportation funding consequences for the Bay Area.
- Recommended Strategies:** Staff recommend further analysis of 25 strategies, clustered under nine themes, as part of the Draft Blueprint; additional details are provided in **Attachment B**.
1. **Maintain and Optimize Existing Infrastructure.** Continue the region’s “Fix It First” policy, while optimizing the region’s transit systems through fare integration and seamless payments and advancing means-based pricing on select freeways to reduce emissions and traffic congestion.
  2. **Create Healthy and Safe Streets.** Upgrade local streets to complete streets with safe pedestrian and bicycle infrastructure to encourage more non-motorized trips, while reducing speed limits to advance Vision Zero across the Bay Area.
  3. **Enhance Regional and Local Transit.** Within fiscal constraints, advance highly-resilient transit projects identified in the Horizon Project Performance Assessment, as well as a New Transbay Rail Crossing identified as the highest-performing rail expansion line (*only included in one version of Blueprint*).
  4. **Spur Housing Production and Create Inclusive Communities.** Allow a greater mix of housing types and densities in Priority Development Areas, Transit-Rich Areas and High-Resource Areas, while reducing barriers for new development and transforming aging malls, office parks, and underutilized public land.

5. **Protect, Preserve, and Produce More Affordable Housing.** Directly fund protection, preservation, and production of new deed-restricted affordable housing units, while simultaneously increasing inclusionary zoning requirements and further strengthening renter protections.
6. **Improve Economic Mobility.** Support strategies to enable a growing middle class, including childcare subsidies for low-income families, incubator programs in economically-distressed communities, and protections for existing industrial lands that serve as key middle-wage job centers.
7. **Shift the Location of Jobs.** Use a combination of zoning and fees to tackle the region's jobs-housing imbalance, encouraging more job growth in housing-rich and transit-rich places (in coordination with housing strategies to shift housing production to job-rich locations).
8. **Reduce Risks from Hazards.** Adapt the vast majority of the Bay Area's shoreline to sea level to protect existing communities and infrastructure, while providing means-based financial support to retrofit aging homes.
9. **Reduce Environmental Impacts.** Maintain the region's existing urban growth boundaries through 2050, while simultaneously partnering with public and non-profit entities to protect high-value conservation lands. Further expand the Climate Initiatives Program to drive down greenhouse gas emissions.

*Other important strategies, including those related to express lanes, express buses, and commuter rail systems, require further refinement with collaboration with partner agencies this winter. Based on agency commitments to scope refinements, complementary strategies, and funding commitments, additional strategies can be integrated into the Final Blueprint this spring.*

In addition to advancing the Guiding Principles of Plan Bay Area 2050, the strategies above have been refined with expanded equity provisions in recent months:

- **Transportation:** Fare integration would yield significant benefits for lower-income transit riders, while means-based tolls would be capped for lower-income residents to ensure that everyone has access to opportunities across the Bay Area.
- **Housing and Economy:** Integration of High-Resource Areas, paired with prioritization of affordable housing investments in these locations, will work to combat exclusion and racial inequities across the region, while economic strategies will work to shift job growth closer to Communities of Concern.
- **Environment:** Regional mitigations and funding for sea level rise would be prioritized first for Communities of Concern, and a greater share of home retrofit funding would be provided for lower-income households to make sure benefits accrue to all income levels.

Staff are requesting that the Commission and Executive Board provide direction on the strategies for further analysis in the Plan Bay Area 2050 Draft Blueprint, while recognizing that there is an opportunity for further refinement to these strategies this spring and summer prior to the Final Blueprint phase. Staff will analyze the package of Draft Blueprint strategies and report back on forecasted outcomes in late spring.

**Attachments:**

Attachment A: Presentation

Attachment B: Draft Blueprint – Strategy Descriptions



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## Plan Bay Area 2050 Draft Blueprint: Strategy Descriptions

The Plan Bay Area 2050 Draft Blueprint includes four elements: Transportation, Housing, the Economy, and the Environment. Within each, there are strategies, defined as policies or bundles of investments, clustered under nine categories. All versions of the Blueprint will be fiscally-constrained, meaning that some strategies cannot be included in Blueprint Basic.

### Transportation: Maintain and Optimize the Existing System

- **Operate and Maintain the Existing System**
  - **Description:** Commit to operate and maintain the Bay Area’s roads and transit infrastructure, while ensuring that all Priority Development Areas have sufficient transit service levels. This strategy would emphasize achieving state of good repair for transit assets to advance equity goals. Due to the greater financial capacity in Blueprint Plus (Fix It First), this variant of the Blueprint is able to explore achieving full state of good repair for all asset categories.
    - **Blueprint Basic:** Fully maintain existing levels of transit service, transit asset condition, and local street/highway asset condition. **Funding: \$392 billion**
    - **Blueprint Plus (Crossing):** Fully maintain existing levels of transit service, transit asset condition, and local street/highway asset condition. **Funding: \$392 billion**
    - **Blueprint Plus (Fix It First):** Improve transportation asset conditions beyond today’s levels, reaching a full state of good repair for transit and road assets. **Funding: \$423 billion**
  - **Horizon Analysis:** While existing system operations and maintenance were not evaluated in Project Performance Assessment for Plan Bay Area 2050, asset condition for road and transit assets was evaluated in Project Performance Assessment for Plan Bay Area 2040. Maintaining existing conditions for both road and transit assets proved to be among the most cost-effective projects of all projects evaluated. Achieving a full state of good repair was also cost-effective, though benefits were lessened due to diminishing returns.
  - **Public Feedback:** Operating and maintaining the existing system received predominantly positive feedback during the Pop-Ups, with 96 percent of comments in favor of the strategy. Commenters advocated for increased investment in state of good repair for road and transit assets, as well as increases to existing transit service hours to reduce headways. As one commenter said, “this strategy seems like a must-do.”
  - **Stakeholder Feedback:** Stakeholders at recent Regional Advisory Working Group (RAWG) and Regional Equity Working Group (REWG) workshops also emphasized the essential nature of this strategy. Several stakeholders advised that funding above what was required to maintain the existing system should be directed toward achieving a state of good repair for transit capital assets. As bus transit tends to have the lowest average rider income, it was suggested that achieving a state of good repair for bus assets could be a way to advance equity goals. Additionally,

stakeholders suggested working with transit operators to roll out ZEV buses on routes serving Communities of Concern first as a way to improve air quality and mitigate adverse health outcomes associated with air pollution.

- **Enable Seamless Mobility with Unified Trip Planning and Fare Payments**
  - **Description:** Develop a unified platform for trip planning and fare payment to enable more seamless journeys. This strategy envisions a platform, accessible via smartphone, that allows users to see all of their transportation options - transit, shared bike, scooter, or car, ridehail, etc. - and pay for them from one account.  
**Funding: \$0.1 billion**
  - **Horizon Analysis:** This strategy was not modeled for as part of Horizon, though several case studies of similar programs in Europe were summarized to further the understanding of potential impacts of Mobility as a Service in the Futures Final Report. The case studies found slightly reduced auto ownership and usage rates in program participants. Given the low cost of the strategy and the potential benefits, the strategy was recommended to advance.
  - **Public Feedback:** The strategy was popular with the public, with 96 percent of all comments in favor.
  - **Stakeholder Feedback:** This strategy received positive feedback from stakeholders, some of whom identified this strategy as likely to be provided by the private market and others of whom expressed a preference for having a public agency lead the endeavor. Stakeholders affirmed MTC's stance that implementation of this strategy would need to include venues for loading value to the e-wallet in cash so as to not deny service to residents without a bank card.
  
- **Reform Regional Transit Fare Policy**
  - **Description:** Streamline fare payment and replace existing operator-specific discounted fare programs with an integrated fare structure across all transit operators. The regional integrated fare structure would consist of a flat local fare with free transfers across operators and a distance or zone-based fare for regional trips, with discounts for youth, people with disabilities, and very low-income people.  
**Funding: revenue-neutral due to incentivized growth in transit trips; \$10 billion for means-based fare discount**
  - **Horizon Analysis:** Horizon evaluated the effects of providing free transit to lower-income riders through Futures and found that, while successful in reducing transportation costs for lower-income households, the region's transit infrastructure does not have the capacity to meet the induced demand from such a program. As such, this strategy represents a pivot toward a different mechanism for reducing transportation costs: transit fare integration. MTC analyzed transit fare integration through Project Performance Assessment. The project was one of the highest performers in terms of equity impacts and cost-effectiveness. Implementing an integrated transit fare made transit considerably more attractive, increasing transit ridership substantially.
  - **Public Feedback:** As this strategy was not a Horizon strategy, but rather elevated from Project Performance Assessment, it was not showcased in pop-up workshops with the public in fall 2019.
  - **Stakeholder Feedback:** Stakeholders at the REWG workshop expressed an interest in pursuing transit fare integration over means-based fare discounts as a way to reduce the share of household income spent on transit, identifying transfer costs as the primary issue with transit affordability. RAWG workshop participants also expressed

support for the strategy, though several raised concerns over adverse financial impacts on transit operators due to potential decreased fare revenues or increased operational costs. RAWG participants mentioned integrated systems planning across operators as a complementary future action.

- **Implement Per-Mile Tolling on Congested Freeways with Transit Alternatives**
  - **Description:** Apply a per-mile charge on auto travel on select highly-congested freeway corridors where transit alternatives exist, reinvesting revenue raised in improving transit alternatives on the corridor. Drivers on priced corridors would pay a 15 cent per mile charge during the peak period, with discounts to 5 cents per mile for off-peak travel or carpools with three or more occupants. Express Lanes and toll bridges would continue to operate. **Funding: \$1 billion; revenue: generates an estimated \$25 billion over Plan period**
  - **Horizon Analysis:** Through Horizon, a per-mile tolling program on all freeways in the region was studied as part of the complete package of Horizon strategies. Together, the Horizon strategies were successful at reducing congestion, though peak period congestion did continue to be a problem on many corridors, particularly in Back to the Future. Average commute time decreased slightly, as did auto mode share.
  - **Public Feedback:** As this strategy was flagged for further refinement after the completion of the Horizon initiative, it was not showcased in pop-up workshops with the public in fall 2019.
  - **Stakeholder Feedback:** Stakeholders emphasized the essential nature of reinvesting revenues on the tolled corridor so that paying drivers see benefits from their toll dollars. This includes reinvesting revenues in improving transit alternatives as well as amenities for drivers and carpools, including improvements to freeway pavement conditions.

## Transportation: Create Healthy and Safe Streets

- **Build a Complete Streets Network**
  - **Description:** Enhance streets to promote walking, biking, and other micromobility through sidewalk improvements and 7,000 miles of bike lanes or multi-use paths. This strategy would emphasize Complete Streets improvements near transit to improve access and in Communities of Concern to advance equity outcomes. Investments could also go toward amenities like secure bike parking at rail stations, improved lighting, and safer intersections. **Funding: \$7 billion**
  - **Horizon Analysis:** An earlier version of this strategy that focused exclusively on bike infrastructure resulted in a three percentage point increase in cycling commute mode share by 2050. Transit and auto mode share both declined in about equal proportions when compared to the status quo Futures Round 1 scenario. The project was also evaluated through Project Performance Assessment, where it had a benefit/cost ratio above 1 in all three futures. Additionally, the project was found to advance equity, with lower-income residents receiving a greater share of accessibility benefits. These findings suggest that a micromobility network is highly resilient to future uncertainty.
  - **Public Feedback:** Feedback from the community further supported the Horizon analysis. In Pop-Up Outreach, it received mostly positive feedback, with 88 percent of commenters approving. The strategy was the most commonly selected choice for digital engagement participants, with 73 percent of participants selecting expanded infrastructure as their preferred way to increase rates of active transportation.

- **Stakeholder Feedback:** The primary piece of feedback received during the RAWG and REWG workshops was to increase the strategy’s emphasis on pedestrian safety and comfort, with participants finding earlier iterations of the strategy too focused on infrastructure that supports cycling. Additionally, in the implementation of this strategy, stakeholders suggested concentrating Complete Streets investments in Communities of Concern and near transit to improve station access.
- **Advance Regional Vision Zero Policy through Street Design and Reduced Speeds**
  - **Description:** Reduce speed limits to 25 to 35 miles per hour on local streets and 55 miles per hour on freeways, enforcing speeds using design elements on local streets and automated speed enforcement on freeways. Revenues generated from violation fines would be reinvested in safety initiatives, including education and street design interventions. **Funding: \$1 billion**
  - **Horizon Analysis:** An earlier iteration of this strategy that limited speed limits on local streets in areas designated for growth to 25 mph and all freeways to 55 mph resulted in 70 to 200 fewer fatalities and 180 to 500 fewer serious injuries per year in 2050. For comparison, 400 fatalities and 1,900 serious injuries occurred in the Bay Area in 2016.
  - **Public Feedback:** This was one of the least popular strategies among members of the public. In online engagement, the strategy was selected by 5 percent of respondents as a way to promote active transportation, receiving slightly fewer votes than doing nothing at all. The strategy was bundled with other investments in active transportation infrastructure for Pop-Up outreach, making it difficult to tease out public support in that forum.
  - **Stakeholder Feedback:** Stakeholders recognized enforcement and equity as two key challenges to successful implementation of this strategy. Stakeholders identified design elements like speed bumps and reduced lane widths as key tools in enforcing speed limits in a cost-effective way. On arterials and freeways, automated speed enforcement (ASE) was identified as the most cost-effective solution. Furthermore, research has shown that ASE reduces the rate of racial disparities in ticketing, addressing a key equity concern.

## Transportation: Enhance Regional and Local Transit

- **Advance Low-Cost Transit Projects**
  - **Description:** Complete a limited set of transit projects that performed well in multiple futures and require limited regional dollars to reach fully-funded status. Projects within this strategy had no equity challenges or Guiding Principle flags and had cost-benefit ratios that were above 0.5 at minimum across all Futures. Projects in this category tend to be lower cost projects serving established transit service areas, and include urban bus frequency boosts, BRT enhancements, and ferry projects<sup>1</sup>. **Funding: \$20 billion**
  - **Horizon Analysis:** Project Performance Assessment found that many transit projects struggled to perform well in terms of cost-effectiveness and equity in one or more futures. The projects that did demonstrate resilience across futures tended to be

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<sup>1</sup> Projects include: BART Core Capacity, BART to Silicon Valley Phase 2, Irvington BART, San Francisco Southeast Waterfront Transportation Improvements, Muni Forward, San Pablo BRT, Alameda Point Transit Network, AC Transit Local Service Frequency Increase, E 14th/Mission BRT, and Treasure Island Congestion Pricing. Additional projects will be added during the Final Blueprint phase.

- lower-cost urban bus, BRT, or ferry projects. Many of these projects also performed well in Plan Bay Area 2040.
- **Public Feedback:** This specific strategy was developed based on findings from Horizon; as such, it was not evaluated during the final round of Horizon public engagement. However, members of the public did support transit projects, including BRT and transit modernization projects.
  - **Stakeholder Feedback:** REWG participants acknowledged that the bus and BRT projects evaluated through Horizon would directly serve Communities of Concern and provided minimal feedback on ways to alter the strategy. This strategy was not presented at the RAWG workshop, though RAWG members expressed a preference for transit modernization and frequency boost projects in an exercise designed to inform the investment strategy.
- **Build a New Transbay Rail Crossing**
    - **Description:** Increase Transbay rail capacity between San Francisco and Oakland, while providing benefits for travelers across the Bay Area, through a first phase Crossing project that includes a new Transbay tunnel and new stations in the Market Street/South of Market/Mission Bay area of San Francisco and in Alameda/Central Oakland area of the East Bay. Future phases not included in the Plan Bay Area 2050 may extend rail improvements to other parts of the Bay Area and to the broader Northern California megaregion. This strategy would only be included in Blueprint Plus (Crossing), when sufficient revenues are available for the investment. **Funding: \$50 billion**
    - **Horizon Analysis:** Several Transbay rail crossings were evaluated through the Crossings Perspective Paper and Project Performance Assessment. Two BART crossings and a conventional rail crossing performed well, with benefit-cost ratios at or above 1 in two futures and no equity challenges. Overall, it was rare for a project with such high costs to have the benefits outweigh the costs in Project Performance.
    - **Public Feedback:** This strategy was bundled with other transit modernization and expansion strategies during pop-up outreach. Feedback for transit projects was mostly positive, with 96 percent of comments skewing positive. This strategy was not included in the digital engagement effort.
    - **Stakeholder Feedback:** In an exercise designed to inform the Plan Bay Area investment strategy, RAWG participants tended to include a new Transbay rail crossing only when additional revenues were available (Blueprint Plus). REWG participants did not comment on this strategy.

## Housing: Spur Housing Production and Create Inclusive Communities

- **Allow a Greater Mix of Housing Densities and Types in Growth Geographies**
  - **Description:** Allow a variety of housing types at a range of densities to be built in Growth Geographies - the areas prioritized for new homes and jobs in the Blueprint. The staff recommendation for Growth Geographies, as discussed in a complementary agenda item, includes locally-designated Priority Development Areas (PDAs) and a suite of potential regionally-identified growth areas:
    - All areas within 10 minutes' walk (approximately ½ mile) from high-frequency regional rail stations (BART and Caltrain Baby Bullet stations)
    - *For cities and towns that have designated less than 50 percent of PDA-eligible areas within their boundaries:* Transit-Rich Areas (TRAs) within 10 minutes'

walk (approximately ½ mile) of a rail station, ferry terminal, or bus stop served by a route that arrives every 15 minutes or less during commute hours

- *For cities and towns that have designated less than 50 percent of PDA-eligible areas within their boundaries:* High-Resource Areas (HRAs; defined by the State of California) within 5 minutes' walk of a bus stop that arrives every 30 minutes or less during commute hours

Because the places across the region that meet these criteria vary significantly, specific densities and housing types will be based upon regional and local context. These include the frequency and capacity of transit service, level of job access, and access to opportunity (e.g. High-Resource Areas). Further supportive actions for these geographies will be identified in the Implementation Plan phase, later in 2020.

- **Horizon Analysis:** The impact of focusing growth in the geographies included in this strategy - PDAs, HRAs, and TRAs - were studied as individual strategies in Horizon. In Futures Round 2, increased density and diversity of housing in PDAs and TRAs achieved a focused pattern of growth with greater access to transit, while increasing development capacity in HRAs led to incremental gains in access to opportunity.
  - **Public Feedback:** In both pop-up workshops and via the Mayor of Bayville website, the public was highly supportive of expanding housing opportunities in High-Resource Areas and Transit-Rich Areas. While a limited number of individuals expressed concerns about local control, nearly all comments favored expanding future growth areas for housing.
  - **Stakeholder Feedback:** Stakeholders were also overwhelmingly supportive of focusing housing in TRAs and HRAs in the Blueprint, including areas outside of locally-nominated PDAs. Many stakeholders emphasized the need for a more inclusive growth pattern that spread the responsibility for meeting the region's housing needs more equitably.
- ***Reduce Barriers to Housing Near Transit and in Areas of High Opportunity***
    - **Description:** Reduce parking requirements, project review times, and impact fees for new housing in Transit-Rich and High-Resource Areas, while providing projects exceeding inclusionary zoning minimums even greater benefits. Similar to the previous strategy, details for this strategy will be appropriately calibrated based on regional and local context.
    - **Horizon Analysis:** In Futures Round 2, this strategy was applied uniformly to PDAs, TRAs, and PDA-eligible HRAs. Coupled with the previous strategy, this approach created an attractive environment for new housing across all of the Futures - with 90 percent of growth taking place in these geographies.
    - **Public Feedback:** The vast majority of members of the public - 82 percent of pop-up participants - were supportive of this strategy. Still, it elicited the greatest level of concern among the housing strategies, with participants noting that communities need to continue to be able to provide input on proposed projects that affect their neighborhoods.
    - **Stakeholder Feedback:** Stakeholders emphasized the importance of tailoring this strategy so that its ability to increase the feasibility of development is used in a targeted manner - in particular, to enable affordable housing and to support housing around transit.
  - ***Transform Aging Malls and Office Parks into Neighborhoods***

- **Description:** Transform aging malls and office parks into mixed-income neighborhoods by permitting new land uses and significantly reducing development costs for eligible projects that meet affordability and VMT reduction criteria. Applying this strategy in the Blueprint will involve updating zoning to allow a mix of housing and commercial development in large mall and office park sites more than 30 years old, first prioritizing sites that are in both HRAs and TRAs.
- **Horizon Analysis:** By unlocking a host of large development sites in strong real estate markets, this strategy produced thousands of new units across all three futures without displacing existing residents. Adding robust affordability and VMT-reduction measures would amplify the impact of this strategy.
- **Public Feedback:** This strategy was overwhelmingly popular with the public, with over 90 percent of pop-up participants offering positive feedback.
- **Stakeholder Feedback:** Similar to the public, stakeholders were very supportive of this strategy. Potential refinements identified by stakeholders included ensuring that projects benefited surrounding communities and integrated affordable housing.

### Housing: Protect, Preserve, and Produce More Affordable Housing

- ***Fund Affordable Housing Protection, Preservation and Production***

- **Description:** Raise an additional \$1.5 billion in new annual revenues to leverage federal, state, and local sources to protect, preserve and produce deed-restricted affordable housing for low-income households.<sup>2</sup> This strategy takes a significant step toward closing the gap in housing needs identified in the Draft Affordable Housing Needs & Revenue Assessment; future refinements in the Final Blueprint can integrate ongoing conversations related to advancing AB 1487. To expand affordable housing beyond existing revenue measures, this strategy would be significantly strengthened in Blueprint Plus. Funding can be prioritized based on context-specific needs, such as:
  - Funding for preservation of existing affordable housing can be focused in communities in TRAs with high displacement risk.
  - Funding for production of new affordable housing can be prioritized in communities that are HRAs, with remaining units spread throughout the region to ensure inclusive communities.

**Funding: \$64 billion (in addition to baseline housing funding from Needs & Revenue)**

- **Horizon Analysis:** This strategy resulted in the preservation and production of approximately 80,000 units over 30 years, representing between four and seven percent of all units built in the two high-growth Futures. Additional complementary strategies, such as expansions of inclusionary zoning, may be necessary to further close the gap between existing affordable housing stock and anticipated future needs.
- **Public Feedback:** This was among the most popular strategies with the public, with over 90 percent support at pop-up workshops.
- **Stakeholder Feedback:** Stakeholders were overwhelmingly supportive of this strategy, but offered numerous recommendations to refine the strategy - many relating to the details of program administration, which will be important to consider when developing the Implementation Plan (e.g., providing a regional “one-stop shop” for regional affordable housing funds).

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<sup>2</sup> For the purpose of the Plan Bay Area 2050 Blueprint, this is defined as the lowest quartile of Bay Area households.

- **Require 10 to 20 Percent of All New Housing to be Affordable**
  - **Description:** Require at least 10 percent to 20 percent of new housing developments of 5 units or more to be affordable to low-income households, with the threshold defined by market feasibility, as well as access to opportunity and public transit. Smaller units, such as ADUs and fourplexes, are exempted to increase feasibility.
  - **Horizon Analysis:** By creating an ongoing source of deed-restricted affordable housing, this strategy was the most effective in addressing displacement risk over the 30-year timeframe of the Plan. However, like many of the other housing strategies, the analysis identified that more precisely tuning the strategy for specific geographies could deliver greater benefits to the region.
  - **Public Feedback:** Members of the public were generally supportive of this strategy, voicing strong support for more affordable housing in the Bay Area including through requirements for market-rate developers.
  - **Stakeholder Feedback:** Stakeholders were generally supportive of this strategy, with some concerns expressed regarding the importance of designing the strategy to avoid dampening overall housing production and achieving the desired affordability outcomes.
  
- **Further Strengthen Renter Protections Beyond State Legislation**
  - **Description:** Building upon recent tenant protection laws, limit annual rent increases to the rate of inflation, while exempting units less than 10 years old. This strategy reflects feedback from stakeholders this fall, which challenged MTC/ABAG staff to consider expanding upon recently-passed state legislation (e.g., AB 1482) to protect renters. Units less than 10 years old - the timeframe developers and lenders analyze to determine project affordability - are exempted to reduce the potential for dampening new market-rate development.
  - **Horizon Analysis:** A more limited version of this strategy (modeled based on laws passed in 2019) was effective in slowing short-term displacement pressure, with its impact diminishing over time as rents reset to market levels as new tenants move in. Over a 30-year period, it achieves minimal benefit in reducing displacement - pointing to the need to couple it with strategies that permanently preserve existing, and build new, affordable housing.
  - **Public Feedback:** This strategy was not included in the public engagement process due to the adoption of AB 1482.
  - **Stakeholder Feedback:** Although this strategy was not formally included in stakeholder engagement, it was raised in multiple forums by subject-area experts as an opportunity to go beyond state legislation to more effectively stabilize housing in communities vulnerable to displacement - an outcome not guaranteed by the legislation, which is intended as an “emergency” measure with a ten-year duration.

## Economy: Improve Economic Mobility

- **Expand Childcare Support for Low-Income Families**
  - **Description:** Provide a 50 percent childcare subsidy to low-income households with children under 5, enabling more parents with young children to remain in (or to enter) the workforce. Neither ABAG nor MTC would lead in this strategy’s implementation but the agencies could advocate for supportive policies to be advanced by others as part of future economic development work. Given the high cost to deliver this strategy, it can only be included in Blueprint Plus. **Funding: \$30 billion**

- **Horizon Analysis:** Horizon Futures Round 2 analysis indicated that this strategy has broad benefits, improving career trajectories for women and reducing financial burden for working-class families. Average Bay Area childcare costs are more than \$15,000 per year, which poses a financial challenge, particularly for low-income households already impacted by the Bay Area’s high cost of living. Today, 75,000 Bay Area households with at least one child 5 years old or younger earn less than \$50,000 annually. For households with parents already working the benefit could raise income by 30% or more. For households with a parent not working, the benefit could raise income by 50% or more.
- **Public Feedback:** This was a popular strategy with a nearly 90 percent approval rating at pop-up workshops. Many suggested childcare subsidies be made available to higher income households given the cost of living in the Bay Area and suggested thresholds up to \$85,000 as the eligible income threshold for this subsidy. The public also asked that it be expanded to add after school programs and baseline funding for universal pre-school.
- **Stakeholder Feedback:** This was also a popular strategy with stakeholders, with some suggesting that it should be expanded to cover generations caring for generations, senior care, and disabled care. Stakeholders also recommended that further work should consider the income threshold for this strategy, the level of financial support, any appropriate restrictions to eligibility and how the high cost of such subsidies could be funded.
- ***Create Incubator Programs in Economically-Challenged Areas***
  - **Description:** Fund pre-incubation services or technical assistance for establishing a new business, as well as access to workspaces, and mentorship and financing in disadvantaged communities. This strategy could be combined with both Priority Production Areas and Priority Development Areas in housing-rich locations to encourage job opportunities specifically located in places where future job growth is intended to be focused. Given the high cost to deliver this strategy, it can only be included in Blueprint Plus. **Funding: \$15 billion**
  - **Horizon Analysis:** In Horizon Futures Round 2, job growth continued to occur disproportionately in the West Bay, accentuating the Bay Area’s longstanding jobs-housing imbalance. Residents in East and North Bay communities had less access to job opportunities and upward economic mobility. Incubator programs had very modest benefits in the analysis to date, but staff would note that further refinements including pairing with Priority Production Areas in housing-rich locations could increase efficacy somewhat in the Draft Blueprint.
  - **Public Feedback:** This strategy was very popular with the public, with 97 percent approving. People felt that local businesses were especially important as new businesses that start local tend to hire local, thereby creating jobs and improving opportunities. Potential suggested improvements included expanding the strategy to support and retain small businesses.
  - **Stakeholder Feedback:** Incubators were considered a modest priority for many stakeholders. Some felt that the incubation focus was overblown compared to other features of the labor market, like adequate training, apprenticeships for minority youth, quality education, etc. Connecting incubators to the region’s many community colleges is an idea that could be further considered in the Implementation Plan phase.

- ***Retain Key Industrial Lands through Establishment of Priority Production Areas***
  - **Description:** Implement local land use policies to protect key industrial lands identified as Priority Production Areas, including preservation of industrial zoning. Land use levers could be furthered buttressed by technical assistance, which would be considered further in the Implementation Plan phase.
  - **Horizon Analysis:** This strategy was not assessed in Horizon as development of a pilot program was ongoing in 2018-19.
  - **Public Feedback:** Although this strategy was not featured at the pop-up workshops, other comments on economy strategies suggested that the region should focus on retaining small businesses as well as key industrial areas as both are critical to the region’s economy.
  - **Stakeholder Feedback:** Stakeholders were supportive of this strategy as a way add jobs in housing-rich, but jobs-poor areas. Some expressed concerns that it could be used as an excuse not to build housing. Stakeholders also suggested that PPAs should align with the transportation planning framework for freight and goods movement and that it was important to retain existing vibrant clusters close to transit. PPAs should encourage middle-wage job growth close to housing that is more affordable and should be evaluated as locations for new incubators.

### **Economy: Shift the Location of Jobs**

- ***Allow Greater Commercial Densities in Growth Geographies***
  - **Description:** Allow greater densities for new commercial development in select Priority Development Areas and select Transit-Rich Areas to encourage more jobs to locate near public transit. This strategy may be fine-tuned during the Draft Blueprint phase to ensure that it is supporting both focused growth near transit as well as an aim to shift the location of jobs to more housing-rich places.
  - **Horizon Analysis:** This strategy was not explicitly analyzed in Horizon, but it has been included in prior iterations of Plan Bay Area to successfully enable more growth in PDAs and near public transit.
  - **Public Feedback:** This strategy was not discussed in-depth with the public as part of recent Horizon & Plan Bay Area 2050 public engagement, but prior Plans have identified strong public support of clustering jobs near public transit.
  - **Stakeholder Feedback:** This strategy was not discussed in-depth with the public as part of recent RAWG and REWG workshops, but prior Plans have identified strong stakeholder support of clustering jobs near public transit.
- ***Assess Transportation Impact Fees on New Office Developments***
  - **Description:** Apply expanded county-specific fees on new office development that reflects transportation impacts associated with such development, focusing primarily on new workplaces anticipated to have high employment-related vehicle miles traveled (VMT). Assigned on a per square foot basis, the fee is highest in areas with the greatest VMT per worker and zero in areas with the lowest. The fee revenues incentivize development inside low-VMT job centers.
  - **Horizon Analysis:** This strategy was adopted in Plan Bay Area 2040, and through ABAG/MTC modeling, it has proven effective in incentivizing job growth in low-VMT locations across multiple Futures. The strategy helped to focus over 90 percent of new office jobs in low-VMT areas and generated substantial revenue, ranging from over \$600 million to several billion dollars over 30 years to support new development near

transit. However, it also dampened new office job growth in the North Bay and portions of the East Bay, where long auto trips are more common.

- **Public Feedback:** This strategy was one of the least popular in recent “pop-up” outreach, in part because the strategy was not clearly defined. In response, staff has overhauled the strategy messaging to make clear that this is a fee based on transportation impacts (VMT) of new development which would be paid by businesses or developers. Furthermore, the strategy itself has been realigned to focus on county VMT averages for worker-based VMT to reduce the risk that it discourages growth in the North Bay and the East Bay.
- **Stakeholder Feedback:** Stakeholders noted that a broader suite of economic actions beyond regional impact fees would be necessary to encourage further growth outside of the West Bay and the South Bay; staff recognizes that many of these are not specific strategies but perhaps implementation activities that MTC/ABAG could support or partner to advance following Plan adoption. There was also some concern that this strategy could lead to some employers choosing to relocate jobs outside of the Bay Area.
- **Assess Jobs-Housing Imbalance Fees on New Office Developments**
  - **Description:** Apply a regional jobs-housing linkage fee to generate funding for affordable housing when new office development occurs in job-rich places, thereby incentivizing more jobs to locate in housing-rich places. Funding generated can be used to support affordable housing strategies identified elsewhere in this Draft Blueprint package, but in general, the strategy would be designed to encourage a shift in location of jobs to the greatest extent possible.
  - **Horizon Analysis:** This strategy was not analyzed during the Horizon planning process, but instead it was generated based upon feedback regarding interest in additional straightforward strategies to shift the location of jobs.
  - **Public Feedback:** This strategy was not discussed in-depth with the public as part of recent Horizon & Plan Bay Area 2050 public engagement, as it has been primarily spurred by concerns about solely seeking to encourage growth in lower-VMT locations.
  - **Stakeholder Feedback:** This strategy was not discussed in-depth with the public as part of recent RAWG and REWG workshops, as it has been primarily spurred by concerns about solely seeking to encourage growth in lower-VMT locations. There was also some concern that this strategy could lead to some employers choosing to relocate jobs outside of the Bay Area.

## Environment: Reduce Risks from Hazards

- **Adapt to Sea Level Rise**
  - **Description:** Protect shoreline communities affected by sea level rise, prioritizing areas of low costs and high benefits and providing additional support to vulnerable populations. Due to the need for New Revenues to support much of the anticipated need identified in the draft Needs & Revenue Assessment for resilience, the strategy would be customized for Blueprint Basic and Blueprint Plus:
    - **Blueprint Basic:** Using forecasted revenues, the region could protect only select portions of the Bay Area’s shoreline. With limited existing funds, the strategy would prioritize resources for Communities of Concern, as well as areas of high benefits and low costs. Some areas would be assumed to flood as

sea levels rise. **Funding: \$5 billion** (requires some transportation funding to protect critical freeways)

- **Blueprint Plus:** With new revenues, the region could more fully adapt to sea level rise. Most Bay Area communities and transportation facilities could be protected; this may include protecting SR-37, provided equity mitigation strategies are identified and increased local funding commitments are made. **Funding: \$20 billion**
- **Horizon Analysis:** In Horizon, sea level rise adaptation was studied through three separate strategies: partial adaptation to sea level rise, full adaptation to sea level rise, and adaptation of the SR-37 corridor.
  - In partial adaptation, protective and adaptive approaches were focused in areas with the most significant impacts, including existing communities, sensitive ecosystems, key transportation systems, or areas planned for future growth. Horizon analysis found that a partial, or more limited adaptation approach, could prevent flooding under a three-foot scenario of up to 100,000 housing units, between 100,000 and 200,000 jobs, and many critical infrastructure assets, such as major highways. However, many communities were not fully protected under this strategy, and crucial connective infrastructure like SR-37 went unprotected.
  - Blueprint Basic relies on only a portion of the “partial adaptation” Horizon strategy because existing forecasted revenues were less than anticipated. The adaptation for Blueprint Basic is therefore expected to protect fewer homes, jobs, marsh ecosystems and transportation assets than what was analyzed in the partial Horizon strategy.
  - Horizon also studied a strategy that more fully adapted the region to sea level rise, and a strategy that specifically adapted SR-37 and surrounding ecosystems. More fully adapting to sea level rise protected more communities and expanded wetland restoration efforts. Adapting SR-37 to sea level rise would maintain a critical east-west highway corridor, preserving much faster travel times than any alternative, and opening up a regionally significant opportunity to restore over 15,000 acres of historic marsh.
  - Blueprint Plus could integrate all three Horizon sea level rise strategies, provided equity mitigation strategies are identified for SR-37.
- **Public Feedback:** Public comments have shown broad support for strategic sea level rise adaptation. In fall 2019 pop-up workshops, 90 percent of those surveyed supported adaptation. For comments that supported adaptation, residents wanted to prioritize adaptation for areas with housing, a finding that was complemented by feedback from the Mayor of Bayville website that indicated that a partial adaptation approach based on prioritization would be most appropriate.
- **Stakeholder Feedback:** In recent workshops on the Draft Blueprint, stakeholders prioritized equity. Members agreed that the strategy should focus on Communities of Concern and renters, helping to reduce displacement due to flooding. Additionally, stakeholders sought alignment with the ultimate growth framework, in order to prioritize development only in low-risk areas.

- **Provide Means-Based Financial Support to Retrofit Existing Buildings (Energy, Water, Seismic, Fire)**
  - **Description:** Adopt new building ordinances and incentivize retrofits to bring existing buildings up to higher seismic, wildfire, water and energy standards, providing means-based subsidies to offset impacts. To ease the burden of multifamily and single-family building retrofits, this strategy would prioritize assistance to Communities of Concern as well as for residential dwellings built before current codes. Because this strategy generally requires New Revenues, it can only be included in Blueprint Plus. **Funding: \$20 billion**
  - **Horizon Analysis:** As studied in Horizon Futures Round 2, the Blueprint Plus strategy would provide incentives for earthquake, wildfire, energy, and water retrofit upgrades for older homes constructed before modern codes. Horizon analysis has shown that this strategy - when fully funded - could reduce residential earthquake risk for over 500,000 households. In the modeled scenario with a magnitude 7.0 Hayward earthquake, the strategy saved 50,000 homes and sped up regional recovery. The strategy would support wildfire mitigation measures for over 275,000 at-risk homes in the region, focusing on proven measures like structure hardening and defensible space. The energy and water efficiency measures would reduce carbon emission by roughly 2 million tons, and water use by 12 billion gallons annually.
  - **Public Feedback:** The strategy was one of the most popular strategies with communities. In fall 2019 pop-up workshops, it received the highest proportion of positive feedback out of all strategies, with 97 percent of commenters approving. Comments equally supported all four upgrades: water efficiency, energy efficiency, fire, and earthquake retrofits.
  - **Stakeholder Feedback:** Workshop feedback from recent RAWG and REWG workshops focused on financial assistance and affordability, particularly for vulnerable communities and renters. Examples included providing progressive financing measures for different communities, as well as reducing bureaucratic hurdles that may further burden residents.

## Environment: Reduce Environmental Impacts

- **Maintain Urban Growth Boundaries**
  - **Description:** Using urban growth boundaries and other existing environmental protections, confine new development within areas of existing development or areas otherwise suitable for growth, as established by local jurisdictions. This strategy is consistent with the approach taken in Plan Bay Area, Plan Bay Area 2040, and Horizon. These measures include urban growth boundaries, urban service areas, environmental corridors, slope & density restrictions, stream conservation areas, and riparian buffers. As part of the upcoming Implementation Plan phase, MTC/ABAG staff will continue to work with conservation stakeholders to find ways to further strengthen UGBs as a means to prevent sprawl onto important habitat, agricultural, and recreation lands.
  - **Horizon Analysis:** With this strategy in place, the projected greenfield development from 2020 to 2050 would be 33 to 47 times less than the recent 2000 peak. The reason there is still some greenfield development is that counties and cities have identified limited greenfield areas within the current set of urban growth boundaries (UGBs) that are built out during the planning timeframe.



- **Public Feedback:** Maintaining existing UGBs to restrict urban development on greenfield lands has been an area of agreement among the ABAG and MTC governing boards in past Plan Bay Area cycles. In Horizon, staff opened the door to consider greenfield development as an option. However, staff heard clearly from the public, stakeholders, and elected officials that the Bay Area should remain committed to UGBs as a strategy to protect the environment and reduce urban sprawl, despite the need for new housing. Feedback from the community further supported the Horizon analysis.
- **Stakeholder Feedback:** Stakeholders recognized that maintaining boundaries set by today's UGB policies, as well as encouraging other municipalities to adopt UGBs, is an important strategy in reducing development pressure on the region's open spaces and agricultural lands, particularly lands along the wildland-urban interface. While UGBs are an important conservation strategy, stakeholders emphasized that achieving conservation goals would also require funding and regional support for long-term protection of priority natural and working lands.
- **Protect High-Value Conservation Lands**
  - **Description:** Provide strategic matching funds to help conserve high-priority natural and agricultural lands, including but not limited to Priority Conservation Areas. Conserving the region's biodiversity and agricultural abundance requires additional prioritization and investment for natural and working land acquisition, protection, and management. This strategy would support regional goals for agriculture, open space, bayland and trails, which include a vision of 2 million acres of preserved open space, 100,000 acres of restored marsh, 2,700 miles of trails, and a thriving agricultural economy. Because this strategy requires New Revenues, it can only be included in Blueprint Plus. **Funding: \$15 billion**
  - **Horizon Analysis:** This strategy was not assessed in Horizon, as insufficient resources were available to understand the pros and cons associated with it.
  - **Public Engagement:** This strategy was not included in the public engagement process as it was not a specific recommendation of the predecessor Horizon initiative; however, staff heard broad support from the public for greenfield protection from urban encroachment.
  - **Stakeholder Engagement:** This strategy was added based on feedback from stakeholders and the public, who expressed support for a strategy specifically encouraging conservation of regionally-significant natural and working lands. Equitable access to conserved lands was also a stakeholder priority.
- **Expand the Climate Initiatives Program**
  - **Description:** Expand MTC's Climate Initiative Program, which includes investments in transportation demand management and electrification incentive programs, while simultaneously working with the Air District and the State to reduce greenhouse gas emissions for other transportation sectors. This includes existing strategies (Bikeshare, Targeted Transportation Alternatives, Carshare, Commute Benefits Ordinance, Employer Shuttles, Trip Caps, Vanpools, Regional EV Chargers, Feebate Program Implementation, Vehicle Buyback & EV Incentives Program) as well as new strategies under Climate Initiatives. These could include a policy to shift Transportation Network Company (TNC) miles to electric; strategies to support increased telecommuting; and policies to better manage the supply of parking.



- **Horizon Analysis:** This strategy was not assessed in Horizon; instead, the performance of the various Climate Initiatives, in combination with complementary strategies that also reduce GHG emissions, will be assessed as the Blueprint is developed in 2020. Depending on upcoming analyses, additional policy commitments may be required to reach the 2035 target.
- **Public Feedback:** This strategy was not included in the public engagement process as it was not a specific recommendation of the predecessor Horizon initiative; however, there were general comments expressing the need to address climate change.
- **Stakeholder Feedback:** Feedback from the REWG workshop reiterated that affordability and equitable access to all mobility options and electric vehicle opportunities should be considered in the development of the GHG reduction strategies. Participants in the Environment RAWG workshop indicated interest in more outreach and education and discussed new policy ideas, including mitigating TNC trip emissions, encouraging telecommuting, and managing parking.



**Summary Table: Draft Blueprint Strategy Costs (millions of YOES)\***

Element	Theme	Strategy	Blueprint Basic	Blueprint Plus Crossing	Blueprint Plus Fix It First
Transportation	Maintain and Optimize the Existing System	Operate and Maintain the Existing System	\$392,000	\$392,000	\$423,000
		Implement Per-Mile Tolling on Congested Freeways with Transit Alternatives	\$1,000	\$1,000	\$1,000
		Reform Regional Transit Fare Policy	\$10,000	\$10,000	\$10,000
		Enable Seamless Mobility with Unified Trip-Planning and Fare Payment	\$100	\$100	\$100
	Create Healthy and Safe Streets	Build a Complete Streets Network	\$7,000	\$7,000	\$7,000
		Advance a Regional Vision Zero Policy	\$1,000	\$1,000	\$1,000
	Enhance Local and Regional Transit	Advance Low-Cost Transit Projects	\$20,000	\$20,000	\$20,000
		Build a New Transbay Rail Crossing ( <i>Plus Crossing Only</i> )	N/A	\$50,000	N/A
Housing	Spur Housing Production and Create Inclusive Communities	Allow a Greater Mix of Housing Densities and Types in Growth Geographies	\$0	\$0	\$0
		Reduce Barriers to Housing Near Transit and in Areas of High Opportunity	\$0	\$0	\$0
		Transform Aging Malls and Office Parks into Neighborhoods	\$0	\$0	\$0
	Protect, Preserve, and Produce More Affordable Housing	Fund Affordable Housing Protection, Preservation and Production ( <i>Plus Only</i> )	\$107,000	\$171,000	\$171,000
		Require 10 to 20 Percent of All New Housing to be Affordable	\$0	\$0	\$0
		Further Strengthen Renter Protections Beyond State Legislation	\$0	\$0	\$0
Economy	Improve Economic Mobility	Expand Childcare Support for Low-Income Families ( <i>Plus Only</i> )	N/A	\$30,000	\$30,000
		Create Incubator Programs in Economically-Challenged Areas ( <i>Plus Only</i> )	N/A	\$15,000	\$15,000
		Retain Key Industrial Lands through Establishment of Priority Production Areas	\$0	\$0	\$0
	Shift the Location of Jobs	Allow Greater Commercial Densities in Growth Geographies	\$0	\$0	\$0
		Assess Transportation Impact Fees on New Office Developments	\$0	\$0	\$0
		Assess Jobs-Housing Imbalance Fees on New Office Developments	\$0	\$0	\$0
Environment	Reduce Risks from Hazards	Adapt to Sea Level Rise	\$5,000	\$20,000	\$20,000
		Provide Means-Based Financial Support to Retrofit Existing Buildings ( <i>Plus Only</i> )	N/A	\$20,000	\$20,000
	Reduce Environmental Impacts	Maintain Urban Growth Boundaries	\$0	\$0	\$0
		Protect High-Value Conservation Lands ( <i>Plus Only</i> )	N/A	\$15,000	\$15,000
		Expand the Climate Initiatives Program	\$1,000	\$1,000	\$1,000
<b>Grand Total</b>			<b>\$544,100</b>	<b>\$752,100</b>	<b>\$734,100</b>



**Summary Table: Draft Blueprint Estimated Revenues (millions of YOES)\***

Element	Strategy	Blueprint Basic	Blueprint Plus Crossing	Blueprint Plus Fix It First
Revenue Forecast	Transportation	\$472,000	\$544,000	\$544,000
	Housing	\$107,000	\$171,000	\$171,000
	Economy	N/A**	\$45,000	\$45,000
	Environment	\$2,000	\$51,000	\$51,000
Strategy Revenues	Implement Per-Mile Tolling on Congested Freeways with Transit Alternatives	\$25,000	\$25,000	\$25,000
	Assess Transportation Impact Fees on New Office Developments	<i>Under Development</i>		
	Assess Jobs-Housing Imbalance Fees on New Office Developments	<i>Under Development</i>		
	<i>Additional Project-Generated Revenues (Fares, Tolls, etc.)</i>	<i>Under Development</i>		
<b>Grand Total</b>		<b>\$606,000</b>	<b>\$836,000</b>	<b>\$836,000</b>
<b>Strategy Costs - Revenues</b>	<b><i>Remaining Financial Capacity for Final Blueprint (primarily for transportation strategies, including CTA/local projects &amp; additional regional priorities)</i></b>	<b>\$61,900</b>	<b>\$83,900</b>	<b>\$101,900</b>

\* Costs are draft and subject to change. Blueprint Plus revenues would require new funding sources for Transportation, Housing, Economy, and Environment to be approved by elected officials or by the voters over the next 30 years.

\*\* Unlike for Transportation, Housing, and Environment, MTC/ABAG does not have baseline data for economic development funding across the Bay Area. For this reason, the Economic revenues listed reflect a net increase to fund new regional strategies, as opposed to the total revenues listed for other topic areas.