

Date: April 22, 2009
W.I.: 1121
Referred by: Planning Committee

ABSTRACT

Resolution No. 3893

This resolution approves the Final Transportation 2035 Plan for the San Francisco Bay Area.

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RE: Approval of the Final Transportation 2035 Plan for the San Francisco Bay Area

METROPOLITAN TRANSPORTATION COMMISSION
RESOLUTION NO. 3893

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to Government Code Sections 66500 et seq.; and

WHEREAS, the Metropolitan Transportation Commission (MTC) by Resolution No. 85 first adopted its Regional Transportation Plan (RTP) on June 27, 1973, in accordance with the provisions of Government Code Section 66508; and

WHEREAS, the RTP is subject to review and revision, pursuant to Government Code §§ 66513 and 65080; and

WHEREAS, the last major update of the RTP, called the Transportation 2030 Plan, was adopted by the Commission on February 23, 2005 (MTC Resolution No. 3681) and later amended on May 23, 2007 (MTC Resolution No. 3804) and on December 19, 2007; and

WHEREAS, all prior revisions to the RTP are listed in Attachment A of this Resolution, attached hereto and incorporated herein as though set forth at length; and

WHEREAS, the Transportation 2035 Plan is the latest RTP update, and Attachment B of this resolution, attached hereto and incorporated herein as though set forth at length, is the Draft Transportation 2035 Plan, and

WHEREAS, the Draft Transportation 2035 Plan has been circulated for public comment, including two public hearings, consistent with public outreach and involvement procedures contained in MTC's Public Participation Plan (MTC Resolution No. 3821); and

WHEREAS, Attachment C of this resolution, attached hereto and incorporated herein as though set forth at length, lists major revisions and corrections made to the Draft Transportation 2035 Plan; and

WHEREAS, the adoption of the Transportation 2030 Plan is accompanied by a determination by MTC that the Transportation 2035 Plan and the 2009 Transportation Improvement Program/Amendment #09-06 conform to the applicable State Implementation Plan (MTC Resolution No. 3891) and by a certification by MTC that the Final Environmental Impact Report for the Transportation 2035 Plan complies with the California Environmental Quality Act (CEQA) (MTC Resolution No. 3892) and; now, therefore be it

RESOLVED, that MTC adopts the Final Transportation 2035 Plan, as set forth in Attachments B, as revised pursuant to Attachment C and subject to additional technical corrections and editorial changes that do not substantially alter their contents; and be it further

RESOLVED, that MTC approves the Findings and Facts in Support of Findings and the Statement of Overriding Considerations, and Mitigation Monitoring Program, which are included as appendices to the Final Environmental Impact Report, along with this action to adopt the Final Transportation 2035 Plan; and be it further

RESOLVED, the MTC staff is directed to publish a Final Transportation 2035 Plan which incorporates the herein referenced attachments.

METROPOLITAN TRANSPORTATION COMMISSION

Scott Haggerty, Chair

The above resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in Oakland, California, on April 22, 2009.

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Prior Revisions to the RTP

1. August 28, 1974 (Resolution No. 187)
2. March 26, 1975 (Resolution No. 231)
3. December 15, 1976 (Resolution No. 381)
4. April 27, 1977 (Resolution No. 416)
5. September 30, 1978 (Resolution No. 595)
6. October 24, 1979 (Resolution No. 733)
7. October 22, 1980 (Resolution No. 914)
8. December 17, 1980 (Resolution No. 924)
9. October 28, 1981 (Resolution No. 1054)
10. October 27, 1982 (Resolution No. 1189)
11. October 18, 1983 (Resolution No. 1344)
12. October 24, 1984 (Resolution No. 1438)
13. October 23, 1985 (Resolution No. 1568)
14. October 22, 1986 (Resolution No. 1684)
15. December 26, 1987 (Resolution No. 1835)
16. October 26, 1988 (Resolution No. 1960)
17. September 23, 1991 (Resolution No. 2339)
18. September 23, 1992 (Resolution No. 2463)
19. September 22, 1993 (Resolution No. 2600)
20. June 22, 1994 (Resolution No. 2687)
21. September 13, 1996 (Resolution No. 2930)
22. October 28, 1998 (Resolution No. 3116)
23. May 26, 1999 (Resolution No. 3166)
24. May 24, 2000 (Resolution No. 3255)
25. December 19, 2001 (Resolution No. 3427)
26. November 20, 2002 (Resolution No. 3427, Revised)
27. February 23, 2005 (Resolution No. 3681)
28. May 23, 2007 (Resolution 3804)

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Draft Transportation 2035 Plan

A copy of the Draft Transportation 2035 Plan is on file in the offices of the Metropolitan Transportation Commission located at the Joseph P. Bort MetroCenter, 101 Eighth Street, Oakland, California 94607.

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REVISED FINANCES

As shown in Chapter 3: Finances of the Draft Transportation 2035 Plan (p. 34), the financial assumptions text pertaining to the State Transit Assistance (STA), Transportation Development Act (TDA), and High-Speed Rail funding will be replaced in their entirety with the following:

- Revenue from state sources, including gas tax subventions, State Transit Assistance (STA), and the Surface Transportation Improvement Program (STIP) are assumed to maintain the current structure and distribution formula, as laid out in Senate Bill 45. Revenue projections and regional distribution shares for state funds are based on FY 2007-08 levels and projections for fuel price and consumption growth are based on estimates developed by the Legislative Analyst's Office in 2007. Revenue estimates and regional shares for STIP funds are also consistent with the state's adopted 2008 STIP Fund Estimate. The 25-year projection of STA revenues, including funds derived from Spillover, takes into account the State budget action that suspended the STA program from FY 2009-10 through FY 2012-13.
- Transportation Development Act (TDA) revenues, derived from the statewide quarter-cent sales tax, is based on a five-year historical average of funding levels in each county. The growth rate assumed for TDA revenues in Alameda, Contra Costa, Marin, San Francisco, and Sonoma are based on estimates provided by the respective sales tax authorities. The growth rate used for Napa and Solano counties is the average of the growth rates in the other seven Bay Area counties.
- Proposition 1A, the Safe Reliable High Speed Passenger Rail Bond Act, includes \$10 billion in general obligation rail bond proceeds to help finance construction of a high-speed rail link between San Francisco and San Diego. Estimates of the Bay Area's share of revenue from the act assume that \$408 million from the act's formula-based local connectivity program. The region's share was calculated based on 2007 data from the National Transit Database on track mileage, revenue vehicle miles and annual passenger trips for the region's rail operators. It was also assumed that the region would receive 12.5% or \$1.13 billion of the \$9 billion in non-formula based bond funding that will be available statewide. The region's share was estimated based on the percentage of the entire high speed rail project (\$40 billion in total) that is estimated to be invested in the Bay Area. Furthermore, in February 2009, the President signed into law the American Reinvestment and Recovery Act of 2009 (ARRA) which contained an \$8 billion appropriation for high speed rail. Based on California's head start and demonstrated commitment with the passage of Proposition 1A, it is assumed that the State and as a result, the Bay Area, are well situated to receive a significant portion of the ARRA high speed rail funds. The revenue estimates assume that the Bay Area will receive about 19%, or \$1.5 billion, of the total nationwide appropriation.

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As shown in Chapter 3: Finances of the Draft Transportation 2035 Plan (p. 35 and p. 36), the text and charts will be revised to reflect these updated plan revenues and expenditures:

Projected 25-Year Plan Revenues

	Billions of Dollars	Percent of Total
Local	\$101	46%
Regional	\$31	14%
State	\$45	21%
Federal	\$28	13%
Anticipated	\$13	6%
Total	\$218	100%

Transportation 2035 Plan Expenditures

	Billions of Dollars	Percent of Total
Maintenance		
Transit	\$111	51%
Highway	\$22	10%
Local Roads	\$24	11%
System Efficiency		
Transit	\$<1	<1%
Highway	\$3	1%
Local Roads	\$17	8%
Expansion		
Transit	\$30	14%
Highway	\$8	3%
Local Roads	\$3	1%
Risk Contingency	\$<1	<1%
Total Expenditures	\$ 218	100%

Plan Expenditures by Mode

	Billions of Dollars	Percent of Total
Transit	\$141	65%
Roads & Bridges	\$73	33%
Bicycle, Pedestrian & Other*	\$4	2%
Total Revenues	\$218	100%

*Other includes \$400 million for Lifeline Transportation serving low-income travelers and \$400 million for the Transportation Climate Action Campaign

Plan Expenditures by Function

	Billions of Dollars	Percent of Total
Maintenance & Operations	\$177	81%
Transit Expansion	\$30	14%
Road Expansion	\$7	3%
Bicycle, Pedestrian & Other*	\$4	2%
Total Revenues	\$218	100%

*Other includes \$400 million for Lifeline Transportation serving low-income travelers and \$400 million for the Transportation Climate Action Campaign

REVISED TRANSIT OPERATING AND CAPITAL REPLACEMENT SHORTFALLS

As shown in Chapter 4: Investments of the Draft Transportation 2035 Plan (p. 44), the text and charts pertaining to transit operating and capital replacement shortfalls will be revised with the updated information provided below.

Over the next 25 years, operating and capital replacement costs for the Bay Area transit providers are projected to total nearly \$140 billion. This includes the \$98 billion in operating costs plus \$40 billion for capital replacement. But dedicated revenues over the same period, which do not include discretionary funding directed by the Transportation 2035 Plan, are expected to total only ~~\$113~~ \$107 billion (~~\$95~~ \$90 billion for operating and ~~\$18~~ \$17 billion for capital). The result is ~~\$26~~ \$32 billion in initial unfunded needs.

The Transportation 2035 Plan helps to address transit capital needs with an investment of \$6.4 billion in discretionary funds, leaving a remaining shortfall of ~~\$19~~ \$26 billion (~~\$3~~ \$8.5 billion for operations, and ~~\$16~~ \$17.2 billion for capital).

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25-Year Capital Needs and Revenues Summary by Operator
Escalated \$ millions

Large Operator	Capital Replacement			
	Total Need	Committed Funds	Discretionary Funds	Remaining Shortfalls
AC Transit	1,745.8	1,050.5	235.0	460.3
BART	15,119.0	5,588.6	2,699.4	6,830.9
Caltrain	3,455.6	1,480.4	481.7	1,493.5
GGBHTD	1,046.8	603.1	156.6	287.1
SamTrans	1,018.4	555.4	92.2	370.8
SFMTA	11,388.2	4,197.2	1,950.7	5,240.3
VTA	4,374.4	1,739.6	591.8	2,043.0
Subtotal Large Operators	38,148.2	15,214.9	6,207.3	16,726.0
Small Operators				
ACE	453.0	120.5	133.4	199.1
Alameda-Oakland Ferry	98.8	49.3	32.6	16.9
Benicia	21.1	17.3	-	3.8
CCCTA	272.2	272.2	-	-
ECCTA	121.1	121.1	-	-
Fairfield	125.2	105.1	-	20.1
LAVTA	127.4	127.4	-	-
MCTD (exc. GGBHTD contract)				
Napa	56.0	56.0	-	-
Petaluma	13.7	13.7	-	-
Rio Vista Delta Breeze				
Santa Rosa	116.8	116.8	-	-
Sonoma County	169.3	73.9	12.3	83.1
Union City	43.8	40.4	-	3.4
Vacaville	147.9	117.1	-	30.8
Vallejo	257.3	206.3	-	51.0
Westcat	122.9	61.6	9.5	51.8
Subtotal Small Operators	2,146.6	1,498.8	187.7	460.1
Total	40,294.8	16,713.7	6,395.0	17,186.2

Operations		
Total Need	Committed Funds	Shortfalls
11,744.5	11,461.2	283.4
22,076.5	22,076.5	-
3,467.3	3,467.3	-
2,940.9	2,498.9	442.0
6,794.5	5,155.1	1,639.4
28,921.1	27,015.3	1,905.8
15,096.9	11,812.3	3,284.5
91,041.7	83,486.7	7,555.0
497.1	497.1	-
224.4	131.3	93.1
60.0	52.2	7.8
1,124.6	1,124.6	-
634.6	634.6	-
291.9	221.0	70.9
656.1	584.8	71.2
535.5	291.0	244.5
362.2	317.9	44.3
96.7	96.7	-
12.7	11.9	0.8
354.1	345.1	9.0
581.3	531.5	49.7
146.7	146.7	-
101.6	101.6	-
1,302.6	1,001.3	301.4
380.6	337.3	43.3
7,362.7	6,426.7	936.0
98,404.4	89,913.4	8,491.1

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NEW REGIONAL TRANSIT SUSTAINABILITY

Insert new text to Chapter 5: Building Momentum for Change of the Transportation 2035 Plan that states the following:

- The Commission commits to proceed with the regional transit sustainability analysis.
- Upon completion of the analysis, the Commission will adopt new reforms prior to the allocation of any new regional revenues for transit operations.
- The Commission will pursue strategies to secure new transit operating revenues in parallel with the sustainability effort.

NEW PERFORMANCE OBJECTIVES

As shown in Chapter 5: Building Momentum for Change of the Draft Transportation 2035 Plan (p. 81), the text and charts pertaining to the Transportation 2035 Plan performance objectives will be revised to add the following two performance objectives to support the Security and Emergency Management Goal:

Improve Regional Transportation Emergency Preparedness

- Conduct one annual regional transportation exercise,
- Conduct regional transportation exercise that tests emergency response & coordination capabilities for special needs populations
- Improve the seismic safety of high priority transportation facilities
- Increase the number of transportation agency employees trained in security/emergency awareness protocols

Reduce Vulnerability to Transportation Security Threats

- Increase the number of transportation agency employees trained in security/emergency awareness protocols
- Enhance and/or install critical infrastructure detection equipment on high priority transportation facilities
- Increase the public's awareness about their role in alerting law enforcement, station agents, etc. about suspicious threats

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NEW ENDING FOR CHAPTER 5: BUILDING MOMENTUM FOR CHANGE

As shown in Chapter 5: Building Momentum for Change of the Draft Transportation 2035 Plan (p. 83 and p. 84), the following new text titled “Are We Ready for Change?” will replace the last sentence on page 83 and all text on page 84, as follows:

. . . It will take all of us to build the momentum for change, and the overarching question posed by the Transportation 2035 Plan can be stated simply: Is the Bay Area ready for the challenge?

ARE WE READY FOR CHANGE?

What a difference two years can make! When we launched the Transportation 2035 planning effort in 2007, the U.S. economy appeared relatively stable, though gasoline prices were beginning a steep climb to over \$4 per gallon a year later. Now, in the spring of 2009, gas prices have plummeted – but so too has the housing market, the financial sector, and the rest of the economy along with them. Many had expected an economic slowdown, but few had expected it to arrive with such sudden and destructive force. Our state and region have not been spared. The unemployment rate in California is in double digits, and the Bay Area is bracing for one of the worst recessions in recent memory. Anxiety is understandably high.

In tough times like these, it is tempting to abandon ambitious goals and just stick to the basics: food, shelter and a steady paycheck. But every crisis brings opportunity. And every missed opportunity makes the next crisis all the more likely. What opportunities for transportation reform does the current economic calamity contain?

- A federal stimulus package – the American Recovery and Reinvestment Act of 2009 – that not only creates near-term construction jobs but also moves us along the path toward a new energy economy.
- A shift in America’s over-reliance on two dominant modes of travel (auto and air) toward more sustainable alternatives such as passenger rail.
- An acceleration of the local self-help movement in transportation finance as Sacramento budget raids continue.
- A renewed interest in urban living as Baby Boomers become “empty nesters” and as the climate consequences of suburban sprawl hit home.

To a large extent, the Bay Area already has begun to seize these opportunities as reflected in the priorities of the Transportation 2035 Plan. The vast majority of the plan’s revenue is generated right here in the region, and more than 80 percent of the plan’s total budget is invested in repairing the roads, bridges and transit systems in the existing urbanized area. Funds devoted to system expansion are overwhelmingly focused on public transit, with less money dedicated to road widening on a percentage basis than in any other major U.S. metropolitan area.

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As noted earlier, however, the Transportation 2035 Plan's progressive investment program isn't nearly enough to achieve on its own the Bay Area's aggressive goals to reduce traffic congestion, vehicle travel per person, and greenhouse gas emissions. Nor, paradoxically, would a radical shift in the plan's spending blueprint appreciably affect the performance outcome. That is why continued clashes among advocates for project A versus project B are so pointless and counterproductive.

This chapter began with a quotation from Dwight Eisenhower about the importance of planning. Our 34th president also was acutely aware of the predilection of military leaders "to fight the last war." For some time now, the Bay Area's transportation policy debate has had a similar feel: advocates keep trying to advance or obstruct expansion projects even though repeated modeling analyses (including the one described in this chapter) have demonstrated the extremely limited impact of capital investment by itself on transportation system performance.

If the region is to close the vast gap between current conditions and our 2035 performance objectives, we need to stop arguing over projects and start forging a united strategy to advance the two policy initiatives that will really make a difference: road pricing and focused growth. It is no accident that congestion pricing and greater densities are the respective "third rails" of transportation and land-use policy. There is something about each strategy to make just about everybody mad.

The Bay Area's failure to make much headway in implementing these strategies isn't for lack of trying. But our efforts to date have been disjointed and half-hearted, and often have tended to fizzle when the economy sours. As the Transportation 2035 Plan is adopted, we find ourselves in just such a moment again.

We will have some new tools at our disposal this time around. Senate Bill 375, authored by Senate President Daryl Steinberg, will put the force of state law behind efforts to better link transportation investment and land-use decisions in the successor plan to Transportation 2035. And the stage is set for potentially transformative change in federal policy on tolling when the 111th Congress and a new president take up authorization of the surface transportation program later this year. But the issue isn't just whether our state and federal leaders give us the tools to tackle focused growth and road pricing. It is also whether Bay Area leaders will have the courage to pick up those tools and use them.

In the end, *Change in Motion* requires a change of mindset. So we return to that lingering question posed by this performance-based transportation plan: Is the Bay Area ready for change? The answer is up to all of us. The answer is up to you.

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REVISED APPENDIX ONE – PROJECTS BY COUNTY

The entire Appendix One – Projects by County of the Draft Transportation 2035 Plan (p. 85 through p. 126) will be replaced in its entirety by the revised Appendix One – Projects by County as shown in Attachment C-1.

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INSERT
REVISED APPENDIX ONE – PROJECTS BY COUNTY