OneBayArea

Date: November 15, 2010

To: RAWG

From: Dave Vautin & Lisa Klein, MTC and Christy Riviere & Marisa Raya, ABAG

Subject: **Draft SCS/RTP Targets Recommendation**

This memo presents staff's draft recommendation for SCS/RTP Targets. The Ad Hoc Committee on SCS/RTP Performance Targets and Indicators will have an opportunity to discuss the recommendation on November 9. Staff will summarize that discussion at the November 15 RAWG meeting. We will take comments on the draft recommendation in November and December. We are now planning to seek approval at the January 14 joint meeting of the MTC Planning Committee, ABAG Administration Committee and Joint Policy Committee.

A. Purposes of Targets

Voluntary targets articulate specific outcomes we hope to achieve through the SCS/RTP, in addition to greenhouse gas reduction. They will serve several purposes in the context of the scenario assessment conducted over the course of 2011:

1. Provide reference points that help us construct SCS scenarios.
2. Highlight trade-offs among goals.
   For example, increasing infill development in the urban core will likely increase the number of people exposed to fine particulate matter emissions. By highlighting the trade-offs, we can make informed policy decisions and begin to identify programs and policies to mitigate or reduce the trade-offs.
3. Help us assess policies and investment by comparing the anticipated performance of the base case and different scenarios through use of land use and travel forecasting models.
4. Demonstrate how close we can get to our goals – or what it would take to reach them.

Voluntary targets do not constitute legal mandates. The regional agencies may, at their discretion and at any time, consider changes, substitutions or deletions of the performance targets to better align with policies or respond to new circumstances.

B. Recommended Targets

Staff based the target recommendations on the review of over 90 candidate measures based on the criteria shown in Attachment A, our own research, discussion with the ad hoc committee, and feedback from RAWG, ABAG's Regional Planning Committee, and MTC's Policy Advisory Council. Our draft recommendation, summarized in Attachment B, includes eight voluntary targets that complement the statutory targets to reduce carbon dioxide emissions and house all projected population growth. Unless noted, all targets are for the year 2035 compared to a 2005 base year.

Statutory Targets

Climate Protection

1. ***Reduce per capita CO_2 emissions from cars and light duty trucks by 7% by 2020 and 15% by 2035***
   CARB adopted this target for the Bay Area in September 2010, as prescribed by SB 375.

Adequate Housing

2. ***House 100% of the region's projected 25-year population growth by income level (very low, low, moderate, above moderate)***
   SB 375 requires each region to set target levels to accommodate its population by income level. In November, ABAG will adopt a methodology developed in consultation with local government partners and the state Department of Housing and Community Development.

Voluntary Targets

Healthy and Safe Communities

3. ***Reduce by 11% premature deaths from exposure to fine particulate matter (PM2.5)***
   We are recommending a health-outcome based target based on discussions with Air District staff. This is a shift from Transportation 2035, in which the target focused on vehicle emissions. The 11% reduction in premature deaths reflects the expected benefit of meeting the federal 24-hour standard for ambient concentration. While the target is general, the scenario assessment would mainly reflect changes in concentration due to transportation and land use policies (as opposed to refineries and on-port equipment). The Air District will use this forecast to estimate changes in ambient concentration and premature deaths. The Air District is considering how best to apply this approach to CARE communities.

4. ***Reduce by 50% the number of injuries and fatalities from all collisions***
   We recommend keeping this target from Transportation 2035 with an adjusted target value reflecting recent downward trends – a 26% reduction between 2000 and 2008. This measure includes collisions involving pedestrians and cyclists in the total; unfortunately, data is not sufficient to reliably forecast bike and pedestrian injuries and fatalities as stand alone targets. We can, however, consider indicators that focus on bicycle and pedestrian collisions, as we did in the Snapshot Analysis.

5. ***Increase the average time walking or biking per person per day by 50% from 2000 levels***
   Efforts to link walking and biking for transportation to public health outcomes are still evolving. We propose this measure, which pivots off US Surgeon General's recommendation of 30-minutes of physical activity per day. As such, it relates more directly to health outcomes than mode share or reductions in driving. Importantly, we will be able to include time spent walking or biking to transit when we calculate this measure. The regional average in 2000 was about 7 minutes per person. A 50% increase equates to 10.5 minutes, roughly 1/3 the daily recommended amount of physical activity.

Open Space Preservation

6. ***No new development (0% increase) outside of urban growth boundaries, city spheres of influence, and county urbanized areas***
   The numeric target is based on the following logic: limit target to no new development outside of publicly-defined urban areas. Spheres of influence and county urbanized areas are included since not every jurisdiction has an urban growth boundary. SB 375 legislation asks regions to consider the best available data on resource lands, including habitat, farmland, and other open space designations. While data is available on the boundaries of these areas,[1] protecting these lands cannot be a target because the model cannot predict which lands will be successfully preserved in the future. The amount of these lands that is protected should be included in the

[1] Including the Bay Area Open Space Council Upland Habitat Goals Project, Farmland Mapping and Monitoring Data Set, and other sources.

list of suggested indicators. Selecting any other numeric target value in this case would be difficult to justify.

Equitable Access

7. ***Decrease by 10% the share of low-income and lower-middle income residents' household income consumed by housing and transportation***
   This target used in Transportation 2035 remains very relevant in the context of the SCS. Compared to other cities in the US, low income and working class families in the Bay Area spend a larger share of household income on housing and transportation. This measure will capture expenditures for both work and non-work travel. Over the course of 2011, ABAG intends to develop a method to estimate future housing costs.

Economic Vitality

8. ***Increase by 10% number of workers within 45 minutes of employment centers***
   Economic vitality is strongly linked to the ability of employers to have access to a pool of qualified employees.

   We considered more general economic measures such as GDP, employment, and income and determined it is difficult to set a meaningful target for the SCS. While we can use economic models to estimate the relative impacts of transportation and land use on GDP, employment and income, the models are less good at predicting the future; global and national market forces dwarf the impacts of transportation and land use policies, which may affect GDP or employment by no more than 1% to 2%.

Transportation System Effectiveness

9. ***[Target to be determined]***
   More research is needed to recommend a target for this core RTP concept. This could cover a range of concepts, and we will likely need to narrow the field. Does the transportation system get people where they need to go efficiently and effectively? Is the system well-used?

10. ***Maintain the transportation system in a state of good repair***
    - ***State highway system: Decrease distressed pavement the lane miles to less than 10%***
    - ***Local roadways: Increase the average pavement condition rating to 75 or better***
    - ***Transit: Reduce the average asset age to 50% of useful life***

    We recommend keeping these targets from Transportation 2035. We will need to maintain our transportation infrastructure in order to efficiently and effectively support the SCS. Failure to do so will result in unreliable service, inconveniences, and increased costs to travelers.

C. Other Analysis and Data

A set of 10 targets cannot capture all the things we want to know about the scenarios. MTC and ABAG will make available a wealth of additional information in conjunction, as described briefly below; Attachment C includes examples of the data for each. We will consider for inclusion in these products many of the measures reviewed to date that we are not recommending for targets.

a. Equity Analysis. MTC and ABAG intend to start the SCS/RTP Equity Analysis with the Vision Scenarios. We recommend framing the early analysis around the targets, drilling down by income where the data allow for meaningful analysis. We may also wish to include some metrics from the Transportation 2035 Equity Analysis, such as access to jobs and non-work activities and RTP expenditures in low-income communities. MTC will also update the Snapshot

Analysis, which captures a number of indicators we cannot get at through travel modeling. RAWG members will have an opportunity to inform the Equity Analysis approach. Further details on public involvement in the Equity Analysis can be found in the 2010 update of the Public Participation Plan.

b. Transportation and Land Use Forecast Data Summaries: We will release a travel forecast data summary with key travel forecasting assumptions and extensive forecast results. Notably, we are not recommending targets to reduce vehicle miles traveled (VMT) or increase non-auto mode share. VMT and mode share are important to understand how the scenarios work, but they are primarily paths to the ultimate goals to reduce greenhouse gas and particulate emissions, as well as collisions.

   We will also produce a summary of the land use forecasts that includes an overview of the major changes in employment and housing locations for each scenario. A jobs/housing fit analysis will look at existing and projected job locations, by income, compared to housing locations and projected existing and future housing values.

c. Indicators. MTC and ABAG will identify indicators to track actual progress towards the targets, but also to measure other aspects of community quality. These measures cannot be forecast but are related to transportation and land use, such as concentration of poverty, displacement, school quality, and local government implementation. A significant number of the suggestions we have received fall into this category and will be considered as indicators. MTC's Snapshot Analysis includes many such metrics.

   In addition, many indicators will be useful to inform policy discussions that are also part of the SCS. For example, the indicators from MTC's Snapshot Analysis or ABAG's PDA Assessment are intended to inform the regional transportation plan and jobs/housing growth allocation. The Ad Hoc Committee will review these two sets of indicators, as well as the other indicators suggested through the Target selection process. The Ad Hoc Committee will prioritize the suggested indicators based on the following criteria:

   1. Indicators should monitor SCS goals
   2. Indicators should complement the existing set of targets
   3. Data should be readily available or able to be collected within a reasonable timeframe. For indicators used in scenario evaluation, this should be by April 2011. Indicators used in long-term monitoring have more time available for development.

   At the first Ad Hoc Committee meeting to discuss indicators, staff will give an overview of the current indicators in progress through the Snapshot and PDA Assessment. The Committee will review and prioritize additional suggested indicators and discuss their data sources.

We will also cover these metrics and additional information in the EIR; however, this will be for the draft SCS/RTP and will not cover the scenarios.

D. NEXT STEPS AND SCHEDULE

We will take comment on and refine the staff recommendation in November and December. We are now planning to seek approval of the targets in January to allow more time for this discussion.

- November 9 – Ad Hoc Committee [draft staff recommendation for targets]
- November 15 – RAWG
- December 3 – ABAG Regional Planning Committee
- December 7 – Ad Hoc Committee [wrap up targets and begin indicators discussion]
- December 8 – MTC Policy Advisory Council
- December 10 – Information Item to Joint MTC Planning/ABAG Administration/JPC meeting
- January 14 – Seek approval from the MTC Planning & ABAG Administration committees at a joint meeting

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Attachment A
Criteria for Assessing Performance Targets

CRITERIA FOR AN INDIVIDUAL TARGET	
REQUIREMENTS	
1	Targets should be able to be forecasted well.
2	Targets should be able to be influenced by regional agencies in cooperation with local agencies.
GUIDELINES	
3	Targets should be easy to understand and reflect as much as possible the outcomes desired.
4	Targets should address multiple areas of interest.
5	Targets should have some existing basis for the long-term numeric goal.

CRITERIA FOR A SET OF TARGETS	
GUIDELINES	
A	The total number of targets selected should be relatively small.
B	Each of the targets should measure distinct criteria.
C	The set of targets should provide some quantifiable metric for each of the identified goals.

Attachment B
SCS/RTP Performance Targets – Draft Staff Recommendation

OUTCOME	#	TARGET (Unless noted, all targets are for Year 2035 compared to a Year 2005 base.)	T2035/ P2009
CLIMATE PROTECTION	1	Reduce per-capita CO_2 emissions from cars and light-duty trucks by **15%** *[statutory target]*	✓
ADEQUATE HOUSING	2	House **100%** of the region's projected 25-year growth by income level *[statutory target]*	
HEALTHY & SAFE COMMUNITIES	3	Reduce by **11%** premature deaths from exposure to fine particulate matter	
	4	Reduce by **50%** the number of injuries and fatalities from all collisions	✓
	5	Increase the average time walking or biking per person per day by **50%** *from year 2000 levels*	
OPEN SPACE PRESERVATION	6	No new development (**0%** increase) outside of urban growth boundaries, city spheres of influence, and county urbanized areas	
EQUITABLE ACCESS	7	Decrease by **10%** the share of low-income and lower-middle income residents' household income consumed by transportation and housing	✓
ECONOMIC VITALITY	8	Increase by **10%** the number of workers within 45 minutes of employment centers	
TRANSPORTATION SYSTEM EFFECTIVENESS	9	*TBD – target for transportation system effectiveness/efficiency*	
	10	Maintain the transportation system in a state of good repair: • *Increase pavement condition index (PCI) to **75** or better on local roadways* • *Decrease distressed lane-miles of state highways to less than **10%** of total lane-miles* • *Reduce average transit asset age to **50%** of useful life*	✓

Attachment C
Additional Information and Analysis for SCS Scenarios

1. Equity Analysis. Metrics we could consider for the Equity Analysis include:
   - Vehicle emissions in low-income and minority communities (target drill down)
   - Affordability of housing and transportation (target drill down)
   - Amount of time spent walking or biking (target drill down)
   - Access to low-income jobs by auto and transit from low-income and minority communities (target drill down?)
   - Access to essential activities by auto and transit from low-income and minority communities
   - Allocation of SCS/RTP expenditures between low-income and other households

2. Land Use and Travel Forecast Data Summaries/Analysis. The Land Use summary will describe the general projected land use pattern for the region and summarize the major changes in employment and housing locations. A jobs/housing fit analysis will look at existing and projected job locations, by income, compared to housing locations and projected existing & future housing values. Metrics will include:
   - Total population, employment and housing
   - Housing costs
   - Median household income
   - Jobs-housing fit analysis

   The travel forecast summary will include standard outputs such as the following, typically reported at the county or super-district level:
   - Socio economic forecasts (population, households, age, income)
   - Household vehicle availability
   - Trip patterns by mode and trip purpose (number of trips and distance)
   - Traffic forecasts (vehicle miles of travel, vehicle hours of travel) by time of day and trip purpose
   - Transit forecasts (ridership, passenger miles, and passenger hours by operator)
   - Motor vehicle emissions (ozone precursors, carbon dioxide, carbon monoxide, fine and coarse particulate matter)

3. Indicators. Indicators will track actual progress toward for the targets. Indicators may also measure other aspects of community quality that cannot be forecast but are related to transportation and land use. Examples include:
   - Availability of parks and open space
   - Actual housing development and cost
   - Concentration of poverty, income distribution, and displacement
   - School quality
   - Bicycle and pedestrian facilities and collisions
   - Crime levels
   - Local government implementation
   - Access to mobility options for elderly and disabled residents
   - Availability of transit service
   - Current conditions of transportation assets (local street and road PCI, distressed state highway lane miles, and average age of transit assets.)