

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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TO: Commissioners and Alternates
FROM: Will Travis, Executive Director (415/352-3653 travis@bcdc.ca.gov)
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SUBJECT: **Staff Report on Regional Issues**
(For Commission information only)

Summary

The Commission's strategic plan includes an objective that states "by January 31, 2009 and quarterly thereafter, the staff will provide reports to the Commission on actions taken by regional committees (e.g., JPC, RAPC, RPC) on regional issues, including but not limited to global climate change. This is the second such quarterly report

Staff Report

Background. The Commission's strategic plan includes an objective that states "by January 31, 2009 and quarterly thereafter, the staff will provide reports to the Commission on actions taken by regional committees (e.g., JPC, RAPC, RPC) on regional issues, including but not limited to global climate change. The reports are intended to keep Commissioners apprised of the developments in regional policy making that affect BCDC's initiatives and provide opportunities for synergy and collaboration as well as for input to the direction of important regional policy developments.

1. Regional Airport Planning Committee (RAPC). Commissioners Bates, Lai-Bitker and Chair Randolph represent the Commission on RAPC, and Commissioner Gioia serves as an at-large member. Pursuant to an MOU between BCDC, MTC and ABAG, RAPC's primary responsibility is the preparation of the Regional Airport System Planning Analysis for the Bay Area for consideration by member agencies when planning for the provision aviation services and facilities. RAPC provides a public forum for consideration of regional aviation planning issues, and advises member agencies on these issues. RAPC is six months into a two-year work program to evaluate capacity and organizational options to for the efficient utilization of scarce runway space. This analysis is focused on non-build options and could serve as the alternative upland location analysis, if fill in the Bay for runways is proposed in the future.

Summary of Bay Area Airport Regional Survey. RAPC conducted a regional survey on airport issues in February 2009 to gauge public opinion and knowledge about the alternatives for responding to the region's future air travel demand. The survey was administered to 1,790



voters via telephone (in English, Spanish and Cantonese) and 210 voters via the web. Some key findings from the survey included:

- 84% of survey respondents identified protecting San Francisco Bay as extremely or very important;
- 71% of Bay Area voters have flown out of the Bay Area at least once in the last 12 months (62% for leisure, 15% for business, 21% for both);
- There was an even split between those that felt that the region's Bay Area airports should be expanded to keep air travel convenient and affordable and those who felt that airports should not be expanded because such an expansion would increase noise, congestion and pollution and hurt the quality of life in the Bay Area;
- There was significant support for high speed rail as a possible way to meet future travel demand within California with 42% responding positively to limiting flights to cities in California and having passengers use the high speed rail system to get to destinations in Central and Southern California; and,
- When asked about the expansion of runways at SFO and Oakland International Airport (OAK) to accommodate more flights the initial response was close to 41% in support. When asked if they would still support this alternative if they knew that it would require filling in parts of the Bay, support dropped to 22 percent.

Task Force feedback on the Bay Area Airport Regional Survey. The preliminary results of the regional survey were presented to the Task Force at its March 6, 2009 meeting. The Task Force provided feedback earlier to RAPC staff and consultants on developing the survey questions and survey design, and demonstrated a keen interest in the preliminary results and asked the survey consultant to analyze certain relationships in the final report on the regional survey. For example, people were interested in the relationship between those that fly to Los Angeles frequently and support for high-speed rail in that corridor. Others were interested in the geographic breakdown of support for expanding runways at the Bay Area's existing airports. Some members were concerned that the question related to managing demand at existing airports was biased towards the negative and wanted more detail on the characteristics of the people who responded to this question. The Task Force also wanted to ensure that they review the draft report on the regional survey prior to it being sent to RAPC and the public. The Task Force wanted to know how the survey results would be used in the Phase 2 study.

RAPC feedback to the Regional Survey. RAPC received a presentation on the regional survey at its March 27, 2009 meeting and only one member of RAPC had a question on the survey design and questions. This question came from the representative from San Jose International Airport and he asked why the high-speed rail question included the idea of limiting flights to cities in California and how that could be enacted in a deregulated air travel market.

RAPC Demand Management Working Group. For the Phase 2 update to the Regional Airport Systems Plan Analysis, three working groups have been developed to assist RAPC staff and its consulting team on the technical aspects of three areas—demand forecasting, air traffic control technologies and demand management. In each case, the top experts in the field are represented on these working groups and help to guide the work being done in these areas. The Demand Management Working Group had its first meeting on March 26, 2009, and discussed the possible strategies for managing demand in the Bay Area. These strategies included tools, such as trying to direct airlines to use less congested airports, or to use congested airports at

less congested times, or with larger aircraft to better utilize the existing runway capacity at the Bay Area's commercial airports. A representative from SFO made a presentation on the types of demand management strategies that may be used at that airport.

RAPC Air Traffic Control Technology Working Group. The Air Traffic Control Working Group met on March 26, 2009, and discussed the current and potential use of technology to increase capacity at the Bay Area's commercial airports. Presentations by representatives from both SFO and OAK were made describing current technologies and the potential for future technologies to be applied at each of these airports to increase capacity at these airports. The challenges to implementing new aviation technologies were described—the cost, safety concerns, and the difficulty in getting the airlines to adopt the on-board technologies needed to employ some of these tools and the need to coordinate with the FAA. Some of the technologies incorporate global positioning systems (GPS) to allow pilots to navigate along a route to permit more flexible and efficient routes with reduced aircraft separation. This type of technology can also result in reduced fuel usage and reduce GHG emissions.

2. Joint Policy Committee. The Joint Policy Committee (JPC) coordinates the regional planning efforts of ABAG, the Bay Area Air Quality Management District (BAAQMD), MTC and BCDC. Among the JPC's current initiatives are focused growth, climate protection, and a new approach to the Bay Area's long-range regional transportation plan. The Commission is currently represented on the JPC by Commissioners Gibbs, Gordon, McGlashan Vice Chair Halsted, and Chair Randolph. Commissioner Bourgart serves as an ex officio member representing the California Business, Transportation and Housing Agency. The Commission became a voting member of the Joint Policy Committee on January 1, 2009.

Since the last quarterly briefing, the JPC held meetings on January 16 and March 20, 2009 and addressed the following topics: Climate Change, the Regional Transportation Plan and the implementation of Senate Bill 375, authored by State Senator Darrel Steinberg.

Climate Change Program Priorities. At the January 16th meeting, the JPC reviewed three possible climate strategy priorities: (1) specific major strategies that can generate direct emissions reduction; (2) “shake up the climate discussion” in the region to build support for “big ticket” climate strategies; and (3) provide a regional climate structure or framework—goals, funding, etc. The JPC and public commentators made a number of suggestions, including that the JPC should focus more on taking action, and actions should be guided by a well-conceived framework.

At the March 20th meeting, staff presented a revised climate action priorities proposal that reflected JPC and public input. The JPC adopted staff's recommendation that, working together, the regional agencies will:

1. Begin developing the Sustainable Community Strategy (SB 375). (ABAG/MTC)
2. Design and adopt an Indirect Source Rule. (BAAQMD)
3. Develop and advance climate-friendly regional parking policies. (MTC)
4. Provide support for a coordinated public/private regional plan for electric vehicles. (BAAQMD/MTC)
5. Design and implement a regional solar installation/energy efficiency financing program for existing residential/commercial buildings. (ABAG)
6. Coordinate a regional/local approach to climate adaptation. (BCDC/ABAG)

The JPC also decided to create a coordinating group – consisting of staff from key public, private and community stakeholders to provide a unifying “meeting place” for the region, to ensure complementary action, reduce duplication, and bring resources to the common problems confronting all Bay Area climate efforts. This group will help to coordinate the many government, non-governmental organization, and private sector climate initiatives in the region.

Regional Transportation Plan. MTC’s Regional Transportation Plan (RTP) the *Draft Transportation 2035 Plan: Change in Motion*, will likely be adopted this Spring. The draft document is the Bay Area’s transportation blueprint for investing \$226 billion in projected revenue expected to flow to the region over the next 25 years. The draft plan had to be revised due to two recent events – Santa Clara Valley Transportation Authority’s recent upsizing of projected costs for the BART to San Jose project in conjunction with the downsizing of their sales tax revenue forecast, and State budget cuts, particularly in STA funding for transit operations.

At its January 16, 2009 meeting, the JPC heard a presentation from MTC staff focusing on objectives and actions beyond the investments in the Transportation 2035 plan. Comments from the Committee and public generally called for much bolder steps, particularly responding to the climate imperative. Some JPC and public suggestions included:

- Greater use of pricing;
- Implementation of an Indirect Source Rule;
- Moving well beyond business as usual with uncompromising bold goals that truly take climate change seriously;
- Meaningful performance measures for transit providers (including metrics for both efficiency and equity) and marketing transit more aggressively beyond the current rider base;
- Encouraging more electric-powered vehicles;
- Using transportation funding to more aggressively encourage focused growth (e.g., safe routes to transit, conditioning local streets and roads money) and evaluating all transportation investments against an SB 375/climate-change filter;

SB 375 Implementation. Also at its March 20, 2009 meeting, the JPC considered policies for the Bay Area’s Implementation of Senate Bill 375. SB 375 mandates an integrated regional land-use-and-transportation-planning approach to reducing greenhouse-gas (GHG) emissions from automobiles and light trucks, principally by reducing vehicle miles traveled (VMT). Within the Bay Area, automobiles and light trucks account for about 26 percent of our 2007 GHG inventory and about 64 percent of emissions from the transportation sector. SB 375 explicitly assigns responsibilities to the Association of Bay Area Governments (ABAG) and to the Metropolitan Transportation Commission (MTC) to implement the bill’s provisions for the Bay Area. The proposed policies called on JPC agencies to:

- fully participate in CARB’s regional target-setting process;
- work together to construct an integrated and transparent modeling system, which facilitates technical, decision-maker and public understanding of how land-use and transportation decisions can be coordinated so as to reduce GHG emissions;

- commit to achieving the region's GHG-reduction targets through the sustainable community strategy (SCS) in SB 375 and prepare an alternative planning strategy (APS) only as a last resort;
- initiate discussions and consult with our neighboring regions throughout the model-development and SCS planning processes to facilitate consistency in assumptions and policies;
- develop the SCS, RTP and regional housing needs allocation (RHNA) together through a single and integrated cross-agency work program; and
- develop and finalize, by June 2010, a functional design for the structure and content of the SCS, the APS and associated environmental impact review documents sufficient for these to be confidently employed as the basis for determining eligibility for CEQA assistance as contemplated in SB 375 and, if feasible, to provide additional CEQA assistance for projects, which contribute positively to environmental objectives for the region.
- Starting immediately, all regional-agency policies affecting the location and intensity of development or the location and capacity of transportation infrastructure will be vetted through the JPC and evaluated against the filter of the emerging SCS.

The staff proposals generated considerable comment from the public and from the JPC, and staff is developing a response to comments and revised proposals that will be reviewed by the JPC at future meetings.

3. Bay Planning Coalition-BCDC Waterfront Land Use Strategy. In response to concerns raised by the Bay Planning Coalition, the Commission included an objective in its strategic plan that states, "By June 30, 2009, the staff working with the Bay Planning Coalition will present for the Commission's consideration a strategy for addressing concerns that existing planning policies and criteria for government decision making may not be adequate to protect, support and expand waterfront industrial, marine transportation, goods movement infrastructure, environmental and recreational facilities and other water-dependent uses in a manner that is compatible with residential and commercial land uses on the waterfront." The staff met with representatives of the Bay Planning Coalition twice in the fall of 2008 and again on April 10, 2009 to discuss this objective.

The group initially focused on issue identification and clarification of the role of the group. The Committee meetings have been well attended by a broad cross section of Bay Planning Coalition members from ports, industrialists, consultants, recreational boating, and real estate developers. At the most recent meeting, the group heard a presentation from ABAG staff on the FOCUS Our Vision program and discussed general issues regarding goods movement and the protection of waterfront uses. The group acknowledged that the scope of the planning effort needed to adequately address the issues of protecting water-dependent and water-oriented uses would require substantial staff resources and perhaps, pursuit of this objective would require more time and the deadline for developing a strategy would probably need to be adjusted. The Bay Planning Coalition membership discussed this effort at its April 22, 2009 Decision Maker's Conference in Oakland.

4. Seaport Plan Advisory Committee. The Seaport Plan Advisory Committee convenes pursuant to a memorandum of understanding between BCDC and MTC. The Committee is

charged with assisting BCDC and MTC in the development of the Seaport Plan. The Seaport Plan includes policies that require the Seaport Plan Advisory Committee (SPAC) to monitor cargo activity and regional cargo handling capacity and that any change of use of a port terminal from one category to another should be reviewed by the SPAC. The SPAC has not met for over five years, but will likely be reviewing a proposal by the Port of Richmond to develop a roll-on-roll-off automobile shipping terminal for Honda at Terminals 5, 6 and 7 in the Port with a 15-year lease. Since these terminals are designated in the Seaport Plan to be developed for container cargo use by 2020, the SPAC must evaluate whether this proposal will compromise the region's ability to accommodate container cargo throughput for the next fifteen years.

5. San Francisco Bay-Delta Planning. Delta planning and decision-making affects the Commission's jurisdiction by influencing freshwater inflows to the Bay and wetland restoration, particularly in the Suisun Marsh. The Commission is helping to advance Bay-Delta planning and decision-making by emphasizing the need for adequate fresh water inflow to the Bay and Suisun Marsh and the importance of coordinating planning for habitat restoration and climate change adaptation throughout the estuary. The staff is achieving this goal through making formal comments on draft plans and environmental documents, participating in interagency and public meetings, working directly with staff of other agencies and organizations, and tracking legislation.

- **Delta Vision.** Phil Isenberg, Chair of the Delta Vision Blue Ribbon Task Force, briefed the Commission on January 15, 2009. He discussed the Delta Vision cabinet committee's implementation plan, which endorsed most of the recommendations of the Task Force but weakened some key elements, particularly those related to governance.
- **Bay Delta Conservation Plan.** On April 2, 2009, Karla Nemeth of the California Natural Resources Agency briefed the Commission on the Bay Delta Conservation Plan (BDCP), which is being prepared by the state and federal water project operators (the California Department of Water Resources (DWR) and the U.S. Bureau of Reclamation), water contractors, resource agencies and nongovernmental organizations. The BDCP will analyze the potential benefits and impacts of a peripheral canal, as well as the potential for habitat restoration, provision of adequate flows, and the reduction of other stressors to offset impacts of water project operations. In January, the agencies developing the BDCP released their Draft Conservation Strategy and the DWR re-initiated the public scoping process for their environmental analysis. The staff has been attending BDCP Steering Committee meetings, and plans to comment on the revised environmental scoping document.
- **State Water Board.** State Water Board hearings are providing opportunities for the Commission to participate in setting new standards for salinity and freshwater flows in the Delta, which will also affect Suisun Marsh and the Bay. The staff will continue to track the progress of the State Water Board's public hearings and will prepare testimony as appropriate.