

JTAC STAFF REPORT

SUBJECT: Connected 2050 Scenario Options

MEETING DATE: February 6, 2020

AGENDA ITEM: 4

STAFF CONTACT: Andrew Orfila

RECOMMENDATION:

Review and comment on the array of land use and transportation scenarios to be considered for Connected 2050.

DISCUSSION:

Staff is seeking JTAC agreement and direction on the range of scenarios to be considered. Once JTAC has agreed on the scenarios, SBCAG staff will define the scenarios more specifically in the UPlan land use model and regional travel demand model. When initial results of the analysis are available, scenarios can be further adjusted and refined with JTAC input.

Attachment 1 provides a historical perspective on scenarios that SBCAG has analyzed over the previous two RTP-SCS cycles. All scenarios considered in the RTP-SCS process must make the same growth assumptions and accommodate the same county-wide population and employment projections. The scenarios must also be consistent with the State's final housing needs determination and SBCAG's 6th Cycle Regional Housing Needs Allocation Plan. In addition to the population, housing and employment assumptions, each scenario must also incorporate a transportation network including fiscally constrained projects lists. With our partner jurisdiction, transit operator and stakeholder input, SBCAG staff is developing project lists for all travel modes and revenue assumptions, which staff will present separately to JTAC at a later date.

Once defined, each scenario will be evaluated for both of the two SB 375 target years, 2020 and 2035, as well as the planning horizon year (2050). Scenarios will be evaluated against performance measures to assess the degree to which they meet State-mandated GHG reduction targets and stated RTP-SCS goals and objectives. The performance results for each scenario will be compared with those for baseline year 2005 and the future baseline ("business as usual") scenarios and form the basis for discussion of scenarios at public workshops to be held later this year.

It is important to emphasize that, although the SCS must be consistent with the RHNA allocation, SBCAG has no land use authority and the preferred scenario in the adopted RTP-SCS will not be binding on local agencies. Per SB 375, there is no requirement of consistency between an adopted RTP-SCS and local General Plans. Local agencies retain land use authority and remain free to make land use decisions through their own local legislative processes.

Reasonable Range of Scenarios

SB 375 does not require evaluation of a set number of scenarios. For CEQA purposes, an EIR is required to consider a reasonable range of alternatives, not too many to make analysis



impractical nor too few to inhibit meaningful comparison. See 14 CCR Section 15126.6. For environmental review of the adopted RTP-SCS, the scenarios considered as part of the SCS process would again also be the alternatives evaluated as part of the CEQA review of Connected 2050. A goal should be to have more than one scenario that meets SB 375 GHG reduction targets and is viable for consideration as the preferred scenario in the SCS. Scenarios that do not meet GHG reduction targets are not eligible for consideration as the preferred scenario.

Scenario Development Process Guided by JTAC

Development and analysis of the scenarios will proceed through a collaborative process under JTAC's direction. Once JTAC delineates the range of scenarios, SBCAG staff will define the scenarios in the UPlan land use model and regional TransCAD travel demand model. When initial results of the TransCAD analysis are available, scenarios can be further adjusted and refined with JTAC input.

Scenario Discussion

Following are staff's recommendations for scenarios to be included in the Connected 2050 RTP-SCS, along with a brief description. **Attachment 1** provides more detailed descriptions of the scenarios that staff proposes to include and their associated land use assumptions, along with scenarios that have been analyzed in past plans that will be omitted from the current RTP-SCS cycle.

Future Baseline

The future baseline scenario assumes certain land uses and transportation projects based on existing, programmed and planned RTP projects and existing, adopted General Plan land uses. This alternative also assumes that current sub-regional growth trends will continue, consistent with the 2019 Regional Growth Forecast. Essentially, this is a "business as usual" scenario. Most other scenarios use this scenario as a starting point and point of comparison. This scenario serves a dual purpose of providing a basis to measure performance (i.e., assessing the performance measures previously discussed) and as a baseline alternative for environmental review.

No Project

The No Project scenario is identical to the Future Baseline scenario, with the exception that planned transportation projects are not included. Programmed projects are included because they are already funded and assumed to be part of the baseline. This scenario was included in the previous RTP for CEQA purposes as the "no project" alternative required to be evaluated by 14 CCR Section 15126.6(e).

No Build

This scenario does not consider any transportation projects, planned or programmed, in the analyses, similar to the previous two scenarios. This scenario was included in the previous RTP for CEQA purposes as the current baseline condition. SBCAG will continue to apply a current baseline condition as well as a future baseline consistent with the approach of the EIR for the 2017 RTP-SCS.

Transit-Oriented Development/Infill (Preferred Scenario)

This is the currently adopted Sustainable Community Strategy Preferred Scenario. This scenario selectively increases residential and commercial land use capacity within existing transit corridors. Land use change assumptions are made based on location of existing transit routes and service in consultation with SBCAG member agencies. Assumed changes in land use capacity reflect local planning discussions about possible future land use and General Plan and Community Plan updates presently under discussion at the local level. This scenario also addresses jobs/housing

balance issues by emphasizing job growth in the North County and housing growth in the South County.

North County-Weighted Jobs, South County-Weighted Housing

This scenario begins with existing, adopted land uses, but applies weights to make specific growth distribution assumptions emphasizing job growth in the North County and housing growth in the South County, within existing available land use capacity. It does not continue past trends, but also does not focus on infill along transit corridors. Infill occurs only as supported by local plans.

Local Sales Tax Initiative (2041-2050)

Measure A supplements transportation funding in Santa Barbara County, though the measure expires in 2040. Connected 2050 is the first regional transportation plan that has a planning horizon extending beyond Measure A which necessitates a discussion regarding whether or not a subsequent measure is among the assumptions incorporated into the Connected 2050 planning effort. Transportation projects and programs, including the road maintenance and transit support provided by Measure A, are what is at stake for the 2041-2050 period. Staff seeks JTAC feedback on whether to assume the continuation of a local sales tax initiative. There are three possible outcomes:

1. The number of scenarios is increased to include a continuation and no continuation option for each, as appropriate;
2. The level of funding provided by Measure A is assumed to continue through at least 2050; or
3. Transportation funding decreases in line with the expiration of Measure A in 2040.

Assumptions

Long-range planning has no alternative other than to rely on assumptions. As has been done in past cycles, numerous assumptions are necessary. A summary of these assumptions follows.

Demographics

Overall population and employment growth is assumed to follow the adopted Regional Growth Forecast, 2015-2050 (2019). However, allocation of that population and employment growth may vary by scenario, depending on underlying land use assumptions. Allocation of housing will be consistent with the forthcoming Regional Housing Needs Allocation Plan.

Land Use

Land use assumptions typically follow adopted General Plan, Specific Plan, and Community Plan allowable land uses. For several scenarios, including the adopted Preferred Scenario, land uses may vary from adopted plans to allow increased land use intensity along selected transit corridors in the region, consistent with local agency feedback and support. In the currently adopted Preferred Scenario, these selected transit corridors include:

- Hollister Avenue through the unincorporated County and the City of Goleta;
- CA 246 (Ocean Avenue) and CA 1 (H Street) in the City of Lompoc; and
- CA 135 (Broadway) and CA 166 (Main Street) in the City of Santa Maria.

SBCAG staff are in the process of meeting with each SBCAG member jurisdiction's community development and planning staff to review the Connected 2050 land use assumptions.

Transportation Network Improvements

All scenarios, with the exception of the "No Build" and "No Project" scenarios, assume programmed and planned projects will be completed as currently scheduled. Staff is assembling unconstrained project lists based on input from public works departments, transit operators and

stakeholders.

Revenues and Costs Estimates

Staff is currently developing long-term revenue estimates in parallel with the scenarios. We will discuss them in detail at a later JTAC meeting. However, in general, staff will incorporate the Measure A Strategic Plan assumptions and carry known revenue sources into the future. Staff will not propose incorporating revenue sources that do not currently exist. The revenue estimates will influence what projects may be included in the Programmed and Planned lists. Illustrative projects are not fiscally constrained. Cost estimates will be per the Measure A Strategic Plan or as provided by the member agencies. Staff will develop a factor to determine year-of-expenditure (YOE) estimates.

NEXT STEPS:

After JTAC provides direction at today's meeting on the scope of the scenarios to be evaluated, staff will begin UPlan and TransCAD model coding. Staff will then return to JTAC with more fully developed scenarios, including unconstrained project and draft constrained project lists. The UPlan model will then be run in tandem with the TransCAD travel demand model to analyze performance of the scenarios per the performance measures previously discussed by JTAC. Staff will then return to JTAC to share results and obtain further guidance, if necessary. Following JTAC input, staff will share preliminary results with the SBCAG Board, prior to discussing the results with the Air Resources Board. Staff will also begin preparing for the public workshops which are currently scheduled for late summer or early fall. With JTAC and public input, staff will seek Board selection of a preferred scenario in October 2020.

ATTACHMENT:

- A. Connected 2050 RTP-SCS Scenarios

ATTACHMENT A

Connected 2050 RTP-SCS Scenarios

| | NAME | REGIONAL ALLOCATIONS | LAND USE | SUB-REGIONAL ALLOCATIONS | | TRANSPORTATION | INCLUDED IN PRIOR RTP-SCS? | |
|------------|--|---|--|---|--|---|----------------------------|----------------------------|
| | | | | | | | 2013 RTP-SCS (Cycle 1 SCS) | 2017 RTP-SCS (Cycle 2 SCS) |
| Scenario 1 | FUTURE BASELINE ("Business as Usual") | Applies the region-wide population, employment, and housing projects from the 2019 RGF. | Assumes existing, adopted General Plan land uses. | Assumes current sub-regional growth trends (allocation of population, households, and jobs) continue consistent with 2019 RGF (population) | | all programmed and planned projects | yes | yes |
| Scenario 2 | NO PROJECT | | | | | programmed projects <i>ONLY</i> | yes | yes |
| | NO BUILD | | | | | no projects | yes | yes |
| Scenario 3 | TRANSIT-ORIENTED DEVELOPMENT/ INFILL (PREFERRED SCENARIO IN PRIOR RTP/SCS) | | Selectively increases residential and commercial land use capacity within existing transit corridors. Land use change assumptions were made based on location of existing transit routes and service in consultation with SBCAG member agencies. Proposed changes in land use capacity reflect local planning discussions about possible future land use and General Plan and Community Plan updates presently under discussion at the local level. | Future growth allocation directly addresses jobs-housing balance issues by emphasizing job growth in North County and housing growth in south County through model weightings. | Shifts a greater share of future growth to transit corridors due to land use changes. | all programmed and planned projects, plus a <i>strategy</i> for additional transit service or enhanced transit strategies | yes | yes |
| Scenario 4 | URBAN AREA EXPANSION | | Growth occurs in this scenario on land available at the urban fringe in a low density pattern. In lieu of new infill areas, development occurs on land contiguous with and adjacent to the urban edge. For the 2013 RTP-SCS, delineation of this scenario was based on local agency input, with references in many instances to land use changes proposed in the past. | Addresses jobs-housing balance somewhat | Growth happens on land made available at the urban fringe in a low density pattern. | all programmed and planned project | yes | no |
| Scenario 5 | BLENDED INFILL / EXPANSION | | Combines the land use elements of both Scenario 3 TOD/INFILL and Scenario 4 URBAN AREA EXPANSION. | | Growth allocation occurs based on increased residential and commercial land use capacity both in core urban areas along transit lines as in Scenario 3 and at the urban edge as for Scenario 4. | all programmed and planned projects | yes | yes |
| Scenario 6 | NORTH COUNTY-WEIGHTED JOBS, SOUTH COUNTY-WEIGHTED HOUSING EMPHASIS | | Begins with existing, adopted land uses, but applies model weightings to make specific growth distribution assumptions emphasizing job growth in the North County and housing growth in the South County, within existing available land use capacity. | Future growth allocation directly addresses jobs-housing balance issues by emphasizing job growth in North County and housing growth in south County through model weightings. | | all programmed and planned projects | yes | yes |
| Scenario 7 | TOD / INFILL + MAXIMUM-ENHANCED TRANSIT | | Selectively increases residential and commercial land use capacity within existing transit corridors. Land use change assumptions were made based on location of existing transit routes and service in consultation with SBCAG member agencies. Proposed changes in land use capacity reflect local planning discussions about possible future land use and General Plan and Community Plan updates presently under discussion at the local level. | | Shifts a greater share of future growth to transit corridors due to land use changes. | all programmed and planned projects, plus additional transit service | yes | yes |
| Scenario 8 | HISTORIC COMMUTE TREND-CONTINUED | | Assumes existing, adopted General Plan land uses. | Assumes current sub-regional growth trends (allocation of population, households, and jobs) continue consistent with 2012 RGF (population growth occurring predominantly in the North County and City of Santa Maria). | Changes in commuting assumption so net in commuting doubles over 20 years. | all programmed and planned projects | yes | no |