



DATE: August 14, 2009

TO: Planning Commission

SUBJECT: SAN DIEGO ASSOCIATION OF GOVERNMENTS 2050 REGIONAL GROWTH FORECAST (District: All)

SUMMARY:

Overview

This item is related to the San Diego Association of Governments (SANDAG) efforts to produce a regional growth forecast for San Diego County to 2050, when the region's population is expected to reach 4.4 million persons. Forecasts using the adopted and draft general plans in the region show a shortage of housing units to meet this population, and various scenarios have been developed through the SANDAG Regional Planning Technical Working Group, comprised of planning staff from each of the region's jurisdictions. The SANDAG Board of Directors has requested that each jurisdiction work with SANDAG to review the scenarios and make recommendations. These scenarios, analysis of their potential effects on the County of San Diego and the staff recommended scenario are included this report. The 2050 Regional Growth Forecast will be used in the development of the 2050 Regional Transportation Plan, the next Regional Comprehensive Plan, Regional Housing Needs Assessment and the region's first Sustainable Communities Strategy to comply with SB 375.

Recommendation(s)

DEPARTMENT OF PLANNING & LAND USE

1. That the Planning Commission recommend to the Board of Supervisors that they take the following action:
 - a. Direct the CAO to work with SANDAG to identify land use changes that should be incorporated into the 2050 Regional Growth Forecast that could be anticipated over the next 40 years for the 2050 Regional Transportation Plan.

Fiscal Impact

N/A

Business Impact Statement

N/A

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Advisory Board Statement

N/A

Involved Parties

The 2050 Regional Growth Forecast will effect all unincorporated lands within San Diego County.

BACKGROUND:

In its role as the Metropolitan Planning Organization for the San Diego region, the San Diego Association of Governments (SANDAG) prepares a regional growth forecast every four years. The regional forecast is largely based on local land use plans and policies, and is meant to reasonably identify where growth is projected to occur in the region over the long term. The forecast is completed through a multi-step, collaborative process that involves input from local jurisdictions (in particular, the planning and community development directors who serve on the SANDAG Regional Planning Technical Working Group (TWG)), citizens, and elected officials. In addition to local outreach, SANDAG staff conducts peer review by outside experts including demographers, economists, developers, and natural resource managers to evaluate economic and demographic assumptions about fertility, migration, inflation, and other indicators.

Over the past three decades, this collaborative process has resulted in forecasts that have been quite accurate. As such, SANDAG forecasts have served as a valuable planning tool for regional and local infrastructure providers such as transportation agencies, school districts, water suppliers, and others.

SANDAG is currently developing a forecast extending to 2050. The 2050 Regional Growth Forecast will be the first step in developing the 2050 Regional Transportation Plan (RTP), which is scheduled for adoption in 2011. As part of the RTP, the 2050 forecast will serve as the basis for the region's first Sustainable Communities Strategy. The forecast also will be used in the development of the Regional Housing Needs Assessment (RHNA) and in the updated of the next Regional Comprehensive Plan (RCP). Finally, as with past forecasts, the 2050 Regional Growth Forecast will also support local land use, capital improvement, and water resource planning efforts throughout the region.

2050 Growth: Change and Challenges

Previous forecasts have consistently shown that the population of the San Diego region will continue to grow in the future, although at reduced rates. This forecast is no different and preliminary draft projections suggest that the region will approach 4.4 million residents, 1.9 million jobs, and 1.5 million housing units by 2050. Most of the projected residential growth can be accommodated based on adopted general plans and policies; however, draft projections show the region's housing demand exceeds planned housing capacity before 2050.

Based on land use and general plan input from the SANDAG TWG, draft analysis indicates that local plans would be able to accommodate more than the 500,000 additional jobs projected by

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2050, but would come up short in planned housing, with capacity for only 380,000 units out of the 450,000 projected. This results in a projected shortfall of 70,000 housing units (approximately 15 percent) by 2050.

This analysis is based on information from existing general plans, including the County of San Diego draft General Plan Update, areas considered most likely for redevelopment based on local input, and information on natural constraints to development, such as steep slopes, habitat, and floodplains, as well as policies such as parking requirements, setbacks, and existing buildings and infrastructure, that influence future development and redevelopment potential.

Initial economic projections show strong growth in real per capita income and stable, diversified employment growth over the next four decades. While there is sufficient capacity for job growth, continued economic development in the region is contingent upon providing opportunities to house San Diego's future labor force, as indicated in the SANDAG Regional Economic Prosperity Strategy.

Important Considerations for the 2050 Forecast

As a result of Senate Bill 375 (Steinberg, 2008), the SANDAG forecast shall "identify areas within the region sufficient to house all the population of the region...over the course of the planning period of the regional transportation plan." Further, in order to avoid additional state review during the RHNA process, the population forecast also must be "within a range of 3 percent of the total regional population forecast...over the same time period by the [California] Department of Finance." At this point, the SANDAG 2050 projection of 4.4 million residents falls within 3 percent of the Department of Finance projection (4.5 million).

Currently adopted general plans and certain draft updates allow capacity to provide housing opportunities for about 85 percent of the housing demand projected for the region. Recognizing that many of the region's general plans will be updated at least once between now and 2050, SANDAG staff has been working with each jurisdiction through the TWG since October 2008 to identify opportunities to accommodate the 70,000 housing units shortfall in the last 10 to 15 years of the forecast.

The Sustainable Communities Strategy (SCS), a new requirement for RTPs from SB375 will be developed with a locally driven land use strategy and current planning trends. It will show how Regional greenhouse gas reduction targets will be met, be consistent with the RHNA and address the preservation of sensitive resources. If the SCS does not meet greenhouse gas reduction targets, an Alternative Planning Strategy will be developed to demonstrate how the targets can be achieved.

Recommendations from the TWG and the SANDAG Regional Planning Committee, Transportation Committee, and Board of Directors

To ensure local input, SANDAG staff has been working with local planning directors, through the TWG, to identify a series of land use scenarios that could bridge the gap between the horizon

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year of local general plans and the 2050 forecast year. Twelve scenarios and associated variants were generated through a series of workshops and meetings with the TWG. The TWG reviewed each scenario in detail with a focus on selecting alternatives that were reasonable based on knowledge of local plans and market conditions, as well as alternatives that align with regional goals described in approved plans such as the RCP and RTP. Based on those objectives, at its May 2009 meeting, the TWG recommended that SANDAG staff continue to examine the following land use scenarios:

- Maximum general plan development/redevelopment regionwide
- Density increases in transit investment areas
- Redevelopment near high-frequency transit stations
- Plan updates in Smart Growth Opportunity Areas (SGOAs)
- Inclusion of draft plans in the forecast, at jurisdiction's discretion
- Jurisdiction-specific options, not listed above

These alternatives also were presented to the SANDAG Regional Planning and Transportation Committees. Both groups recommended that these alternatives be studied further. Recognizing that one size does not fit all jurisdictions in our diverse region, the SANDAG Board of Directors directed SANDAG staff to work with each jurisdiction to determine which (if any) of the above options provides a suitable 2050 land use scenario for that jurisdiction.

Department of Planning and Land Use Analysis of Alternatives

DPLU has developed preliminary analysis of each of the alternatives using as basis the ground truthing and population modeling staff has performed in the General Plan Update and other local agency knowledge on how each of the alternatives would effect the unincorporated County of San Diego.

Maximum general plan development/redevelopment regionwide

This scenario would assume complete redevelopment and build out at capacity of each jurisdiction's General Plan. For the unincorporated County of San Diego, this scenario would unrealistically forecast the redevelopment of thousands of acres of existing semi rural homes to densities that would only be achieved through aggregation of large areas and subdivisions with higher unit counts. Additionally this alternative would assume complete redevelopment of suburban and Village densities (7.3 dwelling units per acre and higher) by not taking into account the difficulties of aggregating parcels for development in these areas or the 22 constraints that the General Plan Update Population Model applies to recognize the implications of building in the unincorporated county. This alternative, for the unincorporated county, would result in forecasting unrealistic growth that is not supported by land use or economic realities.

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Density increases in transit investment areas / redevelopment near high-frequency transit stations

While these two alternatives are viable options on a regional basis, the transit investment areas and high-frequency transit stations are almost entirely within the incorporated jurisdictions , therefore their effect on the unincorporated county's land uses would be minimal. The two areas in the unincorporated county with planned or existing high frequency transit areas are the Buena Creek Sprinter Station in North County Metropolitan Subregion, and potentially the Campus Park site in Fallbrook. These sites are already planned for extensive growth, Campus Park has three housing development projects in process, as well as a community college and significant density under the general Plan Update Land Uses. The Buena Creek station has had multi-family densities applied to it under the General Plan Update and could potentially see a major planned development following the General Plan Update adoption by the Board. Spring Valley and Valle de Oro are the only other communities which have areas that fall into the transit investment area, These areas could only have additional growth through carefully planned revitalization and infill development, not currently accommodated in the update.

Plan updates in Smart Growth Opportunity Areas (SGOAs)

This alternative would see the maximum build-out of existing/planned and potential SGOAs, which for the County of San Diego is the Campus Park Special Use Center, Community Centers in Spring Valley, Pepper Drive / Bostonian and around the Buena Creek Sprinter Station, as well as Rural Villages in Fallbrook, Valley Center, Alpine, Ramona and Lakeside. The SGOAs that have the most ability for increased populations, such as Campus Park, Valley Center, Alpine and Buena Creek, receive enough density under the General Plan Update to allow for considerable growth. Additional increases or achievement of maximum development yield in the SGOAs would have to be planned and implemented appropriately; requiring more planning than is currently being undertaken. The affects of implementing this scenario would have more impact on the incorporated areas of San Diego County, which include the majority of the Smart Growth Opportunity Areas.

Inclusion of draft plans in the forecast, at jurisdiction's discretion

The County of San Diego's Draft General Plan Land Uses are already used as the basis for the 2050 Regional Growth Forecast, this alternative would mostly include changes in the General Plans of cities within the region, including communities within the City of San Diego, and the Cities of El Cajon, Encinitas and San Marcos.

Accommodate additional growth through planned communities (Jurisdiction-specific options, not listed above)

A potential alternative to study growth in addition to the General Plan Update Land Use Maps would be an examination of the large planned communities, included as cumulative projects that are in process or proposed for the unincorporated County of San Diego. These developments

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have the potential to accommodate over 5,000 additional units then are accommodated in the General Plan Update, or 7 percent of the 70,000 shortfall the region faces.

Conclusions

The County of San Diego's General Plan Update includes 16 percent of the population growth the region would require, and should continue to guide the development of the unincorporated county. The scenarios that SANDAG has developed, with the exception of realizing maximum density of all the General Plans, would result in a majority of the growth near transportation opportunities within the incorporated cities. These scenarios are generally considered to be in agreement with the Guiding Principles of the General Plan Update, to accommodate growth in a sustainable fashion adjacent to jobs, services and transportation options.

PROJECT ISSUES:

No project issues have been identified.

WAIVERS AND EXCEPTIONS:

N/A

ENVIRONMENTAL STATUS:

N/A

PREVIOUS ACTIONS:

N/A

ACTIVITIES UNDERTAKEN WITHOUT APPROPRIATE PERMITS:

N/A

PUBLIC INPUT:

Public input on how the County of San Diego should accommodate growth in the future has been an underlying guiding principle in the discussions with stakeholder groups, Planning and Sponsor Groups and members of the public in the General Plan Update Project. The analysis on the scenarios included in the background section has used that information to comprise the staff recommendation. Additionally this report has been distributed to the General Plan Update Advisory Groups, the Steering Committee and the Interest Group.

DEPARTMENT REASONS FOR RECOMMENDATION:

N/A

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cc: Mayor Lori Hold Pfeiler, SANDAG Board Chair
All Community Planning/Sponsor Groups

email cc:
Lisa Robles, Case Closure, Department of Planning and Land Use, M.S. O650
Interested Parties

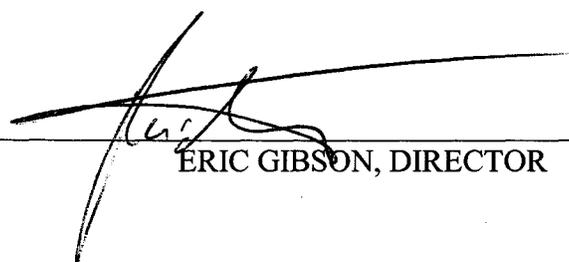
ATTACHMENTS:

Attachment A – 2050 Regional Transportation Plan: Work Program and Schedule
Attachment B – Long Range Regional Plans and Forecasts: A Work Plan to Comply with SB375

CONTACT PERSON:

Devon Muto	_____
Name	_____
858-694-3016	_____
Phone	_____
858-694-3485	_____
Fax	_____
O650	_____
Mail Station	_____
devon.muto@sdcounty.ca.gov.	_____
E-mail	_____

AUTHORIZED REPRESENTATIVE:



ERIC GIBSON, DIRECTOR

Attachment A

2050 Regional Transportation Plan: Work Program and Schedule



**BOARD OF DIRECTORS
JUNE 26, 2009**

**AGENDA ITEM NO. 09-06-16
ACTION REQUESTED - INFORMATION**

**2050 REGIONAL TRANSPORTATION PLAN: WORK
PROGRAM AND SCHEDULE**

File Number 3000400

Introduction

The current 2030 Regional Transportation Plan (RTP) was adopted in 2007. Federal law requires that SANDAG prepare a long-range transportation plan and make an air quality conformity determination every four years. SANDAG staff has prepared a draft work program and schedule to develop the 2050 RTP, which is slated for adoption in 2011. SANDAG is the first major metropolitan planning organization that will prepare an RTP according to provisions of Senate Bill (SB) 375 (Steinberg, 2008). Additionally, proposed roles and responsibilities of various working groups and Policy Advisory Committees are outlined. The purpose of this informational report is to provide an overview of the proposed work plan and its key elements to the Board of Directors. This informational report also was presented at the June 5, 2009, joint meeting of the Regional Planning and Transportation Committees.

Discussion

2050 RTP Work Program: Key Inputs and Components

At the April 24, 2009, Board of Directors meeting, staff provided an overview of the proposed FY 2010 Integrated Work Plan to comply with SB 375. SANDAG staff now has developed a more detailed work program and schedule for the 2050 RTP that incorporates a variety of planning efforts. In accordance with state and federal guidelines, the 2050 RTP is scheduled for adoption by the Board of Directors in July 2011. The 2050 RTP Work Program and Schedule are included as Attachments 1 and 2, respectively. A number of key inputs and components that will shape the development of a 2050 RTP are highlighted below.

2050 Regional Growth Forecast

Work already is underway to produce the 2050 Regional Growth Forecast, which will be used in the preparation of the 2050 RTP. The forecast is being developed in two phases. The first phase takes into account existing land uses, planned land uses, and potential redevelopment and infill areas. The second phase involves preparing alternative land use scenarios that can be applied beyond the horizon year of local general plans. The Board of Directors will be asked to approve the 2050 Regional Growth Forecast for planning purposes in early 2010. Additional information about the forecast, including possible transportation and transportation demand management (TDM) measures and upcoming public outreach activities, will be presented for Board discussion at the July 10, 2009, Board Policy meeting.

Updated Goals and Objectives

The Board of Directors adopted seven policy goals to guide the development of the 2030 RTP. Policy objectives also were established to help the region achieve those goals. As part of the 2050 RTP development, the Board of Directors will be asked to review and update the goals and objectives from the 2030 RTP based on emerging issues such as the implementation of SB 375.

Urban Core Transit Strategy

In summer 2009, SANDAG will begin the development of an Urban Core Transit Strategy to evaluate possible regional transit strategies that maximize peak-period transit mode share in the urban core. The strategy will result in three or four long-range strategic transit network alternatives that will be factored into the 2050 RTP. Additionally, the study will include short-term action plans and implementation strategies. The Board of Directors will be asked to approve these alternatives for use in the 2050 RTP development in spring 2010.

Sustainable Communities Strategy

The Sustainable Communities Strategy (SCS) will be a new element of the RTP, as required by SB 375, and will be designed to show how regional greenhouse gas (GHG) reduction targets, to be established by the California Air Resources Board, would be achieved through development patterns, infrastructure investments, and/or transportation measures or policies that are determined to be feasible. Additionally, the SCS must be consistent with the Regional Housing Needs Assessment (RHNA) and must address protection of sensitive resource areas. If the SCS does not meet regional GHG reduction targets, an Alternative Planning Strategy (APS) must be developed to demonstrate how the targets can be achieved.

The adopted Smart Growth Concept Map, which identifies existing and planned smart growth areas linked to existing and planned public transit, along with the identified habitat conservation areas, will serve as a basis for the SCS. Additionally, the results of the Regional Climate Action Plan (RCAP) will provide options for additional measures that could reduce GHG emissions.

Other Key 2050 RTP Tasks

The results of related work efforts, such as the Regional Energy Strategy Update, RCAP, Regional Bicycle Plan, Comprehensive Freight Gateway Forecast, new border crossing at Otay Mesa East, airport multimodal planning, high-speed rail planning, corridor and subregional studies, collaborative projects with Tribal Nations, as well as interregional and binational strategies, will be incorporated.

Other major tasks include updates to the project evaluation criteria and plan performance measures, economic analysis of investment strategies, enhanced environmental justice analysis, new revenue projections, revised cost estimates for projects and services, and integration of technology and TDM measures into investment strategies. Additionally, the 2050 RTP will be subject to any new requirements established in the upcoming federal surface transportation reauthorization, which is anticipated to be passed in 2010, and will incorporate updated California Transportation Commission RTP Guidelines.

RTP/SCS Public Participation Plan

SANDAG regularly involves the public in regional planning efforts. A public participation plan is being prepared to help develop the 2050 RTP. On May 22, 2009, the Board of Directors approved the creation of a new Regional Planning Stakeholders Working Group to provide input on the development of key work elements in the planning process, including the public participation plan. Additionally, there will be a series of public presentations and workshops and other means for involving the public and receiving input on the work products and draft 2050 RTP. The Board of Directors will be asked to approve the Public Participation Plan in winter 2009.

2050 RTP Environmental Impact Report

The Environmental Impact Report (EIR) for the 2050 RTP will require analysis beyond what has been included in previous RTP EIRs. The RTP environmental analysis will include GHG emissions baseline measurements and projections, as well as potential mitigation measures that could reduce emissions. The EIR also will include analysis of the additional elements required by SB 375, such as the SCS.

In addition, as part of the environmental review process for the RTP, SB 375 includes California Environmental Quality Act (CEQA) streamlining provisions as an incentive to encourage certain types of projects that help achieve the GHG reduction target and are consistent with the SCS (e.g., residential or mixed-use projects that conform to SCS and transit priority projects that meet specified criteria). Cities and counties that find the CEQA streamlining provisions useful will have the opportunity to align their planning policies with those of the regional SCS. It should be noted, however, that the CEQA streamlining provisions are not mandatory and are intended to be a tool that local jurisdictions may use, if desired.

2050 RTP Proposed Roles and Responsibilities

A number of Policy Advisory Committees will provide oversight and policy direction for the development of the 2050 RTP. Several working groups also will provide input throughout the preparation of the plan. The new Regional Planning Stakeholders Working Group will play an integral role in the development of the 2050 RTP, along with the region's public works directors and planning directors, who are represented in the Cities/County Transportation Advisory Committee (CTAC) and Regional Planning Technical Working Group (TWG), respectively. The San Diego Region Conformity Working Group (CWG) will be consulted on the development of the air quality conformity analysis. Additionally, staff will make sure that key elements of the 2050 RTP development are brought to the Tribal Transportation Working Group to allow for substantive feedback and input. Finally, the *TransNet* Independent Taxpayer Oversight Committee's responsibilities include participating in the ongoing refinement of the SANDAG transportation system performance measurement process and the project evaluation criteria used in the development of the RTP. Attachment 3 outlines the proposed roles and responsibilities of the Policy Advisory Committees and their working groups related to the development of the 2050 RTP.

Next Steps

In order to implement the proposed work plan, SANDAG will benefit from substantial work that is already underway. The adopted Smart Growth Concept Map together with regional habitat conservation areas will serve as a basis for the SCS. A number of planning efforts that will be incorporated in the 2050 RTP development have been initiated, such as the Interstate 5 South Multimodal Corridor Study, and Freight Gateway Forecast. Additionally, a discussion on new goals and policy objectives for the 2050 RTP will be brought to a future Board of Directors Policy meeting.

GARY L. GALLEGOS
Executive Director

Attachments: 1. 2050 RTP Work Program
2. 2050 RTP Schedule
3. Proposed Roles and Responsibilities for Working Groups and Policy Advisory Committees

Key Staff Contact: Heather Werdick, (619) 699-6967; hwe@sandag.org

Funds are budgeted in Work Element #3000400

2050 RTP WORK PROGRAM

1. *Develop Regional Transportation Plan (RTP) Work Program*
 - Review work program with core working groups, Policy Advisory Committees, and Board of Directors
2. *Review and Update RTP Goals and Policy Objectives*
 - Confirm consistency with updated Regional Comprehensive Plan (RCP) directives and Strategic Initiatives
 - Monitor and incorporate new transportation act/bill and other legislation, including Senate Bill (SB) 375 (as needed)
 - Monitor and incorporate updated California Transportation Commission RTP Guidelines (as needed)
3. *Public Outreach and Involvement*
 - Set up 2050 RTP Project Web page and maintain throughout RTP development and adoption
 - Create new Regional Planning Stakeholders Working Group and issue mini-grants for outreach to community based organizations
 - Develop Public Participation Plan (PPP) that meets federal transportation bill requirements and SB 375
 - Schedule events and develop outreach products
 - Conduct subregional workshops (3) on Draft 2050 RTP
 - Conduct public hearings (2) on Draft 2050 RTP
 - Analyze ongoing feedback and respond to comments received via the Web page, phone, e-mail, etc.
4. *Prepare 2050 Regional Growth Forecast*
 - Collect Existing Plans and Policies land use inputs (Phase 1)
 - Create demographic, housing, and economic estimates for Existing Plans and Policies
 - Generate New Growth Forecast (Population and Employment) for Existing Plans and Policies
 - Create and test alternative land use scenarios for capacity to 2050 (Phase 2) and review results with working group and Policy Committees
 - Conduct public workshops on select alternative land use scenarios
 - Generate preliminary draft Growth Forecast for review
 - Finalize 2050 Regional Growth Forecast

5. *Incorporate Recommendations from Regional/Corridor/Subregional Studies into Development of Transportation Networks*
 - Studies include the Interstate 5 (I-5) South Multimodal Corridor Study, Downtown Transportation Plan, Urban Core Transit Strategy, Regional Bicycle Plan, Impediments to Public Transit, Safe Routes to School Strategy, Regional Climate Action Plan (RCAP), Regional Energy Strategy, State Route (SR) 11 and Otay Mesa East Port of Entry Financing Strategy, I-15 Interregional Partnership and Imperial Valley Association of Governments (IVAG) I-8 Corridor Strategic Plan, Tribal Transportation Plans, Corridor System Management Plans, *TransNet* Early Action project development, Otay Mesa–Mesa de Otay Binational Corridor Strategic Plan, California–Baja California Border Master Plan, and the Federal Transit Administration (FTA)/Federal Highway Administration (FHWA) Guidebook on Congestion Management Process (as needed)

6. *Develop Sustainable Communities Strategy (SCS) and Alternative Planning Strategy (APS) (if needed)*
 - Conduct workshop for SB 375 Implementation/Greenhouse Gases (GHG) Regional Targets/SCS development
 - Information meeting(s) with elected officials to obtain input on SCS
 - Develop draft SCS based on the adopted Smart Growth Concept Map and results from the Urban Core Transit Strategy and the RCAP
 - Generate alternative(s) land use/transportation scenario for an APS (if needed)
 - Develop draft APS if the SCS does not meet the regional GHG targets (if needed)

7. *Update Revenue and Cost Projections for Projects and Services*
 - Develop or revise cost estimates for all Unconstrained highway and transit projects based on requirements from federal transportation bill
 - Incorporate revised cost estimates for local streets and roads projects provided by the local jurisdictions
 - Incorporate SR 11–Otay Mesa East Port of Entry Financing Strategy
 - Develop initial revenue projections for the various local, state, and federal revenue sources for the Revenue Constrained and Reasonably Expected scenarios
 - Refine and finalize initial revenue projections and cost estimates for the Revenue Constrained and Reasonably Expected scenarios

8. *Update Regional Arterial System (as needed)*

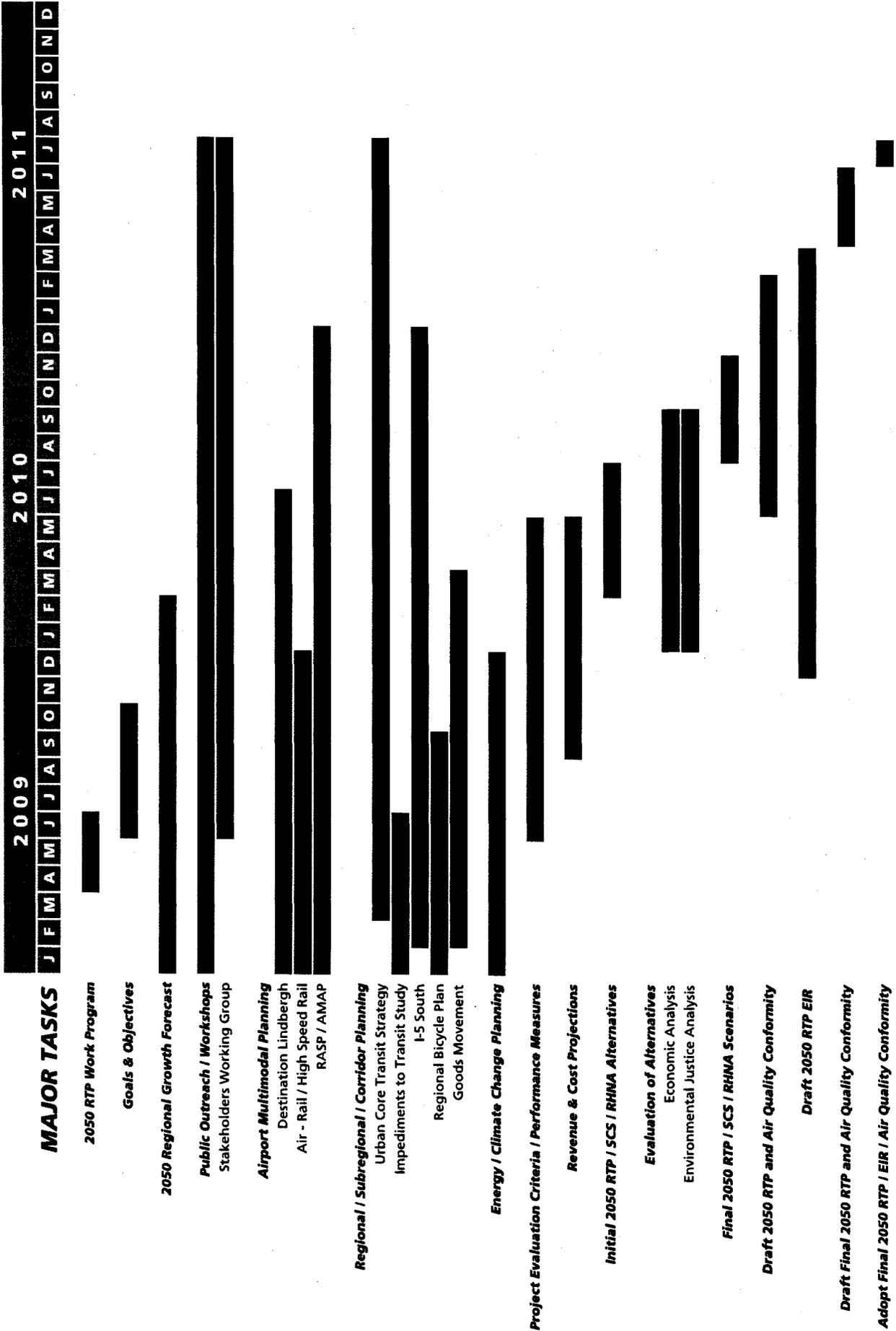
9. *Airport Multimodal and Rail Planning*
 - Incorporate recommendations from the Airport Multimodal Action Plan (AMAP)
 - Incorporate Air–Rail Network Plan
 - Incorporate Regional Aviation Strategic Plan (RASP), including Destination Lindbergh

10. *Develop Technology and Innovation Updates for the RTP*
 - Incorporate transportation system management and monitoring systems into the RTP
 - Research future transportation infrastructure and architecture needs and incorporate into the RTP
 - Incorporate assumptions from Regional Energy Strategy Update relating to alternative fuels and vehicles into the RTP
11. *Update the Goods Movement Action Plan (as needed)*
 - Incorporate findings from the Comprehensive Freight Gateway Study
12. *Update Transportation Project Evaluation Criteria*
 - Review/revise criteria with a focus on updated goals and policy objectives
13. *Update Performance Measures for RTP*
 - Re-evaluate and update performance measures to be consistent with 2050 RTP goals and policy objectives
 - Develop measurable objectives consistent with updated RTP performance measures
 - Update base year and projected Levels of Service (LOS), Vehicle Miles Traveled (VMT), GHG emissions, travel time, speed, and other indicator data for the RTP
14. *Develop Network and/or Land Use Alternatives*
 - Develop multimodal (transit, high-occupancy vehicle [HOV], Managed Lanes, highway, bicycle, and pedestrian) network alternatives in conjunction with SCS/APS
 - Select networks and land use alternatives to be included in the different financial scenarios of the RTP and in the EIR
15. *Analyze Alternatives and Select Preferred Unconstrained Network for RTP*
 - Perform travel forecasts and evaluate overall performance
 - Apply updated performance measures, such as overall LOS, VMT, GHG emissions, economic indicators, and average corridor travel times, to provide a grid of overall effectiveness of each alternative
 - Develop Draft Preferred Network for review
16. *Conduct Economic Analysis of Transportation Investment Scenarios*
17. *Develop Environmental Justice Assessment*
18. *Create Final RTP/SCS and EIR Scenarios*
 - Create new Revenue Constrained and Reasonably Expected funding scenarios
 - Apply revised evaluation criteria to assist in project selection for RTP scenarios

- Develop transportation networks for Revenue Constrained and Reasonably Expected Scenarios for review
 - Create EIR alternatives
19. *Perform Air Quality (AQ) Forecasts*
- Discuss conformity criteria and procedures with San Diego Region Conformity Working Group (CWG)
 - Address new Environmental Protection Agency (EPA)/FTA/FHWA requirements for AQ analysis (as needed)
 - Prepare draft air quality conformity determination for Draft RTP for review
 - Assist with AQ analysis for Draft and Final EIR
 - Prepare final air quality determination
20. *Produce Draft RTP*
21. *EIR Preparation*
- Prepare and circulate Notice of Preparation for EIR
 - Prepare Draft EIR, including enhanced analysis per SB 375
 - Prepare Final EIR
22. *Release Draft RTP/EIR for Public Comment*
23. *Prepare Draft Final RTP*
24. *Prepare Final EIR*
25. *Final RTP/EIR Adoption*
26. *Air Quality Conformity Determination by United States Department of Transportation*



2050 Regional Transportation Plan Schedule



Roles and Responsibilities for the 2050 Regional Transportation Plan

	Working Groups										Policy Advisory Committees			
	CTAC	TWG	SWG	CWG	ITOC	Tribal TWG	EWG	BC	RPC	TC	BOD			
Major Tasks														
Regional Transportation Plan (RTP) Work Program	■	■	■	■	■	■	■	■	■	■	■	■		
Goals and Policy Objectives	■	■	■	■	■	■	■	■	■	■	■	■		
2050 Regional Growth Forecast	■	■	■	■	■	■	■	■	■	■	■	■		
Project Evaluation Criteria	■	■	■	■	■	■	■	■	■	■	■	■		
Performance Measures	■	■	■	■	■	■	■	■	■	■	■	■		
Regional/Corridor Studies														
Urban Core Transit Strategy	■	■	■	■	■	■	■	■	■	■	■	■		
Interstate 5 South Multimodal Study	■	■	■	■	■	■	■	■	■	■	■	■		
Airport Multimodal Planning	■	■	■	■	■	■	■	■	■	■	■	■		
Comprehensive Freight Gateway Forecast	■	■	■	■	■	■	■	■	■	■	■	■		
Regional Energy Strategy Update/ Regional Climate Action Plan	■	■	■	■	■	■	■	■	■	■	■	■		
Public Outreach														
Initial RTP/Sustainable Communities Strategy (SCS)/Regional Housing Needs Assessment (RHNA) Scenarios	■	■	■	■	■	■	■	■	■	■	■	■		
Final RTP/SCS/RHNA Scenarios	■	■	■	■	■	■	■	■	■	■	■	■		
Draft 2050 RTP and Air Quality (AQ) Conformity	■	■	■	■	■	■	■	■	■	■	■	■		
Draft 2050 Environmental Impact Report (EIR)	■	■	■	■	■	■	■	■	■	■	■	■		
Proposed Changes for the Draft Final 2050 RTP	■	■	■	■	■	■	■	■	■	■	■	■		
Adopt Final 2050 RTP/EIR/AQ Conformity	■	■	■	■	■	■	■	■	■	■	■	■		

Board of Directors (BOD)

Policy Advisory Committees

- Borders Committee (BC)
- Regional Planning Committee (RPC)
- Transportation Committee (TC)

TransNet Independent Taxpayer Oversight Committee (ITOC)

Working Groups

- Cities/County Transportation Advisory Committee (CTAC)
- Regional Planning Stakeholders Working Group (SWG)
- Regional Planning Technical Working Group (TWG)
- Regional Working Group (EWG)
- San Diego Region Conformity Working Group (CWG)
- Tribal Transportation Technical Working Group (Tribal TWG)

Attachment B
Long Range Regional Plans and
Forecasts: A Work Plan to Comply
with SB375



BOARD OF DIRECTORS
APRIL 24, 2009

AGENDA ITEM NO. 09-04-6
ACTION REQUESTED - INFORMATION

LONG-RANGE REGIONAL PLANS AND FORECASTS:
A WORK PLAN TO COMPLY WITH SENATE BILL 375 File Numbers 3000200 & 3000400

Introduction

The passage of Senate Bill (SB) 375 (Steinberg, 2008) and provisions included in the 2008 RTP Settlement Agreement (Settlement Agreement) regarding the 2030 Regional Transportation Plan Environmental Impact Report (EIR) significantly change how SANDAG will prepare the next Regional Transportation Plan (RTP) and Regional Housing Needs Assessment (RHNA). Both also set the stage for a future update of the Regional Comprehensive Plan (RCP). SANDAG staff has responded to these new requirements in the draft FY 2010 Budget and Overall Work Program. The purpose of this informational report is to provide an overview of the proposed work plan and its key elements to the SANDAG Board of Directors. This report was presented to the Regional Planning and Transportation Committees on April 3, 2009.

Discussion

Compliance with SB 375 significantly changes how we will prepare the next RTP and RHNA. Provisions of the law require that:

- the California Air Resources Board (CARB) establish regional greenhouse gas (GHG) reduction targets;
- the Metropolitan Planning Organizations (MPO) create a Sustainable Communities Strategy (SCS)—a new element of the RTP—to strive to meet established GHG reduction targets or, if unable to meet the target, it must prepare an Alternative Planning Strategy (APS);
- the MPO conduct extensive outreach and adopt a public participation plan for the SCS;
- the RHNA be synchronized with the RTP process and that the RHNA allocations be consistent with the SCS; and
- more extensive environmental review is conducted to ensure that local jurisdictions can benefit from the California Environmental Quality Act streamlining provisions included in the law.

The RTP Settlement Agreement further requires that SANDAG develop an Urban Core Transit Strategy and complete a study regarding the impediments to public transit as part of the 2050 RTP, scheduled to be adopted in July 2011. Other provisions of the Settlement Agreement have an indirect relationship to the RTP and are not specifically discussed in this report.

The proposed work plan includes several key efforts, which are summarized below. Attached is a generalized work plan timeline.

2050 Regional Growth Forecast

A regional growth forecast is produced every four years to reflect the most current economic, demographic, land use and transportation data, and to keep pace with ongoing regional planning efforts such as the RTP and RCP. The last forecast provided growth projections and estimates to 2030. The upcoming forecast will provide growth projections and estimates to 2050.

Work is already underway to produce the 2050 Regional Growth Forecast, which will be used in the preparation of the 2050 RTP, San Diego County Water Authority's Urban Water Management Plan, and future RCP update. In October 2008, SANDAG staff initiated the local land use data collection process with the Regional Planning Technical Working Group (TWG) in order to prepare the "existing plans and policies" phase of the forecast. The TWG assists with local land use inputs, including existing land uses, planned land uses, and potential redevelopment and infill areas, all of which are important to the forecasting process and build upon the RCP smart growth principles. SANDAG has received input from all the jurisdictions in the region, and staff is now inputting and verifying the information in coordination with local planning staffs.

The second phase involves preparing alternative growth scenarios that can be applied to forecast years after 2025, beyond the horizon year of local general plans. Around the year 2025, the region also runs out of housing capacity based on current plans and future growth. SANDAG staff has started discussions with the TWG on the range of alternative scenarios to consider. The Regional Planning Committee (RPC) and Board of Directors will be asked to weigh in on the alternative scenarios, which also will be discussed in future public workshops this summer. The draft 2050 Regional Growth Forecast is anticipated in September/October 2009. The Board of Directors will be asked to adopt the 2050 Regional Growth Forecast for planning purposes in early 2010.

In addition to the TWG, SANDAG staff has assembled a peer review group, composed of experts in demography, housing, economics, and other disciplines from state and local agencies, local universities, and the private sector. This group is providing input to SANDAG staff on the regional model structure, data inputs and assumptions, and evaluating the forecast results from a technical perspective.

Urban Core Transit Strategy

The RTP Settlement Agreement calls for SANDAG to develop an Urban Core Transit Strategy that evaluates possible regional transit strategies that maximize peak-period transit mode share in the urban core. The strategy will result in three to four long-range strategic transit network alternatives that will be considered in the development of the 2050 RTP. The transit network alternatives will be structured to significantly increase the attractiveness and use of transit, walking, and biking to make transit time-competitive with the private car and thereby to reduce vehicle miles traveled (VMT) in the greater San Diego region. It is anticipated that SANDAG will release the Request for Proposals for this work in May and select a consultant this summer.

Airport Multimodal Accessibility Plan (AMAP)

SANDAG is working with the San Diego County Regional Airport Authority (Authority) on the development of a Regional Aviation Strategic Plan (RASP) and an Airport Multimodal Accessibility Plan (AMAP). The Authority is lead for the RASP, which will identify workable strategies to improve

the performance of the regional airport system. SANDAG is the lead for the AMAP, which will develop a multimodal strategy to improve surface transportation access to airports. The development of the RASP and AMAP will be a coordinated process between the Authority and SANDAG. The overall schedule is designed to allow the RASP and AMAP to be incorporated into the 2050 RTP.

Sustainable Communities Strategy (SCS) / Regional Housing Needs Assessment (RHNA)

The SCS will be a new element of the RTP, as required by SB 375, to show how regional GHG targets would be achieved through development patterns, infrastructure investments, and/or transportation measures or policies that are *determined to be feasible*. Additionally, the SCS must be consistent with the RHNA and must address protection of sensitive resource areas, including areas protected under Habitat Conservation Plans (HCPs). If the SCS does not meet regional GHG targets, an APS must be developed, which demonstrates what alternative and additional measures would need to be taken in order for the region to meet its GHG target.

The adopted Smart Growth Concept Map, which identifies existing, planned smart growth areas linked to existing and planned public transit, along with the identified habitat planning areas, will serve as a basis for the SCS. Additionally, the results of the Regional Climate Action Plan (RCAP) will provide ideas for additional measures that could reduce GHG emissions.

SB 375 changed previous housing element law by aligning regional housing planning with regional transportation planning. As a result of this change, the RHNA is on an eight-year cycle and will be conducted as part of every other RTP process (the RTP is updated every four years). Currently, SB 375 requires the San Diego region to adopt two housing elements within a 2-1/2 year period (June 2010 and January 2013). SANDAG staff is pursuing legislation to merge and clarify the deadlines.

2050 RTP

Federal law requires that an RTP be prepared every four years. In accordance with state and federal guidelines, the 2050 RTP is slated for adoption by the Board of Directors in July 2011. The planning efforts described in this report are key inputs or components for the development of a 2050 RTP that complies with SB 375, requirements of the Settlement Agreement, and air quality conformity. As part of the RTP development, goals and objectives from the 2030 RTP (adopted in 2007) will be revised and updated. The results of related work efforts such as the RCAP, Regional Energy Strategy Update, Regional Bicycle Master Plan, Comprehensive Freight Gateway Forecast, high-speed rail planning, corridor and subregional studies, collaborative projects with Tribal Nations, as well as interregional and binational strategies will be incorporated. Other major tasks include updates to the project evaluation criteria and RTP performance measures, economic analysis of investment strategies, new revenue projections, and updated project cost estimates. Additionally, the 2050 RTP will be subject to any new requirements established in the federal surface transportation reauthorization, which is anticipated to be passed in 2010.

The TWG and a new Regional Planning Stakeholder Working Group (SWG) will play an integral role in the development of the RTP along with the region's public works directors and traffic engineers, who are represented in the Cities/County Transportation Advisory Committee (CTAC) and San Diego Traffic Engineers Council (SANTEC), respectively. The San Diego Region Conformity Working Group (CWG) will be consulted on the development of the air quality conformity analysis.

2050 RTP Environmental Impact Report (EIR)

The EIR for the 2050 RTP will require analysis that has not been included in previous RTP EIRs. The RTP environmental analysis will include GHG baseline measurements and projections as well as potential mitigation measures that could reduce emissions. The EIR also will include analysis of the additional work products required by SB 375 and the Settlement Agreement.

In addition, as part of the environmental review process for the RTP, SB 375 includes California Environmental Quality Act (CEQA) streamlining provisions as an incentive to encourage certain types of projects that help achieve the GHG reduction target and are consistent with the SCS. Cities and counties that find the CEQA streamlining provisions useful have the opportunity to align their planning decisions with the decisions of the region. It should be noted, however, that the CEQA streamlining provisions are not mandatory and are intended to be a tool that local jurisdictions may use, if desired.

RTP / SCS Public Participation Plan

SANDAG regularly involves the public in regional planning efforts. A public participation plan is being prepared to involve the public in every step along the way to develop the 2050 RTP and set the stage for a future RCP update. The plan will include the establishment of the new (SWG) to provide input on the development of key work elements in the planning process, including the public participation plan. Additionally, there will be a series of public workshops and other means for involving the public and receiving input on the work products and draft 2050 RTP. SANDAG staff is making a special effort to consider alternative methodologies for engaging a wider diversity of citizens in the planning process, taking advantage of existing community networks.

Next Steps

In order to implement the proposed work plan, SANDAG will benefit from substantial work that has already been done toward meeting the requirements of SB 375 and the Settlement Agreement. The adopted Smart Growth Concept Map together with regional habitat planning areas will serve as a basis for the SCS. Additionally, the results of the RCAP will provide new tools toward reducing VMT and GHG emissions. A number of planning efforts that will be incorporated in the 2050 RTP development have been initiated, such as the Interstate 5 South Multimodal Corridor Study, and Freight Gateway Forecast.

SANDAG staff will provide a more detailed 2050 RTP work plan to the Regional Planning Committee, Transportation Committee, and Board of Directors in June.

GARY L. GALLEGOS
Executive Director

Attachment: 1. *Draft* Long-Range Plans and Forecasts Integrated Work Plan Summary

Key Staff Contact: Coleen Clementson, (619) 699-1944, ccl@sandag.org



**- Proposed Long-Range Regional Plans and Forecasts -
Integrated Work Plan Overview
(Getting to an RTP that complies with SB 375)**

