



Southern California Association of Governments
Remote Participation Only
September 2, 2021

To: Community Economic & Human Development Committee (CEHD)
Regional Council (RC)

From: Sarah Dominguez, Senior Regional Planner
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Subject: Subregional Sustainable Communities Strategies Framework and
Guidelines

EXECUTIVE DIRECTOR'S
APPROVAL

RECOMMENDED ACTION FOR CEHD:

Recommend that the Regional Council adopt the Subregional Sustainable Communities Strategy Framework and Guidelines for use in the development of the 2024 RTP/SCS.

RECOMMENDED ACTION FOR RC:

Adopt the proposed Subregional Sustainable Communities Strategy Framework and Guidelines for use in the development of the 2024 RTP/SCS.

STRATEGIC PLAN:

This item supports the following Strategic Plan Goal 1: Produce innovative solutions that improve the quality of life for Southern Californians.

EXECUTIVE SUMMARY:

SCAG is in the early stages of preparing the 2024 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) or Connect SoCal. The law guiding SCAG's development of the SCS, also known as Senate Bill 375, provides the option for subregional councils of governments in the SCAG region to work with county transportation commission to prepare a subregional SCS for inclusion in the regional SCS. SCAG has developed Subregional Sustainable Communities Strategy Framework and Guidelines to outline the process for both development of a subregional SCS and the incorporation of that SCS into SCAG's 2024 RTP/SCS. For the previous, 2020 RTP/SCS, no subregions delegated to develop a subregional SCS. Subregional Council of Governments will have until October 29, 2021 to communicate their intent to SCAG.

BACKGROUND:

The California Sustainable Communities and Climate Protection Act of 2008, commonly referred to as Senate Bill (SB) 375, requires Metropolitan Planning Organizations (MPO) in the state of California, such as SCAG, to integrate transportation, land use, and housing planning while also establishing the reduction of greenhouse gas (GHG) emissions as part of the regional planning

process. SB 375 also included a unique provision for the SCAG region to allow a subregional council of governments and the county transportation commission to work together to propose a sustainable communities strategy (SCS) for that subregion. SB 375 also requires that SCAG “adopt a framework for a subregional SCS to address the intraregional land use, transportation, economic, air quality, and climate policy relationships”.¹

These *Subregional Sustainable Communities Strategy Framework and Guidelines* (“Framework and Guidelines”) attached to this staff report are intended to facilitate a subregion’s option to develop a subregional SCS which would then be incorporated into the 2024 Regional Transportation Plan/ Sustainable Communities Strategy (RTP/SCS). After receipt of any subregion’s decision to develop and adopt a subregional SCS, SCAG and the subregion would develop a Memorandum of Understanding (MOU) that would provide additional details beyond these Framework and Guidelines.

Some key points included in the document include:

- SCAG will not issue subregional GHG or any other subregional performance goals.
- SCAG shall fulfill all the statutory outreach requirements under SB 375 for the regional SCS. Subregions are strongly encouraged to design and adopt their own outreach processes that mirror the requirements imposed on the region under SB 375.
- The governing board of the subregional agency and the respective CTC board (at their option) shall approve the subregional SCS prior to submission to SCAG.
- The subregions will need to collaborate with the respective CTC in their area to coordinate the subregional SCS with future transportation investments.
- Funding for subregional SCS or alternative planning strategy (APS) activities is not currently available.
- If a subregion chooses to prepare a subregional SCS, SCAG will develop an MOU to further define the process and timeline for submission of data and draft subregional SCS as well as to establish a conflict resolution process to address the potential modification or adjustments that may occur during the incorporation process.

The Framework and Guidelines have been amended from the same document prepared for the 2020 RTP/SCS and previously adopted by the Regional Council on April 6, 2017. For the 2020 RTP/SCS, no subregions delegated to develop an SCS.

The main changes between the previously adopted Framework and Guidelines and this proposed version are:

- **Clarification of eligibility** for “subregional councils of governments” instead of “subregions” per statute.

¹ Government Code §65080(b)(2)(D)

- **Updates to Regional Housing Needs Assessment (RHNA) references**, to include statutory language and remove discussion no longer relevant to this cycle. SCAG staff anticipates that a new section about RHNA may be necessary for the next, 2028 Framework and Guidelines update but that such a discussion is appropriately withheld until that time.
- **Removal of reference to level of adoption for growth distribution and land use data.** (See pg. 4, Section III. B. Flexibility, Targets and Adoption) While staff do not anticipate a deviation from past practice, staff intend to bring these plan principles to the Regional Council for discussion and decision instead of embedding such a principle within this document.
- **Encouragement of subregions to participate in SCAG's growth forecast process.**
- **Addition of requirements from the California Air Resources Board** per the updated 2018 SCS Guidelines. These relate to data and performance measures to describe the land use and transportation system characterizations of a given SCS.
- **Updated Data and Tools sections.** These sections were revised to reflect the new and revised tools that SCAG staff will be using for this RTP/SCS development process.

Readers note: Additions and deletions from the 2020 RTP/SCS Framework and Guidelines are marked within the document. However, minor grammatical or stylistic edits that did not affect the meaning of a sentence or paragraph are left unmarked.

Earlier drafts of these changes have been shared with the Subregional Council of Governments Executive Directors in June 2021. SCAG staff also met directly with stakeholders and presented the draft to SCAG's Technical Working Group on July 15, 2021. Staff then updated the guidelines to respond to comments received and to make necessary clarifications.

Next steps:

Upon approval of the Framework and Guidelines, SCAG will send a clean copy to each of the Council of Governments in the SCAG region, with instructions on how to exercise their option to develop their own subregional SCS. This decision should be communicated to SCAG by October 29, 2021 preceded by the MOU development process.

FISCAL IMPACT:

Work associated with this item is included in the FY 21-22 Overall Work Program (310.4874.01: Connect SoCal Development).

ATTACHMENT(S):

1. 2024 Subregional SCS Framework & Guidelines_Marked Up
2. 2024 Subregional SCS Framework & Guidelines_Clean
3. PowerPoint Presentation - Subregional SCS Guidelines

**SUBREGIONAL SUSTAINABLE COMMUNITIES
STRATEGY FRAMEWORK AND GUIDELINES**

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I. INTRODUCTION

Codified in 2009, California’s Sustainable Communities and Climate Protection Act (referred to as “SB 375”), calls for the integration of transportation, land use, and housing planning, and establishes the reduction of greenhouse gas (GHG) emissions as part of the regional planning process. SCAG, working with the individual County Transportation Commissions (CTCs) and the subregions within the SCAG region, is responsible for complying with SB 375 in the Southern California region. Success in this endeavor is dependent on the collaboration of SCAG with a range of public and private partners throughout the region.

Briefly summarized here, SB 375 requires SCAG as the Metropolitan Planning Organization (MPO) to:

- Submit to the State every four years, a Sustainable Communities Strategy (SCS) as part of the Regional Transportation Plan (RTP). The SCS, when integrated with the transportation network, and other transportation measures and policies, will reduce GHG emissions from automobiles and light trucks to achieve meet at the State-determined regional GHG emission reduction target, if it is feasible to do so.
- Prepare an Alternative Planning Strategy (APS) that is not part of the RTP if the SCS is unable to meet the regional GHG emission reduction target.
- ~~Integrate SCAG planning processes, in particular assuring that the Regional Housing Needs Assessment (RHNA) is consistent with the SCS, at the jurisdictional level.~~
- ~~Specific to SCAG only, allow for subregional SCS/APS development.~~
- Develop Adopt a public participation process involving all required stakeholders.

Unique to the SCAG region, SB 375 provides that “a subregional council of governments and the county transportation commission may work together to propose the sustainable communities strategy and an alternative planning strategy, if one is prepared pursuant to subparagraph (I), for that subregional area.” Govt. Code §65080(b)(2)(D).

In addition, SB 375 provides that SCAG “may adopt a framework for a subregional sustainable communities strategy or a subregional alternative planning strategy to address the intraregional land use, transportation, economic, air quality, and climate policy relationships.” *Id.*

Finally, SB 375 requires SCAG to “develop overall guidelines, create public participation plans pursuant to subparagraph (F), ensure coordination, resolve conflicts, make sure that the overall plan complies with applicable legal requirements, and adopt the plan for the region.” *Id.*

The intent of this Subregional Sustainable Communities Strategy Framework and Guidelines (also referred to herein as the “Framework and Guidelines” or the “Subregional Framework and Guidelines”) is to facilitate a subregion’s option to develop the SCS (and potential APS) as described in SB 375. The Framework and Guidelines offers SCAG’s subregional agencies the highest degree of autonomy, flexibility, and responsibility in developing a program and set of implementation strategies for their subregional areas while still achieving the goals

of the regional SCS.

~~This will enable the s~~Subregional strategies ~~to reflect~~should address the issues, concerns, and future vision of the region’s collective jurisdictions with the input of the widest range of stakeholders. This Framework and Guidelines establishes ~~standards for the subregions’ work in preparing and submitting guidance to assist in the development of~~ subregional strategies and sets forth SCAG’s role in facilitating and supporting the subregional effort with data, tools, and other assistance. Note that the Framework and Guidelines herein may be administratively amended, at any time, subject to changes in applicable federal and/or state planning laws, regulations, and guidance.

~~The Framework and Guidelines are intended to facilitate the specific subregional option to develop the SCS (and potential APS) as described in SB 375. SCAG supports the fullest possible participation and will work closely with all the subregions equally within the SCAG region (regardless if the subregion accepts subregional SCS delegation or not) to develop the regional SCS.~~

II. ELIGIBILITY AND PARTICIPATION

The option to develop a subregional SCS (and APS, as appropriate) is available to any ~~subregions recognized by SCAG, regardless of whether the organization is formally established as a~~ “subregional council of governments.”

CTCs play an important and necessary role in the development of a subregional SCS. Any subregion that chooses to develop a subregional strategy will need to work closely with the respective CTC in its subregional area in order to identify and integrate transportation projects and policies. Beyond working with CTCs, SCAG encourages partnership efforts in the development of subregional strategies, including partnerships between and among subregions.

For the 2024 Regional Transportation Plan/Sustainable Communities Strategy (2024 RTP/SCS) cycle, subregional agencies should indicate to SCAG, in writing by Friday, October 29, 2021, if they intend to exercise their option to develop their own subregional SCS (see other major milestones for the 2024 RTP/SCS attached here as Appendix A.)

Subregions that choose to develop an SCS for their subregional area shall do so in a manner consistent with the most current version of this Framework and Guidelines. The subregion’s decision to prepare the subregional SCS for their area must be communicated through formal action of the subregional agency’s governing board or the agency’s designee. Subsequent to receipt of any subregion’s decision to develop and adopt an SCS, SCAG and the subregion will develop a Memorandum of Understanding (MOU). The final executed version of the MOU shall be consistent with the Framework and Guidelines, and may be amended during the process, if necessary.

III. FRAMEWORK

The Framework portion of this document covers regional objectives and policy

considerations; and provides general direction to the subregions in preparing a sub-regional SCS (and APS, as appropriate).

A. SCAG's Goals

In complying with SB 375, SCAG's goals include:

- ~~Update the 2024 RTP/SCS with an emphasis on documenting the region's progress in implementing the strategies and actions described in the 2020-2045 SCS, Connect SoCal.~~
- ~~Demonstrate continued reasonable progress in implementing the 2020 RTP/SCS.~~
- ~~Achieve the regional GHG emission reduction targets for 2030 and 2035⁺ for cars and light trucks as determined by the California Resources Board (ARB) through an SCS.~~
- ~~Prepare an SCS that will achieve the targets set for cars and light trucks as determined by the California Air Resources Board (CARB).~~
- Fully integrate SCAG's planning processes for transportation, growth, ~~intergovernmental review~~, land use, housing, and the environment.
- Seek areas of cooperation ~~with the subregions, CTCs, and any local jurisdictions~~ that go beyond the procedural statutory requirements, but that also result in regional plans and strategies that achieve co-benefits.
- Build trust by providing an interactive, participatory, and collaborative process for all stakeholders. Provide for the robust participation of local jurisdictions, subregions, and CTCs in the development of the SCAG regional SCS and ~~implementation facilitate the development of the any~~ subregional ~~provisions of the law SCSs and/or APSs.~~
- ~~Ensure that the SCS adopted by SCAG and submitted to CARB reflects the region's collective growth strategy and the shared vision for the future.~~
- ~~Develop strategies that incorporate and are respectful of local and subregional priorities, plans, and projects.~~
- ~~Incorporate the goals and policies reflected in regional resolutions adopted by the SCAG Regional Council including but not limited to Resolution 20-623-2² declaring racism a public health crisis, Resolution 21-628-1 on Climate Change Action³ and Resolution 21-629-2⁴ to bridge the digital divide in underserved communities.~~
- ~~Demonstrate continued reasonable progress in implementing the 2016 RTP/SCS Develop strategies that incorporate and are respectful of local and subregional priorities, plans, and projects.~~

B. Flexibility, Targets and Adoption

Subregions may develop an appropriate strategy to address the region's GHG goals, the intent of SB 375, ~~and the GHG targets for the SCAG region as established by CARB.~~ Subregions may employ any combination of land use policy change, transportation policy, and transportation investment, within the specific parameters described in the

¹ SB32 requirements and other years which may be determined by ARB through the GHG target updating process.

² https://scag.ca.gov/sites/main/files/file-attachments/rcresolution206232_0.pdf?1605039926

³ <https://scag.ca.gov/sites/main/files/file-attachments/rc010721resolution21-628-1.pdf?1610072923>

⁴ <https://scag.ca.gov/sites/main/files/file-attachments/rc020421fullpacket.pdf?1612231563>

Guidelines.

SCAG will not issue subregional GHG or any other subregional performance targets.

~~Growth distribution and land use data for the 2020 RTP/SCS, including incorporated sub-regional SCSs, will be adopted at the jurisdictional level by the SCAG Regional Council.~~

C. Outreach Effort and Principles

In preparing a subregional SCS, subregions are required to conduct an open and participatory process that allows for public and stakeholder input. A more detailed discussion on outreach effort and principles can be found in Section IV.A(3).

D. Communication and Coordination

Subregions developing their own SCS are strongly encouraged to maintain regular communication with SCAG staff, the respective CTC, their jurisdictions and other stakeholders, and other subregions if necessary, to review issues as they arise and to assure close coordination. Mechanisms for ongoing communication should be established in the early phases of strategy development.

E. Planning Concepts

SCAG, its subregions, and member cities have established a successful track record on a range of land use and transportation planning approaches up through and including planning approaches that are reflected in Connect SoCal, the 2020-2045 RTP/SCS. The subregional SCS should consider the 2020-2045 RTP/SCS and build off from its policies and concepts, including emphases emphasis on the Core Vision and Key Connections: (1) compact development, (2) developing transit-oriented, mixed use, walkable and bike-able communities, (3) concentrating on destinations/attractions and vehicle technology in concert with land use, and (4) providing for a mix of housing and jobs, among others. These Statutory requirements are further discussed in Section IV.A(1).

IV. GUIDELINES

These Guidelines describe specific parameters for the subregional SCS/APS effort under SB 375, including process, deliverables, data, documentation, and timelines. As described above, the Guidelines are created to ensure that the SCAG region can successfully incorporate strategies developed by the subregions into the regional SCS, and that the region can comply with its own SB 375 requirements. Failure to proceed in a manner consistent with the Guidelines could result in SCAG not accepting a subregion's submitted strategy.

A. Subregion Role and Responsibilities

(1) Subregional Sustainable Communities Strategy

Subregions may choose to exercise their option under SB 375 to develop and adopt a

subregional Sustainable Communities Strategy. That subregional strategy must contain all required elements, and follow all procedures, as described in SB 375 and outlined below:

- (i) identify the general location of uses, residential densities, and building intensities within the subregion;
 - (ii) identify areas within the subregion sufficient to house all the population of the sub-region, including all economic segments of the population, over the course of the planning period of the RTP taking into account net migration into the region, population growth, household formation and employment growth;
 - (iii) identify areas within the subregion sufficient to house an eight-year projection of the regional housing need for the subregion pursuant to Section 65584⁴;
 - (iv) identify a transportation network to service the transportation needs of the subregion;
 - (v) gather and consider the best practically available scientific information regarding resource areas and farmland in the subregion as defined in subdivisions (a) and (b) of Section 65080.01;
 - (vi) consider the state housing goals specified in Sections 65580 and 65581;
 - (vii) set forth a forecasted development pattern for the subregion, which, when integrated with the transportation network, and other transportation measures and policies, will reduce the greenhouse gas emissions from automobiles and light trucks to achieve, if there is a feasible way to do so, the greenhouse gas emission reduction targets approved by the CARB; and
 - (viii) allow the RTP to comply with Section 176 of the federal Clean Air Act (42 U.S.C. Sec. 7506).
- [Government Code §65080(b)(2)(B).]

SCAG strongly encourages that the subregion participates and partners in SCAG's growth forecasting process to ensure that any recommendations or insights are included in the development process. In preparing the subregional SCS, the subregion and respective CTC should consider feasible strategies, including local land use policies, transportation infrastructure investment (e.g., transportation projects), and other transportation policies such as Transportation Demand Management (TDM) (which includes pricing), and Transportation System Management (TSM) strategies. Subregions need not constrain land use strategies considered for the SCS to current General Plans. In other words, the adopted strategy need not be fully consistent with currently adopted local General Plans. If the land use assumptions included in the final subregional SCS depart from General Plans, it is recommended that subregions include a finding as part of their adoption action (e.g., adopting resolution) that concludes that the land uses are feasible and may be implemented. Technological measures may be included if they can be demonstrated to exceed measures captured in other state and federal requirements (e.g., AB 32 Scoping Plan).

~~Subregions are encouraged, but not required, to develop a range of scenarios integrating transportation, growth, land use, housing, and environmental planning. Should a sub-~~

⁴ Note that the 6th cycle of the regional housing needs assessment (RHNA) (wherein SCAG allocated the regional housing need as determined by the Department of Housing and Community Development) aligned with the 2020 RTP/SCS and that the next RHNA cycle (7th cycle) will align with the 2028 RTP/SCS.

region choose to develop alternative scenarios, they should be considered and evaluated using comparative performance information. If scenarios are prepared, subregions may choose to work with SCAG for further guidance. Tools that can allow for a process to develop alternative scenarios similar to that used at the regional level will be provided.

The regional RTP/SCS, of which the SCS is a component, is required to be internally consistent. Therefore, for transportation investments included in a subregional SCS to be valid, they must also be included in the corresponding RTP/SCS. Further, such projects need to be scheduled in the 2019 Federal Transportation Improvement Program (FTIP) for construction completion by the target years in order to demonstrate any benefits as part of the SCS. As such, subregions will need to collaborate with the respective CTC in their area to coordinate the subregional SCS with future transportation investments.

SCAG will accept and incorporate the subregional SCS, unless (a) it does not comply with SB 375, (b) it does not comply with federal law, or (c) it does not comply with SCAG's Subregional Framework and Guidelines. SCAG may adjust subregionally submitted growth distribution and land use data at the sub-jurisdictional level if the compiled regional SCS does not meet GHG targets established by ARB or other performance objectives specified by the Regional Council. More information on this contingency is included below in Section IV.C.(4) "Incorporation/Modification."

The regional SCS, including incorporated subregional SCSs, are subject to a standard public review process as well as the review and adoption by the SCAG Regional Council.

Subregions will need to provide additional information to facilitate the CARB Strategy-Based SCS Evaluation Process as documented in the CARB Final Sustainable Communities Strategy Program and Evaluation Guidelines.⁵ The strategy-based SCS Evaluation Process consists of the following four components: Tracking Implementation (SB 150), Policy Commitments, Incremental Progress, and Equity. These four components evaluate RTP/SCS strategies that are classified into four broad categories:

1. Land use and housing;
2. Transportation;
3. Local/regional pricing; and
4. New mobility

The information and data necessary for this evaluation includes land use and transportation system characteristics as well as performance indicators for 2005, the RTP/SCS base year, 2020, 2035 and the RTP/SCS horizon year.⁶

Land Use Characteristics include:

- Residential densities (total regional and by place type or sub-regional geography as defined by the MPO)
- Employment densities (total regional and by place type or sub-regional geography as defined by the MPO)

⁵ <https://ww2.arb.ca.gov/sites/default/files/2019-11/Final%20SCS%20Program%20and%20Evaluation%20Guidelines%20Report.pdf>

⁶ See pg. 31-34 of CARB Final Sustainable Communities Strategy Program and Evaluation Guidelines (above link) for further details

- Total regional housing product type/mix (single-family/multi-family)
- Total regional developed acres
- Total housing units and employment within ½ mile of a High-Quality Transit Station

Transportation System Characteristics include:

- Lane miles of roadway by functional classification
- Transit headways
- Transit operation miles
- Transit service hours
- Class I, II, and IV bike lane miles
- Average toll rate/congestion pricing per unit

Performance Indicators include:

- Household vehicle ownership
- Mode split
- Average travel time by mode
- Transit ridership
- Average vehicle trip length
- Seat utilization or Load factor
- Household VMT (external-external [XX] trips excluded)
- per capita VMT (external-external [XX] trips excluded)

(2) Subregional Alternative Planning Strategy

SB 375 provides regions and subregions the option to further develop an APS, according to the procedures and requirements described in SB 375, if the combined regional SCS does not meet GHG emission reduction targets established by CARB. If the regional SCS does not meet the targets, subregions will be involved in the formation of an APS - either through their development of a subregional APS or through their participation and contribution in SCAG's regional APS. SCAG will not require subregions to complete a subregional APS; delegated subregions opting to complete their own subregional APS must first complete a subregional SCS. Written records reflecting the feedback between local jurisdictions and delegated subregions on the development of a regional or subregional APS must also be submitted to SCAG.

Subregions are encouraged to focus their efforts on feasible measures that can be included in an SCS. Any timing or submission requirements for a subregional APS will be determined based on further discussions. If a subregion opts to prepare an APS, the content of a subregional APS should be consistent with state requirements (See Government Code §65080(b)(2)(I)), as follows:

- (i) Shall identify the principal impediments to achieving the subregional sustainable communities strategy.
- (ii) May include an alternative development pattern for the subregion pursuant to subparagraphs (B) to (G), inclusive.
- (iii) Shall describe how the greenhouse gas emission reduction targets would be achieved by the alternative planning strategy, and why the development pattern, measures, and

policies in the alternative planning strategy are the most practicable choices for ~~the~~ subregion achievement of the greenhouse gas emission reduction targets.

(iv) An alternative development pattern set forth in the alternative planning strategy shall comply with Part 450 of Title 23 of, and Part 93 of Title 40 of, the Code of Federal Regulations, except to the extent that compliance will prevent achievement of the regional greenhouse gas emission reduction targets approved by the CARB.

(v) For purposes of the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code), an alternative planning strategy shall not constitute a land use plan, policy, or regulation, and the inconsistency of a project with an alternative planning strategy shall not be a consideration in determining whether a project may have an environmental effect.

(3) Subregional SCS Outreach

SCAG shall fulfill all of the statutory outreach requirements under SB 375 for the regional SCS/APS, which will include outreach regarding any subregional SCS/APS. SCAG's Public Participation Plan will incorporate the outreach requirements of SB 375, integrated with the outreach process for the 2024 RTP/SCS development. See Section IV.C(2) below for more information on SCAG's public participation plan.

In preparing a subregional SCS, subregions are strongly encouraged to design and adopt their own outreach processes that mirror the requirements imposed on the region under SB 375. Subregional outreach processes should reinforce the regional goal of full and open participation, and engagement of the broadest possible range of stakeholders.

Subregions that elect to prepare their own SCS are encouraged to present their subregional SCS (and potential APS), in coordination with SCAG, at all meetings, workshops and hearings held by SCAG in their respective counties. Additionally, the subregions are encouraged to either provide SCAG with their mailing lists so that public notices and outreach materials may also be posted and sent out by SCAG; or coordinate with SCAG to distribute notices and outreach materials to the subregions' stakeholders. Additional outreach may be performed by subregions.

(4) Subregional SCS Approval

The governing board of the subregional agency and the respective CTC board (at their option) shall approve the subregional SCS prior to submission to SCAG. SCAG recommends that the governing board of the subregion adopt a resolution approving the subregional SCS with a finding that the land use strategies included in the subregional SCS are feasible and based upon consultation with the local jurisdictions in the respective subregion. Subregions should consult with their legal counsel as to compliance with the California Environmental Quality Act (CEQA). In SCAG's view, the subregional SCS (and potential APS) is not a "project" for the purposes of CEQA because the RTP, which will include the regional SCS is the actual "project" ~~which that~~ will be reviewed by SCAG under state law for environmental impacts pursuant to CEQA. As such, the regional SCS, which will include the subregional SCSs and is part of the RTP, will undergo a thorough CEQA review. ~~Nevertheless, subregions approving subregional SCSs should consider issuing a notice of exemption under CEQA to notify the public of their "no project" determination and/or to invoke the "common sense" exemption pursuant to CEQA Guidelines § 15061(b)(3).~~

In accordance with SB 375, subregions are strongly encouraged to work in partnership with the CTC in their area. SCAG can facilitate these arrangements if needed.

(5) Incorporation of the Subregional SCS into the Regional SCS

The regional RTP/SCS, of which the SCS is a component, is required to be internally consistent. Therefore, for transportation investments included in a subregional SCS to be valid, they must also be included in the corresponding RTP/SCS. As such, subregions will need to collaborate with the respective CTC in their area to coordinate the subregional SCS with future transportation investments.

SCAG shall include the subregional SCS for the subregion in the regional SCS to the extent consistent with SB 375 and federal law and approve the sustainable subregional alternative planning strategy, if one is prepared for that subregional area to the extent it is consistent with SB 375.

More information on SCAG’s subregional SCS incorporation process is included below in Section IV.C(4)

(6) Data Standards

~~Subregions and jurisdictions are strongly encouraged, but will not be required, to use the Scenario Planning Model (SPM) tool or other tools for developing and evaluating the subregional SCSs and to submit subregional SCSs in SPM, or other compatible, GIS-based, format. Subregions will be required to submit subregional SCSs in GIS-based format, with data elements identified in Section IV.A(1) broken down to small area level (in a fashion specified by SCAG for each element, to be established through consultation with the subregion during the MOU process). This will enable SCAG to better integrate subregional submissions with the regional SCS and will allow subregions to prepare alternative scenarios if they so choose. SCAG will provide tools, and necessary training, free of charge for subregions and jurisdictions. This service is available at the request of local jurisdictions currently, and will be formally released in fall 2017. See Section IV.C(11) “Tools” below for more information on the SPM tool. Growth distribution and land use data for the 2020 RTP/SCS, including incorporated subregional SCSs, will be adopted at the jurisdictional level. Tools and training related to SCAG’s Regional Data Platform (RDP) are available and additional functionality will be released through early 2022. See Section IV.C(10) below for more information.~~

SCAG will distribute draft data to subregions and local jurisdictions via the region-wide ~~shared vision~~ local agency data validation review and input process for the 2024 RTP/SCS. More information ~~on regarding the shared vision, data, and the local review input development~~ process ~~can be found~~ is discussed below in Section IV.C(9).

(7) Documentation

Subregions are expected to maintain full and complete records related to the development of the subregional SCS, and to use the most recent adopted local general plans and other locally approved planning documents. Subregions should also keep records of all electronic, in-person, and written feedback from local jurisdictions on the development of the socioeconomic estimates and projections for the SCS and the base

land use data⁷ required for consideration in the development of the subregional SCS (and APS as appropriate).

(8) Implementation Monitoring

Delegated subregions for the 2024 RTP/SCS will be required to provide progress reporting on the implementation of policies included in their subregional SCS. SCAG will, likewise, monitor implementation of the regional SCS. This information will assist SCAG in preparing future plan updates, and is consistent with SCAG's intended approach for developing the 2024 RTP/SCS, which will emphasize progress reporting, monitoring and updating. The intent is for SCAG to ensure that progress and success for our subregions and local jurisdictions are documented and recognized.

To monitor implementation, subregions should track subsequent actions on policies and strategies included in the subregional SCS. Monitoring should be focused on policy actions taken (e.g., General Plan updates) or subsequent planning work performed.

While subregions have substantial discretion within the overall goal of ascertaining progress of adopted plan policies and strategies, reporting should be done at least prior to the end of the four-year planning period. SCAG staff plans to conduct implementation monitoring for the region, ~~including a local implementation survey~~, and will lead the effort for any necessary data-intensive exercise and technical analysis, with assistance from subregions and local jurisdictions.

Further guidance on implementation monitoring including required format and timing will be developed through further discussion and documented in MOUs with delegated subregions.

(9) Timing

An overview schedule of the major milestones of the 2024 RTP/SCS process is attached herein as Appendix A, which may be further delineated or adjusted in MOUs with delegated subregions.

~~(9) Relationship to Regional Housing Needs Assessment and Housing Element~~

~~Although SB 375 calls for an integrated process, subregions are not automatically required to take on RHNA delegation as described in state law if they prepare a subregional SCS. However, SCAG encourages subregions to undertake both processes due to their inherent connections.~~

~~SB 375 requires that the RHNA allocated housing units be consistent with the development pattern included in the SCS. See Government Code §65584.04(i). At the regional level, population and housing demand ought to be proportional to employment growth. The subregional SCS should consider the state housing goals specified in Sections 65580 and 65581, and should describe how these goals are addressed. Subregions that develop and adopt a subregional SCS should also note that the growth~~

⁷ "Base land use data" consists of local general plan land use, zoning, existing land use, planned entitlements, recent demolitions, and other resource areas datasets required for consideration in the development of an SCS as described in section 65080 of SB 375

~~forecast of jurisdictional level population, household and employment as part of the SCS will form the basis of the methodology for allocation of housing need as part of the RHNA process. Further, regional SCS development requires integration of elements of the RHNA process, including assuring that areas are identified to accommodate the first eight years of housing need, and that housing not be constrained by certain types of local growth controls as described in state law.~~

~~To allow sufficient time to conduct the 6th cycle of the RHNA, subregions opting for SCS delegation will be required to submit the draft base land use data, and jurisdictional/sub-jurisdictional population, household, and employment estimates and forecasts in May 2018. The final datasets must be submitted by the end of September 2018, and must be accompanied with (1) a detailed memo that explains how the subregional SCS will consider the state housing goals specified in Sections 65580 and 65581, and (2) copies of all electronic, in person, and written feedback from jurisdictions on the development of the final socioeconomic estimates/projections and base land use data required for consideration in the development of the SCS.~~

B. County Transportation Commissions' Roles and Responsibilities

Subregions that develop a subregional SCS will need to work closely with the CTCs in their respective subregional area in order to coordinate and integrate transportation projects and policies as part of the subregional SCS, as it is the role of CTCs to make transportation planning decisions. As discussed above (under "Subregional Sustainable Communities Strategy"), any transportation projects identified in the subregional SCS must also be included in the associated RTP/SCS in order to be considered as a feasible strategy. SCAG can help to facilitate communication between subregions and CTCs.

C. SCAG Roles and Responsibilities

SCAG's roles in supporting the subregional SCS development process are as follows:

(1) Preparing and adopting the Framework and Guidelines

SCAG will update these Framework and Guidelines for adoption by the SCAG Regional Council each RTP/SCS cycle in order to assure regional consistency and the region's compliance with law.

(2) Public Participation Plan

SCAG will assist the subregions by developing, adopting and implementing a regional Public Participation Plan and outreach process with stakeholders. This process includes consultation with congestion management agencies, transportation agencies, and transportation commissions; as well as holding public workshops and hearings. SCAG will also conduct informational meetings in each county within the region for local elected officials (members of the board of supervisors and city councils), to present the draft SCS (and APS, as appropriate) and solicit and consider input and recommendations.

(3) Technical Methodology

As required by SB 375, prior to the start of the public participation process,

~~SCAG will adopt and regularly update a methodology for measuring greenhouse gas emission reductions associated with the strategy prepare and submit to CARB a description of the technical methodology it intends to use to estimate GHG emissions from the SCS. SCAG will work with CARB on this methodology until CARB concludes that the technical methodology operates accurately. Estimated GHG emissions will be analyzed at the regional level.~~

(4) Incorporation, Modification and Conflict Resolution

SCAG will accept and incorporate the subregional SCS, unless (a) it does not comply with SB 375 (Government Code Section 65080 et seq.), (b) it does not comply with federal law, or (c) it does not comply with SCAG's Subregional Framework and Guidelines.

~~Further, given that one of SCAG's goals is achieve the regional GHG reduction targets from ARB through an SCS, SCAG may develop and incorporate growth and land use assumptions for delegated subregions that differ from or go beyond what is submitted by delegated sub-regions. For incorporation in the regional RTP/SCS, SCAG may adjust subregionally submitted growth distribution totals, jurisdictional totals, and land use data at the sub-jurisdictional level for a number of reasons including compliance with statutory requirements, adherence with SCAG's expertly-informed growth projections and growth forecast process, compliance with Section 176 of the federal Clean Air Act (42 U.S.C. Sec. 7506) and ensuring assurance that SCAG's regional SCS meets the regional GHG targets ~~or other regional performance objectives specified by the SCAG Regional Council. Performance considerations other than the GHG targets that may prompt adjustments to subregional land uses would be specified prior to regional public workshops and included in the regional scenario options discussed at public workshops as required under SB 375. Any necessary modifications of subregionally submitted growth forecast, distribution and land use data for the 2020 RTP/SCS will be made at the sub-jurisdictional level. Growth forecast, distribution and land use data for 2020 RTP/SCS subregional SCS submittals will be held constant at the jurisdictional level.~~~~

The intent of this provision is to allow SCAG to maintain flexibility in assembling preparing the regional SCS ~~if such flexibility is needed~~ to meet federal and/or State state requirements. ~~Any adjustment to sub-regionally submitted growth distribution and land use data will be an iterative process, in close collaboration with the subregion and affected jurisdictions. In the event that SCAG alters the location and distribution of population, household, and employment growth for delegated subregions, SCAG staff will also work closely directly with delegated subregions to review any proposed revisions through a collaborative and iterative process prior to the finalization and submittal of the subregional SCS to address potential adjustments. Feedback will be sought to gauge the availability of growth capacity at the local level, and adjustments will be made to the highest extent possible based on input received, with consideration of the goal to fulfill SCAG's statutory requirements and GHG emission reduction targets. Delegated subregions will need to seek input from local jurisdictions on any potential revision to sub-jurisdictional growth estimates and projections and will need to keep records of all feedback on these figures or the base land use data for the 2024 RTP/SCS. Delegated subregions, however, will not be required to revise their SCS to reflect any such revisions.~~

The development of a subregional SCS does not exempt the subregion from other

regional GHG emission reduction strategies not directly related to land use included in the regional SCS. All regional measures needed to meet the regional target will be subject to adoption by the SCAG Regional Council.

The draft regional SCS, including incorporated subregional SCSs, is subject to a public review process, potential revisions, and final adoption by the SCAG Regional Council.

SCAG will develop an MOU with each subregion to define a process and timeline whereby subregions would submit a draft subregional SCS to SCAG for review and comments, so that any inconsistencies may be identified and resolved early in the process. SCAG will also establish a conflict resolution process as part of the MOU between SCAG and the subregion to address the potential modification or adjustments that may occur during the incorporation process. This process will be the same for all delegated subregions.

(5) Modeling

SCAG currently uses an Trip-Based Regional Transportation Demand Activity Based Model (ABM) and CARB's Emission Factor (EMFAC) model for emissions purposes. SCAG is also in the process of developing an Activity Based Model which may be used in 2020 RTP/SCS development and evaluation.

SCAG will compile and disseminate performance information on the preliminary regional SCS and its components in order to facilitate regional dialogue.

(6) Regional Performance Measures.

~~As discussed above (Section IV.C.(4)), SCAG may make adjustments to subregionally submitted land use data in order to meet the GHG targets or to achieve other performance objectives. The process for finalizing formal Performance Measures will inform any potential adjustments.~~ Below is a general description of the process for developing and finalizing formal Performance Measures.

SCAG is in the process of compiling two complete lists of performance measures and monitoring: one will be used for evaluating regional-level scenarios in support of development of the 2024 RTP/SCS. The other will be used for monitoring implementation of the 2020 RTP/SCS. The monitoring of implementation may include, for example, tracking local general plan updates, specific plan adoption in Transit Priority Areas, active transportation plan adoption, and housing element compliance. Building on the foundation of the performance measures developed in support of the 2020 RTP/SCS, the 2024 RTP/SCS performance measures will also include the set of federally designated MAP-21 performance measures ~~scheduled for adoption by the U.S. Department of Transportation in 2017 and associated target setting in coordination with the California Department of Transportation~~, as well as any other updates adopted by the SCAG Regional Council. Most update related activities for the 2024 RTP/SCS performance measures will be expected to occur between January 2022 and May 2023. These updates will be addressed through discussions with ~~the SCAG Technical Working Group~~, regional stakeholders, and the SCAG Policy Committees.

(7) Adoption/Submission to State

After the incorporation of subregional strategies, the Regional Council will finalize and

adopt the 2024 RTP/SCS. SCAG will submit the regional SCS, including all subregional SCSs, to CARB for review as required in SB 375. The subregion will provide relevant documentation to support SCAG in complying with the CARB Evaluation Guidelines, referenced above in section IV.A(1).

~~(8) Conflict Resolution~~

~~SCAG must develop a process for resolving conflicts, as required by SB 375. As noted above, SCAG will accept the subregional SCS unless (a) it does not comply with SB 375, (b) it does not comply with federal law, or (c) it does not comply with SCAG's Subregional Framework and Guidelines. SCAG may adjust subregionally submitted growth distribution and land use data at the sub-jurisdictional level if the compiled regional SCS does not meet GHG targets established by ARB or other performance objectives specified by the Regional Council.~~

~~In the event that SCAG alters the location and distribution of population, household, and employment growth for delegated subregions at the sub-jurisdictional level, staff will work directly with delegated subregions to review any proposed revisions through a collaborative and iterative process. Feedback will be sought to gauge the availability of growth capacity at the local level, and adjustments will be made to the highest extent possible based on input received, with consideration of the goal to fulfill SCAG's regional performance and GHG reduction targets. Delegated subregions will need to seek input from local jurisdictions on any potential revision to sub-jurisdictional growth estimates and projections, and will need to keep records of all feedback on these figures or the base land use data for the 2020 RTP/SCS. Delegated subregions, however, will not be required to revise their SCS to reflect any such revisions.~~

~~SCAG will establish a conflict resolution process as part of the MOU between SCAG and the subregion. This process will be the same for all delegated subregions.~~

~~(8) Funding~~

Funding for subregional SCS/APS activities is not currently available ~~at this time~~. Any specific parameters for future funding are speculative. ~~SCAG does not anticipate providing a share of available resources to subregions if funding were to become available.~~ While there ~~are~~ is no requirements associated with potential future funding at this time, it is advisable for subregions to track and record their expenses and activities associated with these efforts.

~~(9) Data~~

SCAG will distribute data to subregions and local jurisdictions ~~via the region-wide shared vision and local for~~ review and input ~~process~~ for the 2024 RTP/SCS. ~~Shared Vision~~ This involves a bottom-up approach for developing the base land use data, ~~policy~~ growth forecast, ~~and~~ scenarios, and ~~also~~ integrates SCAG's other efforts (e.g., plan implementation, performance monitoring) to improve local jurisdictions' competitiveness for funding that helps ~~put our region's "shared vision" for growth on the ground~~ implement the RTP/SCS.

SCAG will work with delegated subregions during the MOU process, and before prior

to the ~~official kickoff of the~~ local review and input process, to outline responsibilities for generating and refining the datasets required for consideration under SB 375. It is anticipated that the delegated subregion will take a leadership role in both outreach to local jurisdictions and data development, with SCAG offering support as needed.

(10) Tools

~~SCAG is developing a SPM tool for subregions and local jurisdictions to analyze land use impacts. The use of this tool is not mandatory and is at the discretion of the subregion. SPM is a web-based tool that can be used to analyze, visualize and calculate the impact of land use changes on greenhouse gas emissions, auto ownership, mode use, vehicle miles of travel (VMT), and other metrics in real time. Users will be able to estimate transportation and emissions impacts by modifying land use designations within their community. SPM can be used by subregions in a technical setting for developing and evaluating alternative scenarios and in outreach settings for visualizing and communicating planning options and potential outcomes. SPM can also be used to collect, organize and transmit data.~~

SCAG is in the process of building a comprehensive Regional Data Platform (RDP) to standardize regionally significant datasets, provide opportunities for local partners to update their data in real-time, and draw insights from local trends. The platform will also feature a data-driven collaboration hub for local jurisdictions to engage with stakeholders for individual projects, such as local and regional land use planning, active transportation planning, greenhouse gas reduction strategies, and development impact assessments. The RDP is intended as a resource for general plan updates as well as two-way data sharing between jurisdictions and SCAG.

Beginning in Fall 2020, the RDP began engaging with ten pilot jurisdictions to fine tune workflows, products, and data requirements and made ESRI licenses available to all local jurisdictions. The first major tool, the Housing Element Parcel Tool (HELPR) was released in fall 2020. More tools will continue to be rolled out through 2021 and into 2022. SCAG's Local Information Services Team (LIST) aims to train local jurisdictions in the use of RDP tools and provide data guidance.

The use of SCAG tools is not mandatory and is advisory only. Use of the tools is at the discretion of subregions and local jurisdictions. Other planning tools that SCAG maintains or has access to (e.g., REVISION application) will, likewise, be made available to subregions for the subregional SCS development effort. SCAG will consider providing guidance and training on additional tools based on further discussions with subregional partners.

(11) Resources and technical assistance

SCAG will assist the subregions by making available technical tools ~~for scenario development~~ as described above. SCAG staff can participate in subregional workshops, meetings, and other processes at the request of the subregion, and pending funding and availability. ~~SCAG's legal staff will be available to assist with questions related to SB 375 or SCAG's implementation of SB 375.~~ Further, SCAG will prepare materials for its own process in developing the regional SCS, and will make these materials available to subregions.

D. Milestones/Schedule

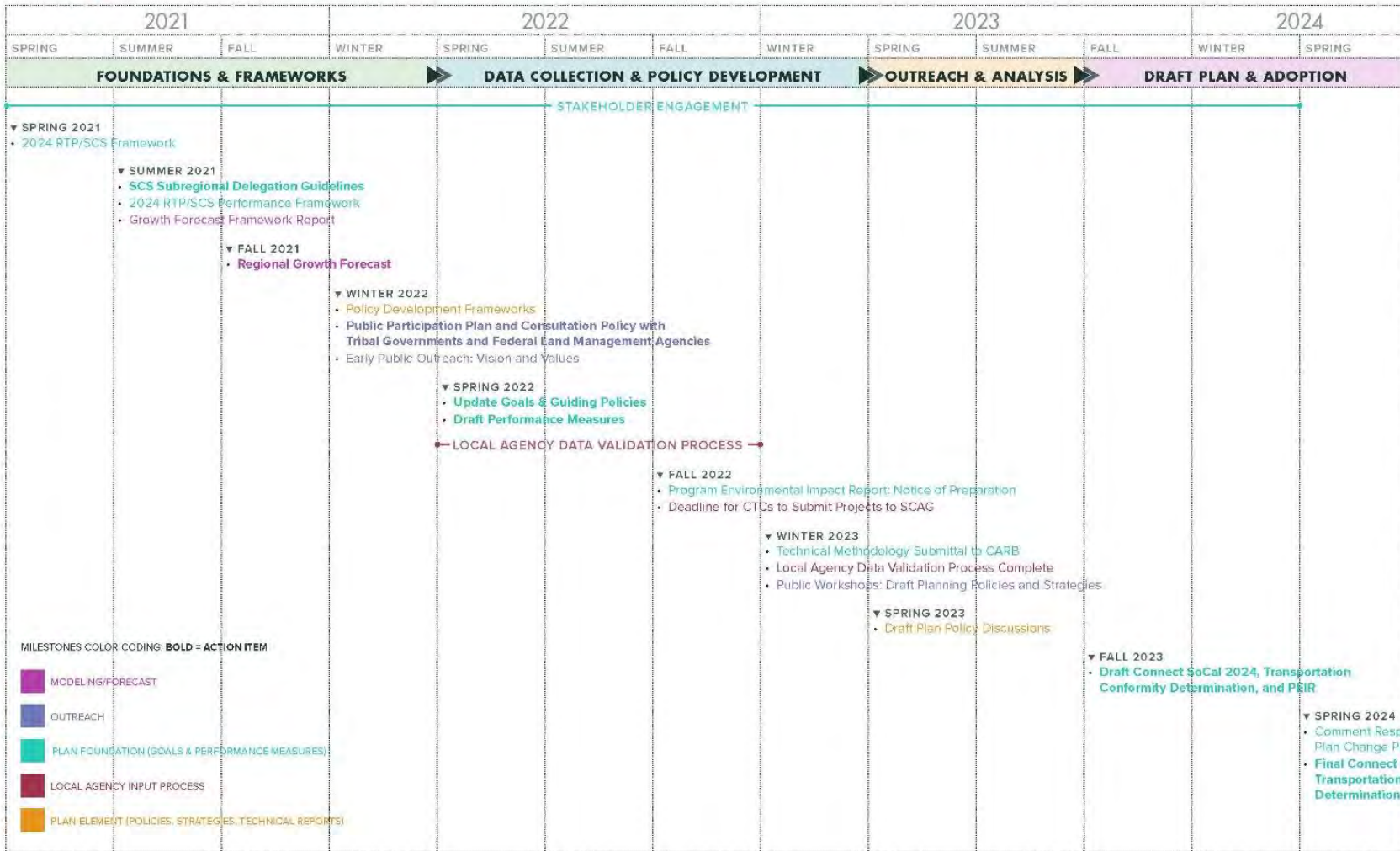
- Deadline for subregions to communicate intent to prepare a subregional SCS – October 29, 2021
- ~~CARB issues Final Regional Targets – Summer 2017~~
- SCAG and Subregional Council of Governments establish Memorandum of Understanding – Early 2022
- Subregional SCS development – Early 2022 through Fall 2022
- Draft dataset delivery to SCAG – Summer 2022
- Final dataset delivery to SCAG – Fall 2022
- Draft subregional SCS to be incorporated into regional SCS – Winter 2023
- Release Draft 2024 RTP/SCS for public review – Fall 2023
- Regional Council adopts 2024 RTP/SCS – Spring 2024

For more context on the process schedule and milestones, refer to the attached Appendix A. Further detailed milestones will be incorporated into the MOU between SCAG and the subregion.

APPENDIX A



2024 RTP/SCS PRELIMINARY MILESTONES



**SUBREGIONAL SUSTAINABLE COMMUNITIES
STRATEGY FRAMEWORK AND GUIDELINES**

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I. INTRODUCTION

Codified in 2009, California’s Sustainable Communities and Climate Protection Act (referred to as “SB 375”), calls for the integration of transportation, land use, and housing planning, and establishes the reduction of greenhouse gas (GHG) emissions as part of the regional planning process. SCAG, working with the individual County Transportation Commissions (CTCs) and the subregions within the SCAG region, is responsible for complying with SB 375 in the Southern California region. Success in this endeavor is dependent on the collaboration of SCAG with a range of public and private partners throughout the region.

Briefly summarized here, SB 375 requires SCAG as the Metropolitan Planning Organization (MPO) to:

- Submit to the State every four years, a Sustainable Communities Strategy (SCS) as part of the Regional Transportation Plan (RTP). The SCS, when integrated with the transportation network, and other transportation measures and policies, will reduce GHG emissions from automobiles and light trucks to achieve the State-determined regional GHG emission reduction target, if it is feasible to do so.
- Prepare an Alternative Planning Strategy (APS) that is not part of the RTP if the SCS is unable to meet the regional GHG emission reduction target.
- Adopt a public participation process involving all required stakeholders.

Unique to the SCAG region, SB 375 provides that “a subregional council of governments and the county transportation commission may work together to propose the sustainable communities strategy and an alternative planning strategy, if one is prepared pursuant to subparagraph (I), for that subregional area.” Govt. Code §65080(b)(2)(D).

In addition, SB 375 provides that SCAG “may adopt a framework for a subregional sustainable communities strategy or a subregional alternative planning strategy to address the intraregional land use, transportation, economic, air quality, and climate policy relationships.” *Id.*

Finally, SB 375 requires SCAG to “develop overall guidelines, create public participation plan pursuant to subparagraph (F), ensure coordination, resolve conflicts, make sure that the overall plan complies with applicable legal requirements, and adopt the plan for the region.” *Id.*

The intent of this Subregional Sustainable Communities Strategy Framework and Guidelines (also referred to herein as the “Framework and Guidelines” or the “Subregional Framework and Guidelines”) is to facilitate a subregion’s option to develop the SCS (and potential APS) as described in SB 375. The Framework and Guidelines offers SCAG’s subregional agencies the highest degree of autonomy, flexibility, and responsibility in developing a program and set of implementation strategies for their subregional areas while still achieving the goals of the regional SCS.

Subregional strategies should address the issues, concerns, and future vision of the region’s collective jurisdictions with the input of the widest range of stakeholders. This

Framework and Guidelines establishes guidance to assist in the development of subregional strategies and sets forth SCAG's role in facilitating and supporting the subregional effort with data, tools, and other assistance. Note that the Framework and Guidelines herein may be administratively amended, at any time, subject to changes in applicable federal and/or state planning laws, regulations, and guidance.

II. ELIGIBILITY AND PARTICIPATION

The option to develop a subregional SCS (and APS, as appropriate) is available to any subregional council of governments.

CTCs play an important and necessary role in the development of a subregional SCS. Any subregion that chooses to develop a subregional strategy will need to work closely with the respective CTC in its subregional area in order to identify and integrate transportation projects and policies. Beyond working with CTCs, SCAG encourages partnership efforts in the development of subregional strategies, including partnerships between and among subregions.

For the 2024 Regional Transportation Plan/Sustainable Communities Strategy (2024 RTP/SCS) cycle, subregional agencies should indicate to SCAG, in writing by Friday, October 29, 2021, if they intend to exercise their option to develop their own subregional SCS (see other major milestones for the 2024 RTP/SCS attached here as Appendix A.)

Subregions that choose to develop an SCS for their subregional area shall do so in a manner consistent with the most current version of this Framework and Guidelines. The subregion's decision to prepare the subregional SCS for their area must be communicated through formal action of the subregional agency's governing board or the agency's designee. Subsequent to receipt of any subregion's decision to develop and adopt an SCS, SCAG and the subregion will develop a Memorandum of Understanding (MOU). The final executed version of the MOU shall be consistent with the Framework and Guidelines, and may be amended during the process, if necessary.

III. FRAMEWORK

The Framework portion of this document covers regional objectives and policy considerations and provides general direction to the subregions in preparing a subregional SCS (and APS, as appropriate).

A. SCAG's Goals

In complying with SB 375, SCAG's goals include:

- Update the 2024 RTP/SCS with an emphasis on documenting the region's progress in implementing the strategies and actions described in the 2020-2045 SCS, Connect SoCal.
- Demonstrate continued reasonable progress in implementing the 2020 RTP/SCS.

- Prepare an SCS that will achieve the targets set for cars and light trucks as determined by the California Air Resources Board (CARB).
- Fully integrate SCAG’s planning processes for transportation, growth, land use, housing, and the environment.
- Seek areas of cooperation with the subregions, CTCs, and any local jurisdictions that go beyond the procedural statutory requirements, but that also result in regional plans and strategies that achieve co-benefits.
- Build trust by providing an interactive, participatory, and collaborative process for all stakeholders. Provide for the robust participation of local jurisdictions, subregions, and CTCs in the development of the SCAG regional SCS and facilitate the development of any subregional SCSs and/or APSs.
- Ensure that the SCS adopted by SCAG and submitted to CARB reflects the region’s collective growth strategy and the shared vision for the future.
- Develop strategies that incorporate and are respectful of local and subregional priorities, plans, and projects.
- Incorporate the goals and policies reflected in regional resolutions adopted by the SCAG Regional Council including but not limited to Resolution 20-623-2¹ declaring racism a public health crisis, Resolution 21-628-1 on Climate Change Action² and Resolution 21-629-2³ to bridge the digital divide in underserved communities.

B. Flexibility, Targets and Adoption

Subregions may develop an appropriate strategy to address the region’s GHG goals, the intent of SB 375, and the GHG targets for the SCAG region as established by CARB. Subregions may employ any combination of land use policy change, transportation policy, and transportation investment, within the specific parameters described in the Guidelines.

SCAG will not issue subregional GHG or any other subregional performance targets.

C. Outreach Effort and Principles

In preparing a subregional SCS, subregions are required to conduct an open and participatory process that allows for public and stakeholder input. A more detailed discussion on outreach effort and principles can be found in Section IV.A(3).

D. Communication and Coordination

Subregions developing their own SCS are strongly encouraged to maintain regular communication with SCAG staff, the respective CTC, their jurisdictions and other stakeholders, and other subregions if necessary, to review issues as they arise and to assure close coordination. Mechanisms for ongoing communication should be established in the early phases of strategy development.

¹ https://scag.ca.gov/sites/main/files/file-attachments/rcresolution206232_0.pdf?1605039926

² <https://scag.ca.gov/sites/main/files/file-attachments/rc010721resolution21-628-1.pdf?1610072923>

³ <https://scag.ca.gov/sites/main/files/file-attachments/rc020421fullpacket.pdf?1612231563>

E. Planning Concepts

SCAG, its subregions, and member cities have established a successful track record on a range of land use and transportation planning approaches up through and including planning approaches that are reflected in Connect SoCal, the 2020-2045 RTP/SCS. The subregional SCS should consider the 2020-2045 RTP/SCS and build off from its policies and concepts, including emphasis on the Core Vision and Key Connections. Statutory requirements are further discussed in Section IV.A(1).

IV. GUIDELINES

These Guidelines describe specific parameters for the subregional SCS/APS effort under SB 375, including process, deliverables, data, documentation, and timelines. As described above, the Guidelines are created to ensure that the SCAG region can successfully incorporate strategies developed by the subregions into the regional SCS, and that the region can comply with its own SB 375 requirements. Failure to proceed in a manner consistent with the Guidelines could result in SCAG not accepting a subregion's submitted strategy.

A. Subregion Role and Responsibilities

(1) Subregional Sustainable Communities Strategy

Subregions may choose to exercise their option under SB 375 to develop and adopt a subregional Sustainable Communities Strategy. That subregional strategy must contain all required elements, and follow all procedures, as described in SB 375 and outlined below:

- (i) identify the general location of uses, residential densities, and building intensities within the subregion;
- (ii) identify areas within the subregion sufficient to house all the population of the sub-region, including all economic segments of the population, over the course of the planning period of the RTP taking into account net migration into the region, population growth, household formation and employment growth;
- (iii) identify areas within the subregion sufficient to house an eight-year projection of the regional housing need for the subregion pursuant to Section 65584⁴;
- (iv) identify a transportation network to service the transportation needs of the subregion;
- (v) gather and consider the best practically available scientific information regarding resource areas and farmland in the subregion as defined in subdivisions (a) and (b) of Section 65080.01;
- (vi) consider the state housing goals specified in Sections 65580 and 65581;
- (vii) set forth a forecasted development pattern for the subregion, which, when

⁴ Note that the 6th cycle of the regional housing needs assessment (RHNA) (wherein SCAG allocated the regional housing need as determined by the Department of Housing and Community Development) aligned with the 2020 RTP/SCS and that the next RHNA cycle (7th cycle) will align with the 2028 RTP/SCS.

integrated with the transportation network, and other transportation measures and policies, will reduce the greenhouse gas emissions from automobiles and light trucks to achieve, if there is a feasible way to do so, the greenhouse gas emission reduction targets approved by the CARB; and
(viii) allow the RTP to comply with Section 176 of the federal Clean Air Act (42 U.S.C. Sec. 7506).
[Government Code §65080(b)(2)(B).]

SCAG strongly encourages that the subregion participates and partners in SCAG’s growth forecasting process to ensure that any recommendations or insights are included in the development process. In preparing the subregional SCS, the subregion and respective CTC should consider feasible strategies, including local land use policies, transportation infrastructure investment (e.g., transportation projects), and other transportation policies such as Transportation Demand Management (TDM) (which includes pricing), and Transportation System Management (TSM) strategies. Subregions need not constrain land use strategies considered for the SCS to current General Plans. In other words, the adopted strategy need not be fully consistent with currently adopted local General Plans. If the land use assumptions included in the final subregional SCS depart from General Plans, it is recommended that subregions include a finding as part of their adoption action (e.g., adopting resolution) that concludes that the land uses are feasible and may be implemented. Technological measures may be included if they can be demonstrated to exceed measures captured in other state and federal requirements (e.g., AB 32 Scoping Plan).

Subregions will need to provide additional information to facilitate the CARB Strategy-Based SCS Evaluation Process as documented in the CARB Final Sustainable Communities Strategy Program and Evaluation Guidelines.⁵ The strategy-based SCS Evaluation Process consists of the following four components: Tracking Implementation (SB 150), Policy Commitments, Incremental Progress, and Equity. These four components evaluate RTP/SCS strategies that are classified into four broad categories:

1. Land use and housing;
2. Transportation;
3. Local/regional pricing; and
4. New mobility

The information and data necessary for this evaluation includes land use and transportation system characteristics as well as performance indicators for 2005, the RTP/SCS base year, 2020, 2035 and the RTP/SCS horizon year.⁶

Land Use Characteristics include:

- Residential densities (total regional and by place type or sub-regional geography as defined by the MPO)
- Employment densities (total regional and by place type or sub-regional geography as defined by the MPO)

⁵ <https://ww2.arb.ca.gov/sites/default/files/2019-11/Final%20SCS%20Program%20and%20Evaluation%20Guidelines%20Report.pdf>

⁶ See pg. 31-34 of CARB Final Sustainable Communities Strategy Program and Evaluation Guidelines (above link) for further details

- Total regional housing product type/mix (single-family/multi-family)
- Total regional developed acres
- Total housing units and employment within ½ mile of a High-Quality Transit Station

Transportation System Characteristics include:

- Lane miles of roadway by functional classification
- Transit headways
- Transit operation miles
- Transit service hours
- Class I, II, and IV bike lane miles
- Average toll rate/congestion pricing per unit

Performance Indicators include:

- Household vehicle ownership
- Mode split
- Average travel time by mode
- Transit ridership
- Average vehicle trip length
- Seat utilization or Load factor
- Household VMT (external-external [XX] trips excluded)
- per capita VMT (external-external [XX] trips excluded)

(2) Subregional Alternative Planning Strategy

SB 375 provides regions and subregions the option to further develop an APS, according to the procedures and requirements described in SB 375, if the combined regional SCS does not meet GHG emission reduction targets established by CARB. If the regional SCS does not meet the targets, subregions will be involved in the formation of an APS - either through their development of a subregional APS or through their participation and contribution in SCAG's regional APS. SCAG will not require subregions to complete a subregional APS; delegated subregions opting to complete their own subregional APS must first complete a subregional SCS. Written records reflecting the feedback between local jurisdictions and delegated subregions on the development of a regional or subregional APS must also be submitted to SCAG.

Subregions are encouraged to focus their efforts on feasible measures that can be included in an SCS. Any timing or submission requirements for a subregional APS will be determined based on further discussions. If a subregion opts to prepare an APS, the content of a subregional APS should be consistent with state requirements (See Government Code §65080(b)(2)(I)), as follows:

- (i) Shall identify the principal impediments to achieving the subregional sustainable communities strategy.
- (ii) May include an alternative development pattern for the subregion pursuant to subparagraphs (B) to (G), inclusive.
- (iii) Shall describe how the greenhouse gas emission reduction targets would be achieved by the alternative planning strategy, and why the development pattern,

measures, and policies in the alternative planning strategy are the most practicable choices for achievement of the greenhouse gas emission reduction targets.

(iv) An alternative development pattern set forth in the alternative planning strategy shall comply with Part 450 of Title 23 of, and Part 93 of Title 40 of, the Code of Federal Regulations, except to the extent that compliance will prevent achievement of the regional greenhouse gas emission reduction targets approved by the CARB.

(v) For purposes of the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code), an alternative planning strategy shall not constitute a land use plan, policy, or regulation, and the inconsistency of a project with an alternative planning strategy shall not be a consideration in determining whether a project may have an environmental effect.

(3) Subregional SCS Outreach

SCAG shall fulfill all of the statutory outreach requirements under SB 375 for the regional SCS/APS, which will include outreach regarding any subregional SCS/APS. SCAG’s Public Participation Plan will incorporate the outreach requirements of SB 375, integrated with the outreach process for the 2024 RTP/SCS development. See Section IV.C(2) below for more information on SCAG’s public participation plan.

In preparing a subregional SCS, subregions are strongly encouraged to design and adopt their own outreach processes that mirror the requirements imposed on the region under SB 375. Subregional outreach processes should reinforce the regional goal of full and open participation, and engagement of the broadest possible range of stakeholders.

Subregions that elect to prepare their own SCS are encouraged to present their subregional SCS (and potential APS), in coordination with SCAG, at all meetings, workshops and hearings held by SCAG in their respective counties. Additionally, the subregions are encouraged to either provide SCAG with their mailing lists so that public notices and outreach materials may also be posted and sent out by SCAG; or coordinate with SCAG to distribute notices and outreach materials to the subregions’ stakeholders. Additional outreach may be performed by subregions.

(4) Subregional SCS Approval

The governing board of the subregional agency and the respective CTC board (at their option) shall approve the subregional SCS prior to submission to SCAG. SCAG recommends that the governing board of the subregion adopt a resolution approving the subregional SCS with a finding that the land use strategies included in the subregional SCS are feasible and based upon consultation with the local jurisdictions in the respective subregion. Subregions should consult with their legal counsel as to compliance with the California Environmental Quality Act (CEQA). In SCAG’s view, the subregional SCS (and potential APS) is not a “project” for the purposes of CEQA because the RTP, which will include the regional SCS is the actual “project” that will be reviewed by SCAG under state law for environmental impacts pursuant to CEQA. As such, the regional SCS, which will include the subregional SCSs and is part of the RTP, will undergo a thorough CEQA review.

In accordance with SB 375, subregions are strongly encouraged to work in partnership with the CTC in their area. SCAG can facilitate these arrangements if needed.

(5) Incorporation of the Subregional SCS into the Regional SCS

The regional RTP/SCS, of which the SCS is a component, is required to be internally consistent. Therefore, for transportation investments included in a subregional SCS to be valid, they must also be included in the corresponding RTP/SCS. As such, subregions will need to collaborate with the respective CTC in their area to coordinate the subregional SCS with future transportation investments.

SCAG shall include the subregional SCS for the subregion in the regional SCS to the extent consistent with SB 375 and federal law and approve the sustainable subregional alternative planning strategy, if one is prepared for that subregional area to the extent it is consistent with SB 375.

More information on SCAG's subregional SCS incorporation process is included below in Section IV.C(4)

(6) Data Standards

Subregions will be required to submit subregional SCSs in GIS-based format, with data elements identified in Section IV.A(1) broken down to small area level (in a fashion specified by SCAG for each element, to be established through consultation with the subregion during the MOU process). This will enable SCAG to better integrate subregional submissions with the regional SCS and will allow subregions to prepare alternative scenarios if they so choose. SCAG will provide tools, and necessary training, free of charge for subregions and jurisdictions. Tools and training related to SCAG's Regional Data Platform (RDP) are available and additional functionality will be released through early 2022. See Section IV.C(10) below for more information.

SCAG will distribute draft data to subregions and local jurisdictions via the region-wide local agency data validation process for the 2024 RTP/SCS. More information regarding the data development process is discussed below in Section IV.C(9).

(7) Documentation

Subregions are expected to maintain full and complete records related to the development of the subregional SCS, and to use the most recent adopted local general plans and other locally approved planning documents. Subregions should also keep records of all electronic, in-person, and written feedback from local jurisdictions on the development of the socioeconomic estimates and projections for the SCS and the base land use data⁷ required for consideration in the development of the subregional SCS (and APS as appropriate).

(8) Implementation Monitoring

Delegated subregions for the 2024 RTP/SCS will be required to provide progress reporting on the implementation of policies included in their subregional SCS. SCAG

⁷ "Base land use data" consists of local general plan land use, zoning, existing land use, planned entitlements, recent demolitions, and other resource areas datasets required for consideration in the development of an SCS as described in section 65080 of SB 375

will, likewise, monitor implementation of the regional SCS. This information will assist SCAG in preparing future plan updates and is consistent with SCAG’s intended approach for developing the 2024 RTP/SCS, which will emphasize progress reporting, monitoring and updating. The intent is for SCAG to ensure that progress and success for our subregions and local jurisdictions are documented and recognized.

To monitor implementation, subregions should track subsequent actions on policies and strategies included in the subregional SCS. Monitoring should be focused on policy actions taken (e.g., General Plan updates) or subsequent planning work performed.

While subregions have substantial discretion within the overall goal of ascertaining progress of adopted plan policies and strategies, reporting should be done at least prior to the end of the four-year planning period. SCAG staff plans to conduct implementation monitoring for the region and will lead the effort for any necessary data-intensive exercise and technical analysis, with assistance from subregions and local jurisdictions.

Further guidance on implementation monitoring including required format and timing will be developed through further discussion and documented in MOUs with delegated subregions.

(9) Timing

An overview schedule of the major milestones of the 2024 RTP/SCS process is attached herein as Appendix A, which may be further delineated or adjusted in MOUs with delegated subregions.

B. County Transportation Commissions’ Roles and Responsibilities

Subregions that develop a subregional SCS will need to work closely with the CTCs in their respective subregional area in order to coordinate and integrate transportation projects and policies as part of the subregional SCS, as it is the role of CTCs to make transportation planning decisions. As discussed above (under “Subregional Sustainable Communities Strategy”), any transportation projects identified in the subregional SCS must also be included in the associated RTP/SCS in order to be considered as a feasible strategy. SCAG can help to facilitate communication between subregions and CTCs.

C. SCAG Roles and Responsibilities

SCAG’s roles in supporting the subregional SCS development process are as follows:

(1) Preparing and Adopting the Framework and Guidelines

SCAG will update these Framework and Guidelines for adoption by the SCAG Regional Council each RTP/SCS cycle in order to assure regional consistency and the region’s compliance with law.

(2) Public Participation Plan

SCAG will assist the subregions by developing, adopting and implementing a regional Public Participation Plan and outreach process with stakeholders. This process includes consultation with congestion management agencies, transportation agencies, and transportation commissions; as well as holding public workshops and hearings. SCAG will also conduct informational meetings in each county within the region for local elected officials (members of the board of supervisors and city councils), to present the draft SCS (and APS, as appropriate) and solicit and consider input and recommendations.

(3) Technical Methodology

As required by SB 375, prior to the start of the public participation process, SCAG will prepare and submit to CARB a description of the technical methodology it intends to use to estimate GHG emissions from the SCS. SCAG will work with CARB on this methodology until CARB concludes that the technical methodology operates accurately. Estimated GHG emissions will be analyzed at the regional level.

(4) Incorporation, Modification and Conflict Resolution

SCAG will accept and incorporate the subregional SCS, unless (a) it does not comply with SB 375 (Government Code Section 65080 et seq.), (b) it does not comply with federal law, or (c) it does not comply with SCAG's Subregional Framework and Guidelines.

For incorporation in the regional RTP/SCS, SCAG may adjust subregional growth totals, jurisdictional totals, and land use data at the sub-jurisdictional level for a number of reasons including compliance with statutory requirements, adherence with SCAG's expertly-informed growth projections and growth forecast process, compliance with Section 176 of the federal Clean Air Act (42 U.S.C. Sec. 7506) and assurance that SCAG's regional SCS meets the regional GHG targets.

The intent of this provision is to allow SCAG to maintain flexibility in preparing the regional SCS to meet federal and/or state requirements. In the event that SCAG alters the location and distribution of population, household, and employment growth for delegated subregions, SCAG staff will work directly with delegated subregions to review any proposed revisions through a collaborative and iterative process. Feedback will be sought to gauge the availability of growth capacity at the local level, and adjustments will be made to the highest extent possible based on input received, with consideration of the goal to fulfill SCAG's statutory requirements and GHG emission reduction targets. Delegated subregions will need to seek input from local jurisdictions on any potential revision to sub-jurisdictional growth estimates and projections and will need to keep records of all feedback on these figures or the base land use data for the 2024 RTP/SCS. Delegated subregions, however, will not be required to revise their SCS to reflect any such revisions.

The development of a subregional SCS does not exempt the subregion from other regional GHG emission reduction strategies not directly related to land use included in the regional SCS. All regional measures needed to meet the regional target will be subject to adoption by the SCAG Regional Council.

The draft regional SCS, including incorporated subregional SCSs, is subject to a public review process, potential revisions, and final adoption by the SCAG Regional Council.

SCAG will develop an MOU with each subregion to define a process and timeline whereby subregions would submit a draft subregional SCS to SCAG for review and comments, so that any inconsistencies may be identified and resolved early in the process. SCAG will also establish a conflict resolution process as part of the MOU between SCAG and the subregion to address the potential modification or adjustments that may occur during the incorporation process. This process will be the same for all delegated subregions.

(5) Modeling

SCAG currently uses an Activity Based Model (ABM) and CARB's Emission Factor (EMFAC) model for emissions purposes. SCAG will compile and disseminate performance information on the preliminary regional SCS and its components in order to facilitate regional dialogue.

(6) Regional Performance Measures.

Below is a general description of the process for developing and finalizing formal Performance Measures.

SCAG is in the process of compiling two complete lists of performance measures and monitoring: one will be used for evaluating regional-level scenarios in support of development of the 2024 RTP/SCS. The other will be used for monitoring implementation of the 2020 RTP/SCS. The monitoring of implementation may include, for example, tracking local general plan updates, specific plan adoption in Transit Priority Areas, active transportation plan adoption, and housing element compliance. Building on the foundation of the performance measures developed in support of the 2020 RTP/SCS, the 2024 RTP/SCS performance measures will also include the set of federally designated MAP-21 performance measures, as well as any other updates adopted by the SCAG Regional Council. Most update related activities for the 2024 RTP/SCS performance measures will be expected to occur between January 2022 and May 2023. These updates will be addressed through discussions with SCAG regional stakeholders, and the SCAG Policy Committees.

(7) Adoption/Submission to State

After the incorporation of subregional strategies, the Regional Council will finalize and adopt the 2024 RTP/SCS. SCAG will submit the regional SCS, including all subregional SCSs, to CARB for review as required in SB 375. The subregion will provide relevant documentation to support SCAG in complying with the CARB Evaluation Guidelines, referenced above in section IV.A(1).

(8) Funding

Funding for subregional SCS/APS activities is not currently available. Any specific parameters for future funding are speculative. While there is no potential future funding at this time, it is advisable for subregions to track and record their expenses and

activities associated with these efforts.

(9) Data

SCAG will distribute data to subregions and local jurisdictions for review and input for the 2024 RTP/SCS. This involves a bottom-up approach for developing the base land use data, growth forecast, scenarios, and integrates SCAG's other efforts (e.g., plan implementation, performance monitoring) to improve local jurisdictions' competitiveness for funding that helps implement the RTP/SCS.

SCAG will work with delegated subregions during the MOU process, and before prior to the local review and input process, to outline responsibilities for generating and refining the datasets required for consideration under SB 375. It is anticipated that the delegated subregion will take a leadership role in both outreach to local jurisdictions and data development, with SCAG offering support as needed.

(10) Tools

SCAG is in the process of building a comprehensive Regional Data Platform (RDP) to standardize regionally significant datasets, provide opportunities for local partners to update their data in real-time, and draw insights from local trends. The platform will also feature a data-driven collaboration hub for local jurisdictions to engage with stakeholders for individual projects, such as local and regional land use planning, active transportation planning, greenhouse gas reduction strategies, and development impact assessments. The RDP is intended as a resource for general plan updates as well as two-way data sharing between jurisdictions and SCAG.

Beginning in fall 2020, the RDP began engaging with ten pilot jurisdictions to fine tune workflows, products, and data requirements and made ESRI licenses available to all local jurisdictions. The first major tool, the Housing Element Parcel Tool (HELPR) was released in fall 2020. More tools will continue to be rolled out through 2021 and into 2022. SCAG's Local Information Services Team (LIST) aims to train local jurisdictions in the use of RDP tools and provide data guidance.

The use of SCAG tools is not mandatory and is advisory only. Use of the tools is at the discretion of subregions and local jurisdictions. SCAG will consider providing guidance and training on additional tools based on further discussions with subregional partners.

(11) Resources and Technical Assistance

SCAG will assist the subregions by making available technical tools as described above. SCAG staff can participate in subregional workshops, meetings, and other processes at the request of the subregion, and pending funding and availability. Further, SCAG will prepare materials for its own process in developing the regional SCS, and will make these materials available to subregions.

D. Milestones/Schedule

- Deadline for subregions to communicate intent to prepare a subregional SCS – October 29, 2021
- SCAG and Subregional Council of Governments establish Memorandum of Understanding – Early 2022

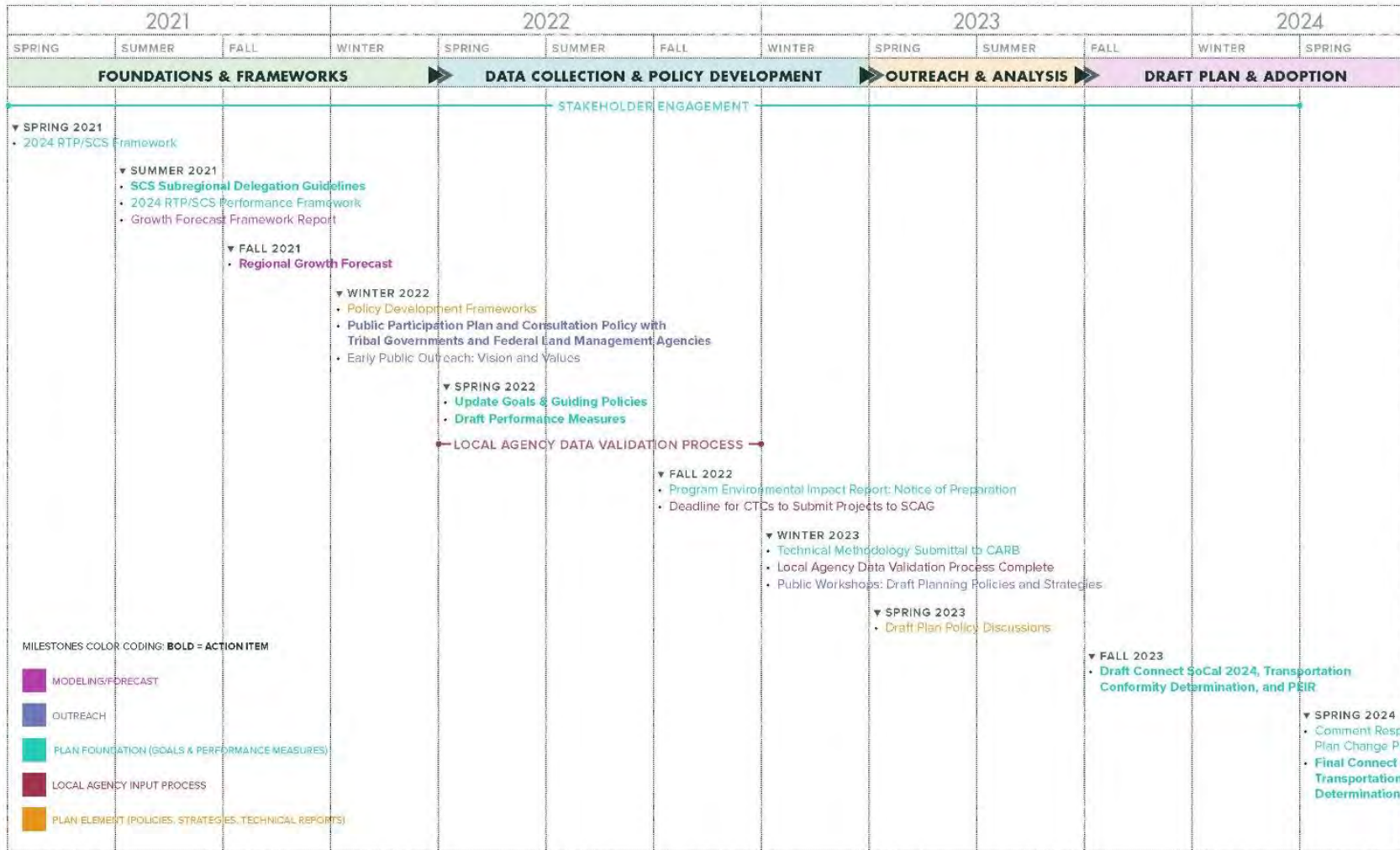
- Subregional SCS development – Early 2022 through Fall 2022
- Draft dataset delivery to SCAG – Summer 2022
- Final dataset delivery to SCAG – Fall 2022
- Draft subregional SCS to be incorporated into regional SCS – Winter 2023
- Release Draft 2024 RTP/SCS for public review – Fall 2023
- Regional Council adopts 2024 RTP/SCS – Spring 2024

For more context on the process schedule and milestones, refer to the attached Appendix A. Further detailed milestones will be incorporated into the MOU between SCAG and the subregion.

APPENDIX A



2024 RTP/SCS PRELIMINARY MILESTONES




Subregional SCS Framework and Guidelines

2024 RTP/SCS, Connect SoCal


Sarah Dominguez
Planning Strategy
9/3/2021

www.scag.ca.gov



1

Senate Bill 375 Provision for Subregions



- Allows for the development of subregional SCSs:

“a subregional council of governments and the county transportation commission may work together to propose the sustainable communities strategy and an alternative planning strategy, if one is prepared pursuant to subparagraph (I), for that subregional area.”

Govt. Code § 65080(b)(2)(D)
- SCAG’s “Framework and Guidelines” outlines the expectations and process

2

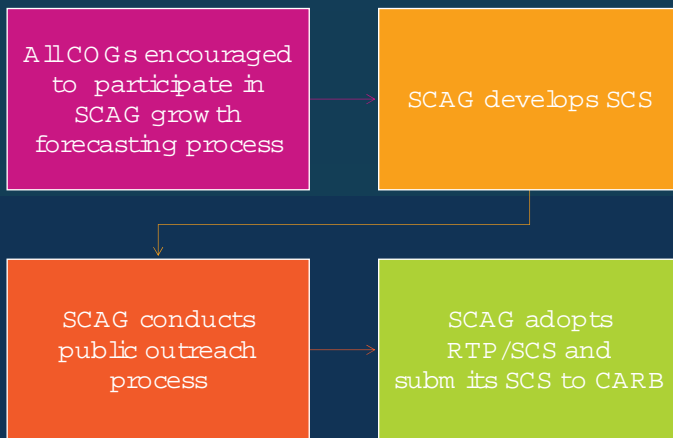
How Would Subregional Delegation Work?



3

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What if Subregions Don't Delegate?



- COGs and stakeholders engaged through working groups and Executive Directors meetings
- SB 375 statute: local land use plans not required to be consistent with RTP/SCS
- Data and tools available regardless of subregional SCS delegation

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Next Steps 

<p><u>October 29, 2021</u></p> <p>Deadline</p>	<p><u>November - December 2021</u></p> <p>SCAG and COG staff develop M O U</p>	<p><u>Early 2022</u></p> <p>COG and SCAG Approve M O U</p>
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Questions?

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