

MEETING DATE: April 19, 2017

ITEM # 23

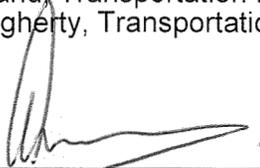
SUBJECT:
CONSIDERATION OF A WORKSHOP ON WEST SACRAMENTO TRANSIT PILOT PROJECTS AND MOBILITY ACTION PLAN (MAP)

INITIATED OR REQUESTED BY:

[] Council [X] Staff

[] Other

REPORT COORDINATED OR PREPARED BY:

Sarah Strand, Transportation Intern
Chris Dougherty, Transportation Program Specialist

 Deniz Anbiah, Director
 Department of Public Works

ATTACHMENT [X] Yes [] No

[] Information [X] Direction [X] Action

OBJECTIVE

The objective of this report is to provide information to the City Council about the Mobility Action Plan (MAP) and related Pilot Projects for discussion, comment and direction.

RECOMMENDED ACTION

It is respectfully recommended that the City Council:

1. Receive staff's presentation and conduct workshop on the Mobility Action Plan (MAP) and Pilot Projects;
2. Select a level of service for the Pilot 1 Downtown Shuttle and direct staff to implement Pilot 1 in partnership with Yolo County Transportation District (YCTD); and
3. Authorize staff to release a Request for Proposals (RFP) for professional services for the Pilot 2 Flexible Transportation Service.

BACKGROUND

While fixed-route transit ridership in West Sacramento has declined significantly in the last five years, costs per rider have grown. With over \$2 million in Transportation Development Act (TDA) allocations anticipated by the YCTD 2016/2017 budget, Council and staff have recognized that a more cost-effective approach to public transportation is necessary to better serve the mobility needs of residents. The City's existing fixed-route transit network presents a number of challenges. Though transit is a viable option for many and most residents live within ¼-½ mile of a transit stop, ridership has continued to decline. Low-density suburban routes have seen poor ridership as a result of long travel times and small transit catchment areas. In addition, transit stops currently lack complementary multi-modal options to help transit riders complete the first and last few miles to and from destinations.

Council identified the Public Transportation Strategy (PTS) as a Top Priority on the 2016 Strategic Plan Policy Agenda. Last June, Council directed staff to continue development of the PTS with a focus on streamlining transit and identifying transferrable technologies and best practices from other cities. In response, staff developed a strategy that would initiate development of the West Sacramento Mobility Action Plan (MAP), a prioritized set of near- to long-term investments to guide the implementation of a robust multi-modal mobility network. The MAP seeks to optimize transit network efficiency, define a role for alternative and emerging mobility services (both public and private), and support West Sacramento's preparedness in integrating future transportation technologies. Ultimately, the plan will equip the City to strategically leverage prioritized MAP projects as new and recurring sources of grant funding become available.

ANALYSIS

Two (2) near-term Pilot Projects are proposed to feed into the long-term West Sacramento MAP.

Pilot 1 Downtown Shuttle. Pilot 1 proposes to convert the existing "Y Shuttle" from a special events service to a regular Downtown Shuttle. The existing Route 340A CalSTRS/Ziggurat, which has received meager ridership to-date, would be discontinued. The introduction of a high frequency Downtown Shuttle will be complemented by incoming bikeshare (anticipated May 2017) and multi-modal improvements to support circulation in the Washington District, including the Washington District Sustainable Community Infrastructure Project that will award a construction contract in May 2017 to add new bike lanes, a cycle track, and sidewalk improvements.

Remaining downtown transit lines (Routes 240, 41, and 40) would be modified to terminate at the West Sacramento Transit Center before continuing into downtown Sacramento as the Downtown Shuttle. This transition would be made seamlessly through a sign-change, rather than forcing riders to transfer buses. The Downtown Shuttle will emulate the future streetcar route, where feasible. On March 15, Council directed staff to coordinate with YCTD to accelerate transit shuttle service in the entertainment zone, to include the Bridge District. In response, Staff coordinated with YCTD to propose as part of Pilot 1 a deviation of Route 39 (Southport Commute) to provide peak-hour commuter service to the Bridge District (See Attachment 1). Per YCTD, the soonest proposed changes could be implemented is July 30, 2017 due to requisite route modification and union contract processes.

YCTD has provided four (4) service level alternatives accompanied by cost estimates for the City’s review. The cost neutral alternative replaces existing downtown bus route segments with a Downtown Shuttle, providing service every 20 minutes all day. The remaining alternatives reflect the estimated costs of providing 15 minute Downtown Shuttle headways at varying levels. If the pilot proves successful at 20 minute headways, the level of service could be increased at a later date to accommodate increases in demand. The estimates displayed in the table below account for service five (5) days per week. Staff requests that Council select a service level and direct staff to implement Pilot 1 in partnership with YCTD. Staff currently recommends the cost-neutral option that would provide 20 minute service all day.

Approximate Frequency of Service	Annual Cost	Cost Increase	% Cost Increase
20 min All Day Cost Neutral Service Level (5:30am-10:30pm)	\$118,625	0	0.0%
15 min Peak (20-30 min Off-Peak) (Peak Hours 5:30am-9am; 3pm-6:30pm)	\$124,930	\$6,305	5.3%
15 min All Day (Ending at 6:30pm)	\$150,670	\$32,045	27%
15 min All Day (Ending at 8:25pm)	\$159,250	\$40,625	34.2%

Estimates are based on “all-inclusive” costs; actual cost per hour may vary upon final implemented revenue hours/miles

Pilot 2 Flexible Transportation Service. Pilot 2 proposes to deploy an innovative flexible transportation or “microtransit” service that integrates emerging on-demand technologies, similar to increasingly popular Transportation Network Company (TNC) services (i.e. Uber or Lyft). Microtransit refers to flexible transit services that “right-size” vehicles based on demand, ranging from Paratransit buses to shuttle vans to passenger cars. Microtransit services can be divided into two broad categories: services that operate commuter shuttles in certain areas based on demand (i.e., Bridj), and services that allow a passenger to share a ride with others nearby who have a similar destination (Via, UberPool, LyftLine).

The operational structure of flexible transportation services range on a spectrum from nearly fixed route to entirely demand-responsive. Operational flexibility can be applied to three main variables: routes, stops, and schedules, and builds in a consideration of land use and origin/destination data. Increasingly, real-time demand-response is being enabled by sophisticated algorithms that control dynamic routing and scheduling. Some examples of flexible transportation service models include:

- **Route Deviation:** Limited flexible routes and stops along fixed routes with fixed schedules (ie. Paratransit).
- **Adaptive Fixed Route:** A fixed route that adapts the schedule, stops, and route each week to serve new demand and eventually settles on an optimal, demand-driven route.
- **Point Deviation:** Fixed stops with zone-based, flexible routes; flexible or fixed schedule.
- **Flexible-Route Segments:** Flexible routes, stops, and schedule supplanting a segment of a fixed route.
- **Zone Route:** Primarily demand-responsive; flexible routes and stops within designated zones, typically paired with fixed arrival/departure times. Origins may be fixed with flexible destinations, or vice versa.
- **Demand-Responsive Connector:** Entirely demand-responsive with flexible routes and stops, but may include fixed schedules for transfer points connecting with a fixed route.

Pilots in other cities are demonstrating how such services can create cost and operational efficiency for transit systems in low-density areas with limited access, however more remains to be learned about the best application of new mobility services across other land uses. West Sacramento's well-contained yet diverse urban transect provides a unique opportunity to deploy a Pilot that would not only harness data on local demand and travel behaviors to improve mobility for residents, but could also serve as a case study for jurisdictions across the country to learn from. As an AARP Age-Friendly Community, these types of services may also offer viable solutions for senior mobility in West Sacramento in the future.

The scale and geographic extent of Pilot 2 will depend on funding availability. If resources cannot support a citywide pilot, staff recommends starting with a Southport-focused microtransit service using smaller vehicles to connect with key destinations, which could lead to a phased replacement for routes 35 and 39 if successful. Innovative public outreach and marketing will play key roles in service development and deployment. Staff has been coordinating with YCTD and has engaged with private mobility service providers who are currently deploying similar pilots around the country, including Uber, Lyft, Bridj, Via, and TransLoc. Private firms have expressed interest in responding to a request for proposals and/or information, should the City release one. Additionally, the UC Davis Institute for Transportation and UC Berkeley Transportation Sustainability Research Center have expressed interest in exploring collaborative opportunities to evaluate the performance of Pilot 2.

Staff recommends releasing a Request for Proposals (RFP) to qualified public and private mobility service providers to help define the optimum operational model for Pilot 2 with goals of reducing automobile reliance and enhancing multi-modal and transit connections to key destinations, such as Southport Town Center, Washington Square, or downtown Sacramento. At this time, staff does not recommend a subsidized TNC (Uber/Lyft) program due to concerns for social equity and Vehicle Miles Travelled (VMT) production.

Staff has identified two (2) potential funding sources: the SACOG TDM Innovations Grant Program and the California Air Resources Board (ARB) Car Sharing and Mobility Options Pilot Program (CSMOPP).

The SACOG TDM Innovations grant program has a maximum funding request limit of \$150,000 with a local match requirement of 11.47% (cash or in-kind). The final Pilot 2 model will be proposed to Council prior to submitting an application to the SACOG TDM Innovations Grant Program on June 30.

On April 4, the California Air Resources Board released a grant solicitation for the CSMOPP. The program has a maximum funding request limit of \$2.25M local match requirements of 25% (10% cash, 15% in-kind) and requires projects to serve a Disadvantaged Community, per CalEnviroScreen 2.0. Staff is currently investigating the grant requirements and may submit an application for Pilot 2, pending eligibility and Council approval. If a resolution is required to apply for funds, staff will return to Council in advance of the May 22 grant application deadline.

Pending approval, local match sources for either program could include Measure E or State Transit Assistance (STA) funds. Staff requests that Council provide direction on the proposed Pilot 2 at this time.

Mobility Action Plan Development. The MAP will develop a blueprint to guide transportation investments in the City over time by strategically identifying opportunities for transit streamlining, multi-modal "Mobility Hub" locations, and smart technology investments. Mobility Hubs respond to the first-last mile problem, and to emerging trends in transportation technology, by strategically bundling a suite of mobility options to help close gaps at and around transit stations and regional destinations.

In concert with prioritizing mobility projects, the MAP will coordinate transportation with land use, helping the mobility network to develop in stride with evolving areas of the city to create comprehensive, integrated, and context-sensitive travel options for current and future residents. Improving the operational efficiency of the transit network will enable the City to reallocate resources into expanding complementary mobility choices and develop a 21st century transportation network. The plan will enable the City to better compete for various funding resources, will build from information gathered in Pilots 1 and 2, and will leverage interagency and cross-departmental coordination to include:

- Transit Analysis and Recommendations
- Mobility Hub Analysis and Recommendations
- Technology Integration and Readiness Strategy
- Near-, Mid-, & Long-term Action Items

It is anticipated that the MAP would compete for funding in the Caltrans Sustainable Transportation Planning Grant Program. Application deadlines are anticipated for Fall 2017, with contracts awarded by early Fall 2018. Staff will also be monitoring SB 1 transportation funding as a potential resource as funding allocations and programs are defined in the coming months. Staff requests that Council provide feedback on the proposed MAP.

Commission Recommendation

This item was presented to the Transportation, Mobility, and Infrastructure Commission on March 6. The Commission voted unanimously to move the item forward to City Council. Commissioner comments included a recommendation of 15 minute peak-hour headways for Pilot 1 Downtown Shuttle and expressed concerns about Pilot 2 and TNCs (Uber/Lyft) related to VMT production and bike and ADA accommodations.

Strategic Plan Integration

This project advances the 2017 Strategic Plan Management Agenda item, "Mobility Action Plan."

Alternatives

The City Council's primary alternatives to the recommended actions are summarized below:

- 1) Receive staff's presentation, conduct workshop, and accept, modify or reject staff's recommendations.
- 2) Elect to not conduct the workshop and provide comment on the recommendations at this time and direct staff to return at a later date with additional information.

Coordination and Review

This report was completed in coordination with staff from the Yolo County Transportation District.

Budget/Cost Impact

While no immediate costs or budget impacts relate to this workshop, implementation of the proposed recommendations will have cost impacts contingent on Council direction(s) to staff. Any increase in this cost shall be paid from the Local Transit Assistance Fund.

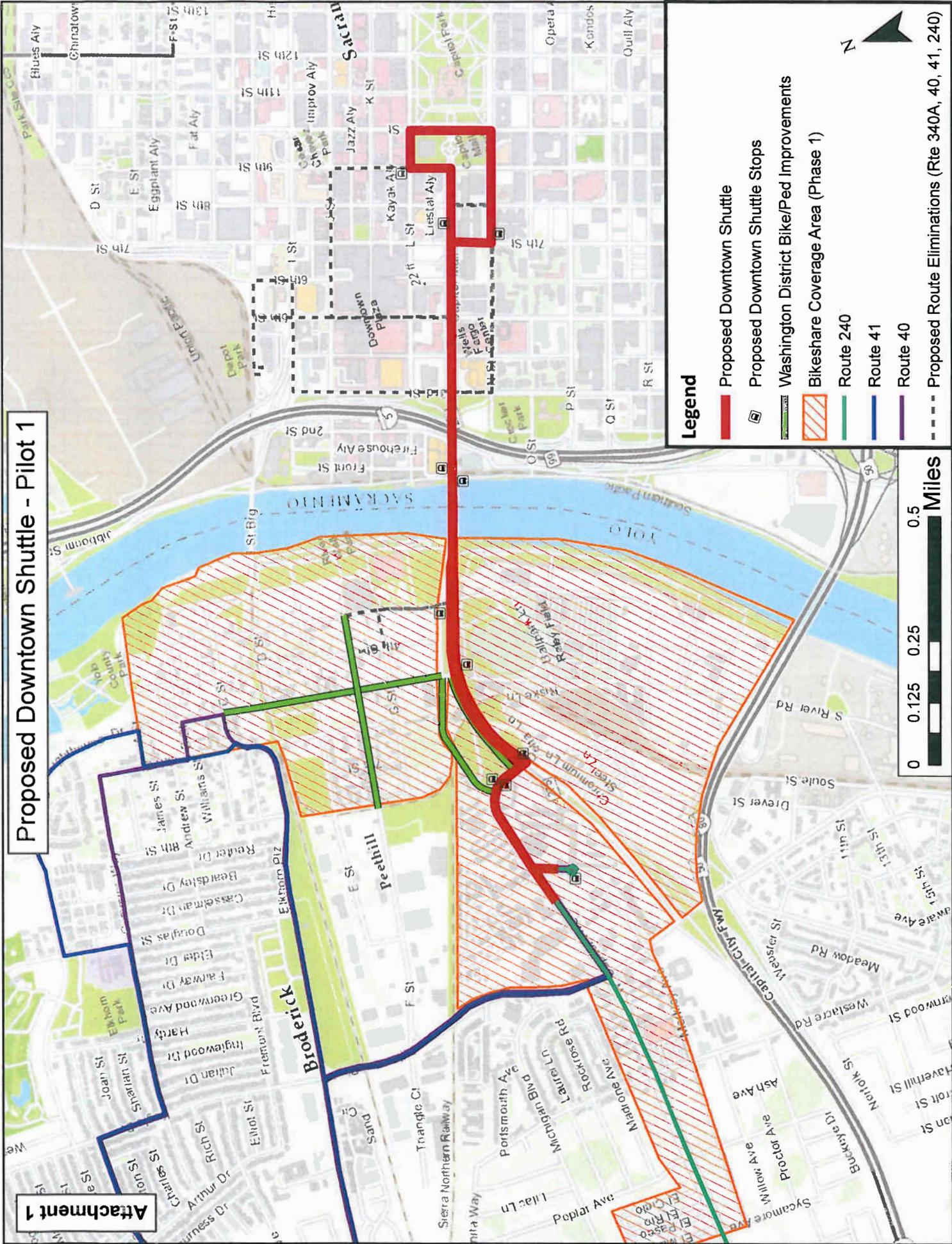
ATTACHMENT(S)

Attachment 1 – Map of proposed Pilot 1 Downtown Shuttle

Attachment 2 – Map of proposed Pilot 1 Route 39 Bridge District Commuter Service

Proposed Downtown Shuttle - Pilot 1

Attachment 1



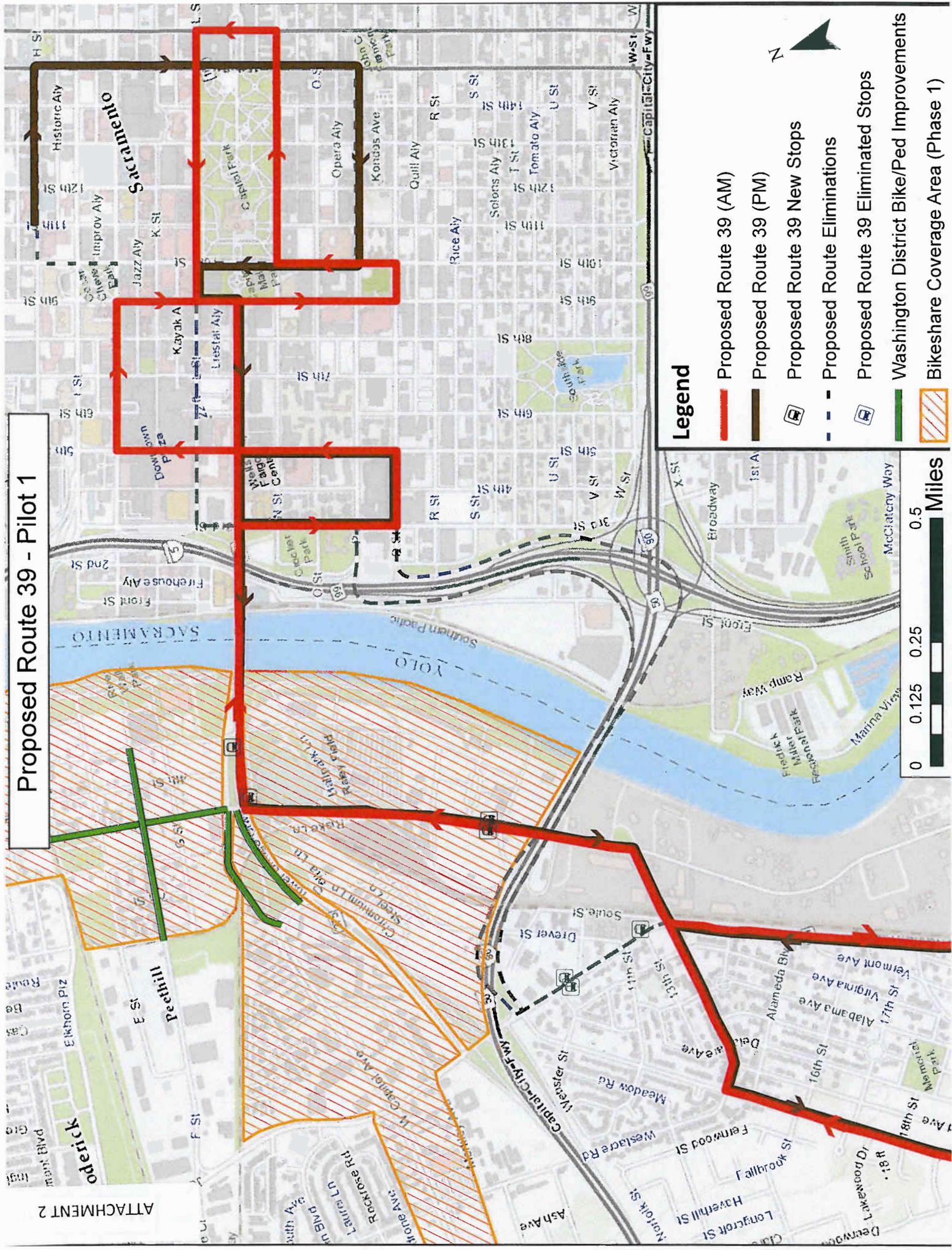
Legend

- Proposed Downtown Shuttle
- Proposed Downtown Shuttle Stops
- Washington District Bike/Ped Improvements
- Bikesare Coverage Area (Phase 1)
- Route 240
- Route 41
- Route 40
- Proposed Route Eliminations (Rte 340A, 40, 41, 240)



Proposed Route 39 - Pilot 1

ATTACHMENT 2



Legend

- Proposed Route 39 (AM)
- Proposed Route 39 (PM)
- B Proposed Route 39 New Stops
- - - B Proposed Route 39 Eliminations
- B Proposed Route 39 Eliminated Stops
- Washington District Bike/Ped Improvements
- Bikeshare Coverage Area (Phase 1)

