



City Council Report

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Sacramento, CA 95814

www.cityofsacramento.org

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February 8, 2022

Discussion Item 19

Title: Transportation and Climate Workshop

Location: Citywide

Recommendation: Conduct a workshop relating to transportation and climate.

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Attachments:

- 1-Description/Analysis
- 2-Workshop Agenda
- 3-Proposed Projects Map

Description/Analysis

Issue Detail: At the October 12, 2021, City Council meeting, City staff presented an update on the Climate Action and Adaptation Plan (CAAP) and 2021 Climate Implementation Work Plan. At that meeting, the City Council asked staff to return to Council in a workshop format to discuss the relationship between climate change and transportation as well as discuss considerations for achieving carbon neutrality by 2030, 15 years sooner than Council's adopted goal of 2045.

This report is in response to Council's request and includes an overview of the relationship between City Council's commitment of attaining carbon neutrality in greenhouse gas emissions (GHG) and transportation, and includes local partners and outside experts to share insights into moving toward success. It also presents some recommendations to advance goals through key projects and pursuit of critical funding.

Policy Considerations: In November 2019, the City Council committed to carbon neutrality as a foundational strategy of the 2040 General Plan update (Resolution No. 2021-0022). With adoption of the 2040 General Plan and CAAP in late Spring 2022, Council will reaffirm and establish the City's climate goals.

The City's Climate Emergency Declaration (Resolution No. 2019-0465) establishes the following commitment to nearer-term GHG emissions reductions:

Section 2. The City of Sacramento commits to building on existing climate commitments and to taking significant action to sustain and accelerate municipal and community carbon elimination in the short term, with maximum feasible efforts to implement emergency-speed carbon reduction actions towards eliminating emissions by 2030 as much as possible, recognizing that such a goal can only be reached through collaboration with regional partners as well as appropriate financial and regulatory assistance from state and federal authorities.

On November 12, 2019, the City Council adopted the following relevant Guiding Principles for the 2040 General Plan Update:

7. Take bold action to achieve carbon neutrality by 2045 and become a leading voice in the effort to reduce greenhouse gas emissions and adapt to climate change.
13. Develop infrastructure to support zero emission transportation and provide viable options for low income households.
26. Support workforce participation by improving access to efficient, affordable transportation, training, childcare, and senior care.

39. Strengthen connections between Sacramento neighborhoods, to neighboring communities, and to the wider region by expanding and enhancing the range of transportation options for people of all ages and abilities.
40. Reduce reliance on single-occupant vehicles, prioritize and promote active transportation and, high-occupancy transport.
41. Improve the efficiency of the multi-modal transportation system and plan infrastructure that can flexibly accommodate rapidly emerging modes of transportation.
42. Recognize that traffic deaths and serious injuries are a public health issue and, with a goal of reaching zero traffic by 2027 through the Vision Zero initiative, the City will make safety of human life the City's highest priority, taking proactive, preventative steps.

In addition, on January 19, 2021, the City Council approved the following as one of the 10 strategies for the 2040 General Plan Update: “Prioritize walking, biking and transit over automobile use.”

Economic Impacts: None.

Environmental Considerations:

California Environmental Quality Act (CEQA): This report does not involve activities that constitute a “project” as defined by Sections 15061(b)(3) and 15378(b)(4) of the California Environmental Quality Act (CEQA) Guidelines.

Sustainability: The 2040 General Plan Update and CAAP will present Sacramento’s strategies to reduce GHG emissions and prepare for climate impacts. This workshop will support these efforts.

Commission/Committee Action: None.

Rationale for Recommendation: This workshop provides an opportunity for input and discussion on the relationship between transportation and climate.

Financial Considerations: None.

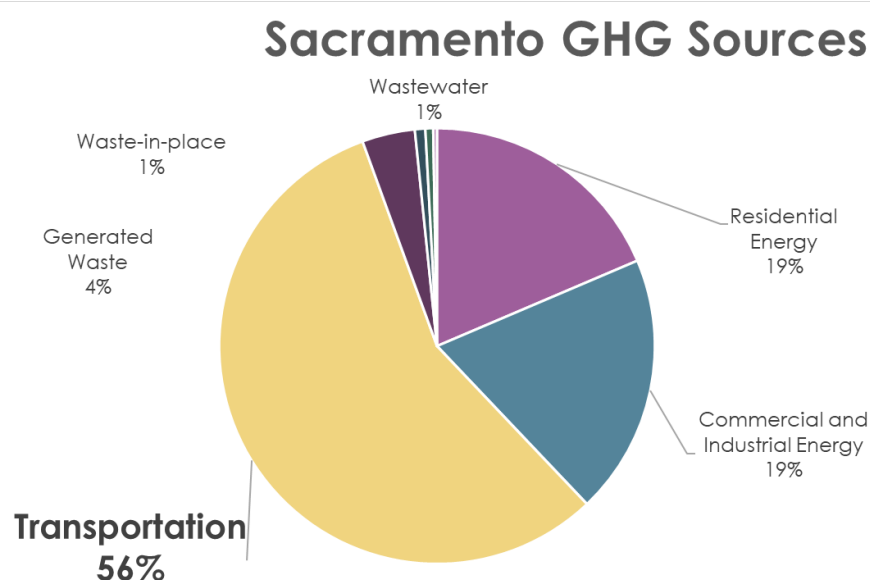
Local Business Enterprise (LBE): Not applicable.

Background: In December 2019, the City Council declared a climate emergency and committed to achieving carbon neutrality by 2045 (Resolution No. 2019-0465). This declaration

built on the City's first climate action plans and 2035 General Plan. Specifically, the Resolution committed to advance feasible efforts to implement carbon reductions by 2030 as much as possible. The Resolution also committed to present the City's plan to "achieve carbon neutrality by 2045 and emergency actions needed towards emissions elimination by 2030" in the 2040 General Plan and Climate Action Plan.

At the October 12, 2021, City Council meeting, the City Council directed staff to return with a City Council workshop to discuss the relationship between climate change and transportation as well as discuss considerations for achieving carbon neutrality by 2030, 15 years sooner than the City Council's adopted goal of 2045.

Transportation is the greatest source of Sacramento's GHGs. The analysis conducted for the CAAP revealed that 56% of Sacramento's GHG are derived from transportation sources, primarily by trips from vehicles fueled by gasoline.



There are two ways to reduce GHGs from transportation: 1) reduce vehicle miles traveled (VMT) and 2) replace remaining miles traveled with electric vehicles (EV).

Reducing VMT also supports other important City transportation goals. Reducing VMT can increase transportation safety; Sacramento continues to rank as one of the worst cities for transportation safety as reported by the State's Office of Traffic Safety. Reducing VMT can also help the City progress its equity goals by making transportation more affordable. According to AAA and the Federal government, the average cost of owning a car costs families over \$800 a month per car (including car payments, insurance, fuel, maintenance and repair). The median household income in Sacramento is \$62,000. For median and low-income

Sacramentans, the costs of car ownership can be over 20% per car of a family's income. Additionally, it is important to remember that a significant portion of the City's population cannot drive-- 34% of Sacramento residents are too young or too old to drive.

There are different strategies the City can use to reduce VMT. Land use decisions that support new development in infill areas requiring shorter trips, and by ensuring that new development has convenient access to transit and active transportation routes to common destinations. In addition, transportation improvements that increase and connect active transportation infrastructure, and supporting more convenient and accessible transit are critical

The State and federal governments recognize that electric vehicle ownership is a significant part of the climate solution, with increased programs to expand EV charging infrastructure and offering vehicle incentives. The City has already been a leader in this area, selected as the first green city by Electrify America, launching pilot programs for curbside charging in on street parking spaces, winning numerous green fleet awards, supporting EV car share programs, and continuing to implement programs to install charging infrastructure and remove barriers to EV use in under-resourced communities.

The City will not be able to reach climate change goals to significantly increase active transportation and transit mode share without identifying significant new additional transportation funding sources. Staff estimate it would cost the City at least \$2.5 billion to build the infrastructure to support this mode shift. This cost does not include costs for Regional Transit to expand and operate its services. A funding discussion is toward the end of this staff report.

Given the investments and direction the City has already made in promoting EV adoption, this workshop seeks City Council feedback on a number of concepts that are designed to increase active transportation and transit use. Each are presented below and are shown in Attachment 3-Project Maps.

Bikeway Super Highways – Complete the Network.

The City of Sacramento has a formidable foundation for an off-street low-stress bikeway and walking network; however there are gaps in the network. Those gaps make bicycling and walking to many destinations comfortable for only the most experienced. Closing gaps in existing shared-use paths and completing those underway will link a complete network and can help increase active transportation mode share and reduce GHGs, as well as supporting other improvements throughout the region. These paths listed below are all part of the City's Bicycle Master Plan and are also part of SACOG's proposed Regional Trail Network.

1. Jackrabbit Trail from North Natomas to the American River Parkway
2. Niños Parkway from I-80 to the American River Parkway
3. Two River Trail from Sutter Regional Park to Hwy 160
4. Morrison Creek Trail from Power Inn Rd to Stockton Blvd with a connection to Will C. Wood Middle School
5. Sacramento River Parkway from Freeport Rd to 35th Avenue

Mode Shift and Congestion Relief in City's Highest Employment Area - Complete the Bikeway Network within 4 miles of the Central City

The Central City is the region's highest density employment area and entertainment district. Research indicates that trips less than 5 miles can reasonably be bikeable trips if low-stress complete bikeways exist. Facilitating active transportation trips within 4 miles of the highest density employment area in the City could increase active transportation and reduce VMT and GHGs.

6. Complete the existing bikeway network within 4 miles of the Central City by closing gaps in the network and calming traffic

Mode Shift to the Bus - Build Stockton Boulevard Bus Lane

In order to achieve the City's climate goals, we will need 11% of trips to be taken by transit (from a current 3% share). To increase transit use, transit needs to be connected, convenient, and frequent. Travel times should be reliable and competitive with driving. One way to achieve these goals is to provide reliable fast bus service through dedicated bus lanes. The proposed project expands the bus lanes approved by the City Council on September 21, 2021, as part of the Stockton Boulevard Corridor Plan.

7. Bus-Bike lanes on Stockton Blvd from Alhambra to 47th Street (\$102.4 million)

Staff has drafted some potential funding scenarios to be discussed at the workshop.

Funding

As the oldest city in California, transportation infrastructure was installed over many decades, and frequently during periods when the transportation network was not designed with climate concerns as a priority. As a result, current investment in the City's infrastructure is needed to upgrade, rebuild, and connect the existing infrastructure to create a transportation network that supports mobility options for pedestrians, bicycles, and transit as conveniently as automobiles, thereby supporting travel options that are more climate supportive as well as better serving all travelers.

In order to pay for all services, programs, and projects related to transportation delivered by the City, including City operations, staff, vehicles, materials, ongoing maintenance, and for new facilities and upgrades, the City relies almost exclusively on dedicated transportation funding

sources, primarily state gas taxes (24%), county transportation sales tax (28%), development fees and taxes (3%), and state and federal grant funds (30%). Various other sources make up the balance.

Transportation improvements to reduce climate impacts are critical; however, the City also needs to fund other essential transportation programs and activities, particularly maintenance of its existing \$1 billion transportation network and actions needed to improve safety and address equity. The City has about \$5 billion in unfunded transportation needs and the City's transportation priorities have not been determined. In February 2022, staff expect to bring the Transportation Priorities Plan project prioritization criteria to Council for their approval. There are a number of transportation funding sources staff believe can fund our transportation priority projects.

The new federal Infrastructure Investment and Jobs Act (IIJA) is the largest federal investment in public infrastructure in recent history. The Act provides \$660 billion in transportation funding over five years, with \$274 billion of that in new transportation spending. Note that none of this federal funding is provided directly to the City. The Act includes a 30 to 40 percent increase in existing formula-based programs, usually allocated to the state and regional agencies. It provides a 12 to 20 percent increase in formula-based funding for the region that is provided to SACOG for distribution to its member agencies. Much of the new federal funding will be provided through new nationwide competitive grant programs. While the City will be eligible to directly compete for many of these programs, these kinds of programs are extremely competitive. Regional support is critical to success.

The State Road Repair and Accountability Act of 2017, also known as Senate Bill 1 (SB1), increased gas taxes to provide funding to address the enormous backlog in state and local road repair, and also provided funding for new programs and to supplement some existing programs. In 2021, the State adopted the Climate Action Plan for Transportation Infrastructure (CAPTI), which provides a framework to focus state transportation dollars to combat and adapt to climate change while supporting public health, safety, and equity. The State is now using the CAPTI as a basis for the guidelines for its competitive grant programs.

While additional long-term solutions will be needed, particularly additional local sources for transportation funding, the City is well positioned to take advantage of federal and state grant programs based on its consistency with federal and state policy priorities on climate, equity, and safety. Many of these programs are extremely competitive; however, and many require a substantial commitment in matching funds and unified regional support. Some options for funding some of the key initiatives could include the following.

- Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Grant. This competitive federal grant (formerly TIGER and BUILD) is intended to fund multi-modal road, rail, transit, bikeway, trail, and pedestrian projects, with a focus on environmental justice, for projects of \$5 to \$25 million. This is an annual program funded with \$7.5 billion over five years.
- The IIJA also established the Megaprojects Grant Program, to support large, multimodal, multijurisdictional projects that are critical to the economy, but too large or complex for existing funding programs. This grant program could support efforts to develop climate supportive improvements throughout the region; however, this would necessitate regional coordination and development of a project.
- Active Transportation Program: The State Active Transportation Program (ATP) consolidated existing federal and state transportation programs for walking and biking, with a focus on disadvantaged communities. The current program has \$440 million statewide. The State is completing The Governor has proposed \$500 million for this program as part of the FY23 Budget.
- Local Partnership Program (LPP). The LPP provides funding to support agencies with transportation sales tax and transportation development impact fees. The City is eligible for two programs – the largest available through the Sacramento Transportation Authority (STA) and the City can compete directly. Projects of up to \$20 million can be funded through the STA program. It only funds construction of projects and requires a 50 percent match.

In past years, the STA has not adopted any guidelines to determine prioritization of grant request and only its top ranked candidate project has been awarded funding. Lack of matching funds has limited the projects for which the City can pursue.

- SACOG Regional Funds. SACOG receives formula-based federal transportation funding to distribute to its member agencies. SACOG carries out competitive funding for transportation funding every two to three years, with an expectation of the next round to be announced in late 2022. This funding round will include the additional funding allocations from the IIJA as well as new state funding.

The City typically gets 13 to 16 percent of the total funding, equal to about \$10 million annually. Assuming this allocation, the increase in funding from the IIJA would generate an additional \$1 to \$3 million annually.

The identified projects would implement with key SACOG policy initiatives, including the Next Generation Transit Study and Regional Trails Plan.

In order to take leverage these programs, the City will need additional sources of local funding. There is a proposed supplement sales tax measure proposed by a citizen's group that might include some additional funding; at this time, it isn't known how much might be available to support climate supportive actions. Other options implemented by other agencies nationwide include issuance of bonds, a legislatively approved tax on TNCs, or other new regional tax measures.

Climate & Transportation in Sacramento City Council Workshop

February 8, 2022
5pm Council meeting
Anticipated item start time: 5:15 - 5:30 PM

Agenda

1. Transportation Importance & Climate Urgency

- a. Mayor's Vision
- b. Public Works introduction

2. Achieving the Vision

- a. Sam Zimbabwe, Plot Strategies

3. Local Perspectives

- a. Nailah Pope-Hardin, ClimatePlan
- b. Henry Li, Regional Transit
- c. James Corless, SACOG
- d. Anne Stausboll, Mayors' Commission on Climate Change

4. Achieving the Vision

- a. Jeff Tumlin, San Francisco MTA

5. Making the Vision a Reality

- a. Staff recommendations

6. Council Discussion

7. Public Comment

8. Direction & Closing

City of
SACRAMENTO

Proposed Climate
& Transportation
Improvements

- BIKEWAYS
- Bike SuperHighway
 - On-Street Low-Stress Bikeways to Employment Center
 - Recommended Improvements
 - Improvements in Progress
 - Draft SACOG Regional Trail Network

- TRANSIT ROUTES
- Bus Lane Improvement

