

City of Sacramento
Active Transportation Commission Report
915 I Street Sacramento, CA 95814
www.cityofsacramento.org

File ID: 2024-01251

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Discussion Item 3.

Streets for People Active Transportation Plan Phase II Workshop

File ID: 2024-01251

Location: Citywide

Recommendation: Discuss and provide feedback on the Streets for People Plan proposed recommendations and Phase II community engagement approach.

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Attachments:

- 1-Description/Analysis
- 2-Phase I Engagement Map
- 3-Streets for People Existing Conditions Report
- 4-Neighborhood Connections Existing Conditions Report
- 5-Gap Analysis
- 6-Public Draft Tree Opportunity Analysis

Description/Analysis

Issue Detail: Streets for People is a citywide planning effort to update and consolidate the Pedestrian and Bicycle Master Plans, update the networks to meet the community's current needs, and support the development of a citywide active transportation plan. The Plan will include an assessment of existing walking and bicycling infrastructure; identification of barriers to walking, bicycling, rolling, and access to transit; and provide fundable, actionable project recommendations with the objective of improving safety and mobility to create a connected active transportation network. Streets for People is a citywide planning effort with focused engagement in areas of the city that have historically lacked investment and active transportation infrastructure, including the

Community Planning Areas of Fruitridge Broadway, North Sacramento, and South Sacramento.

Neighborhood Connections is a section of the Streets for People Plan that will identify a network of traffic-calmed, lower-volume streets to provide low-stress, comfortable routes for people of all ages and abilities to walk, bike, and roll to everyday destinations. Neighborhood Connections will create a toolkit of traffic-calming treatments to slow drivers and improve safety and mobility in neighborhoods citywide.

The purpose of the Commission workshop is to 1) update the Commission on project activities and milestones; 2) present the draft network recommendations for the Streets for People Active Transportation Plan; and 3) outline the Phase II community engagement approach. The project team is inviting the ATC to include specific comments on the network using the interactive map available on the project web page www.sacstreetsforpeople.org, and requesting Commissioners share out information to their networks regarding Phase II engagement.

Phase I: Listen & Learn - Vision, Goals, and Information Gathering

May - September 2023

Phase I of the Plan took place from May through September 2023 to engage with communities to co-create the vision and goals of the Plan, and gather information regarding important community destinations, key routes, and gaps in the network. The project team attended or led 53 engagement events, including 21 community workshops, 20 pop-up engagements at existing community events, 6 walking workshops, 5 survey stations at libraries located in the focus areas, and a presentation to the Active Transportation Commission. Attachment 2 shows the locations of the various engagement events for Phase I.

Existing Conditions

Phase I of the project included completing an existing conditions report for both the Streets for People Active Transportation Plan (Attachment 3) and the Neighborhood Connections section of the plan (Attachment 4). Both reports are posted on the project web page.

The reports utilize a variety of sources including past planning documents and geospatial data to summarize existing conditions for people walking, biking, and rolling in Sacramento.

Phase II: Gaps Analysis, Develop Recommendations, and Build Consensus

September 2023 - August 2024

Phase II presents the proposed active transportation network to gain feedback on the recommendations and ensure it is reflective of the diverse communities and neighborhoods of Sacramento, in addition to confirming the proposed projects are feasible and implementable. The recommendations are a result of several data analyses combined with feedback the project team

received during Phase I community engagement.

Gaps Analysis

To understand the roadways representing the biggest barriers or gaps for people walking, biking, and rolling throughout the city, the project team completed a data-driven analysis to identify critical gaps in the network. The findings were used to inform network recommendations. The Gaps Analysis is attached to the staff report as Attachment 5.

The Gaps Analysis includes several analyses to better understand the critical gaps in the active transportation network, including:

1. Existing conditions for Gap Analysis - Summary of findings from the equity, safety, and current active transportation network analysis completed in the existing conditions report.
2. Estimating Demand: Active Trip Potential - Analysis of the potential for active trips in the city
3. Understanding User Comfort: Level of Traffic Stress - Analysis to understand potential stress experienced by people walking and biking along city roadways
4. Access to Destinations - Analysis of the active transportation network and potential traffic stressors for people walking and biking to estimate the proportion of residents that can easily/most comfortably access parks, schools, and high-ridership transit locations.

Network Recommendations Methodologies

The draft network recommendations were developed using the methodologies outlined below:

Methodology for People Biking

1. Parallelism
 - a. Utilize parallel routes that are within $\frac{1}{4}$ mile of a roadway being considered for recommendations.
2. Planned or funded projects
 - a. Synergies with projects that have been funded, currently under design, or approved to be implemented in the near-term future.

3. Roadway context
 - a. Focus on speed and traffic to determine appropriate facility.
4. Roadway configuration
 - a. Consider right of way and if the proposed recommendation is feasible.
5. Connections to neighboring jurisdictions
 - a. Consider recommendations that are on roadways that connect with neighboring jurisdictions, such as Sacramento County or Caltrans.

Methodology for People Walking

1. All roadways should have sidewalks on at least one side of the street
2. All roadways adjacent to transit or within ¼ mile of schools should have sidewalks on both sides of the street

Methodology for Neighborhood Connections

1. Identify connections
 - a. Connect to destinations based on potential users
 - b. Consider where people are walking and biking now
2. Provide Options
 - a. Identify neighborhood connections every ¼ mile or less
3. Connect to Major Roads
 - a. Neighborhood Connections may cross major roads or connect to them, but usually will not run along them
4. Make it Direct
 - a. Aim for the most direct connection to destinations
 - b. Run parallel to major roads when possible

- 5. Slow Traffic
 - a. Traffic calming should provide a combination of lowering speeds and volumes of motor traffic on local streets

- 6. Plan for the User
 - a. Treatments should reflect user needs

Recommended Network and Improvements

Overview of the proposed active transportation network and facilities included below, organized by area and facilities for people biking and for people walking.

Citywide

Facilities for People Biking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	78.9	239.6	318.5
Bike Lanes	252.6	136.4	389
Buffered Bike Lanes	7.5	83.1	90.6
Bike Routes/Boulevards	81.7	146	227.7
Separated Bikeways	10.3	85.6	95.9

Facilities for People Walking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	78.9	239.6	318.5
Sidewalks (Total)	2150	308	2458
New/Improved sidewalks (1 side)	-	88.6	88.6
New/Improved sidewalks (2 sides)	-	219.5	219.5

Fruitridge Broadway Focus Area

Facilities for People Biking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	0.6	20.9	21.5
Bike Lanes	36.5	8.1	44.6
Buffered Bike Lanes	0.4	13.6	14.0
Bike Routes/Boulevards	10.7	25.2	35.9
Separated Bikeways	0	11.5	11.5

Facilities for People Walking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	0.6	20.9	21.5
Sidewalks (Total)	321	58.3	379.3
New/Improved sidewalks (1 side)	-	16.1	16.1
New/Improved sidewalks (2 sides)	-	42.2	42.2

North Sacramento Focus Area

Facilities for People Biking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	7.9	6.4	14.3
Bike Lanes	14.5	8.8	23.3
Buffered Bike Lanes	0	8.9	8.9
Bike Routes/Boulevards	4	21.1	25.1
Separated Bikeways	1	10.5	10.5

Facilities for People Walking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	7.9	6.4	14.3
Sidewalks (Total)	231	50.6	281.6
New/Improved sidewalks (1 side)	-	8.5	8.5
New/Improved sidewalks (2 sides)	-	42	42

South Sacramento Focus Area

Facilities for People Biking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	5.5	15.2	20.7
Bike Lanes	33.1	8.2	41.3
Buffered Bike Lanes	3.4	6.6	10
Bike Routes/Boulevards	14.4	36.2	50.6
Separated Bikeways	2.1	16.9	19

Facilities for People Walking	Mileage		
	Existing	Proposed	Total
Shared-Use Paths	5.5	15.2	20.7
Sidewalks (Total)	405	51.1	456.1
New/Improved sidewalks (1 side)	-	21.7	21.7
New/Improved sidewalks (2 sides)	-	29.4	29.4

An interactive map is available on the project web page for public review of the facilities outlined above. The web page can be found at www.sacstreetsforpeople.org

Traffic-Calming Toolkit

The Neighborhood Connections section of the Streets for People plan identifies traffic-calming treatments to reduce speed and volume of motor vehicles to create low-stress Neighborhood Connections to important community destinations, such as parks, schools, and employment centers.

To reduce motor vehicle speed and volume, five different categories of treatments are proposed, including:

1. Filtered Permeability
 - a. Restrict vehicle traffic while allowing people walking and biking
2. Horizontal Deflection
 - a. Horizontal shifts on long, straight streets. Examples include:
 - i. Median islands
 - ii. Chicanes
 - iii. Roundabouts/Traffic circles
 - iv. Pinch points
3. Vertical Deflection
 - a. Vertical elements to break up smooth roadways. Examples include:
 - i. Speed humps/lumps
 - ii. Raised intersections or crosswalks
4. Lane Width and Edge Friction
 - a. Narrowing lanes and creating the perception of constrained streets. Examples include:
 - i. Street trees
 - ii. On-street parking
 - iii. Lane narrowing

5. Intersection Calming

- a. Designing for slower speeds at intersections. Examples include:
 - i. Curb extensions
 - ii. Geometry changes and reduced curb radii
 - iii. Hardened centerlines

Public Draft Tree Opportunity Analysis

Expanding the urban tree canopy can provide an enhanced active travel experience, in addition to providing shade and cooling, stormwater management benefits, enhanced mental well-being, and improved climate resilience. These goals are directly aligned with the City's General Plan 2040 Goal ERC-3: A well-maintained, resilient, healthy, expansive, and equitable urban forest for an environmentally sustainable future.

As part of Streets for People Plan, the city is assessing needs based on the Draft Tree Opportunity Analysis to inform where tree plantings should be prioritized to support the implementation of the active transportation network.

The analysis will take a two-phase approach to the prioritization of tree planting investments along corridors with active transportation network recommendations, outlined below:

Phase I - Tree Opportunity Index

Development of a Tree Opportunity Index (TOI) to understand the existing need for additional tree shade and feasibility of tree canopy expansion.

The TOI highlights areas of the city which have the greatest potential impact for additional tree canopy, and to utilize limited resources it is important to identify synergistic opportunities for planned projects to incorporate tree plantings. The TOI combined four metrics to understand the local need for additional tree canopy as well as the availability of feasible tree planting locations.

- 1. Existing tree canopy density
- 2. Urban heat exposure
- 3. Urban heat island effect
- 4. New planting suitability

The results of the TOI analysis can be found in the Draft Tree Opportunity Analysis attached to the staff report (Attachment 6)

Phase II - Implementation and Plan Integration

Integrate the results of the TOI analysis and the recommended active transportation network to determine which roadways the city should prioritize for additional tree plantings to help improve

conditions for people walking, biking, and rolling.

Phase II Community Engagement Approach (June - August 2024)

Phase II, or the Build Consensus Phase, will present the draft network recommendations to engage with residents on the proposed facilities. The engagement approach is focused on ensuring hard to reach communities are involved in the planning process, including non-English speaking and monolingual residents. Most of the engagement activities will take place in the three focus areas of North Sacramento, South Sacramento, and Fruitridge Broadway.

Engagement will be led by City staff with support from the consultant project team. The Streets for People team will be kicking off Phase II engagement in June 2024 and will include several approaches to engaging with residents, including the following:

Community Planning Team (CPT) - The project team will engage with the Community Planning Team made up of community members who are interested in taking a larger role in the engagement process. The CPT acts as an advisory committee to the project team and is made up of residents in the three focus areas.

Community Workshops - The project team will host two virtual citywide workshops to provide information on the proposed network recommendations, explain how to use the online interactive map, and answer questions from participants. The workshops will be available for residents citywide.

Focus Groups - Three virtual focus group discussions will be led by City staff in areas of the city that lacked participation in Phase I engagement. The focus group areas consist of Natomas/Northgate area; College Area; and South Sacramento/South Land Park. The project team will be inviting community-based organizations to join the conversation about the proposed network, with a focus on the Neighborhood Connections portion of the Plan.

Walking Workshops - The project team will facilitate five walking workshops to highlight barriers and concerns along proposed Neighborhood Connections.

Pop-Up Workshops - The project team will attend existing community meetings to bring awareness of the Plan and engage with residents about the proposed network recommendations. There are nine pop-up engagements planned for Phase II. Three of the pop-ups will be focused on engaging mono-lingual and non-English speaking communities, including Spanish, Chinese, and Hmong.

Online Interactive Map- The project team will post an interactive map on the project web page

for community members to provide feedback on the proposed network. The citywide input map will be structured to enable users to provide feedback in the form of points and lines on the map with information such as frequently used routes, network gaps and challenges, and major destinations.

The project team will present the interactive map to discuss the functionality of the different map features, in addition to giving an overview of the proposed network and recommendations.

Neighborhood Connections StoryMap - The StoryMap will be posted on the project web page to show the different traffic calming treatments being explored as part of the Neighborhood Connections section of the plan.

Confirmed events for Phase II listed below. More dates will be posted to the project web page as they are finalized.

- Pop-Up Workshop June 13 - Asian Community Center
- Pop-Up Workshop June 24 - Corremos Sacramento
- Pop-Up Workshop June 27 - Resources for Independent Living Disability Justice Group
- Pop-Up Workshop July 13 - Mutual Assistance Network
- Citywide Virtual Workshops

- Meeting #1
 - When: July 9, 2024 06:00 - 8:00 PM
 - Topic: Streets For People - Sacramento Active Transportation Plan - Preliminary Network
 - Register in advance for this meeting:
https://us06web.zoom.us/webinar/register/WN_PN6Oz3qrQnO4AKr2mgYlfg

- Meeting #2
 - When: July 11, 2024 06:00 - 8:00 PM
 - Topic: Streets For People - Sacramento Active Transportation Plan - Preliminary Network
 - Register in advance for this meeting:
https://us06web.zoom.us/webinar/register/WN_kvUPRJBcTjylxToYqhnnbA

Policy Considerations: The Streets for people Active Transportation Plan is consistent with the goals and policies from the Sacramento 2040 General Plan, including:

M-1: An equitable, sustainable multimodal system that provides a range of viable and healthy travel choices for users of all ages, backgrounds, and abilities.

M-2: Reduced reliance on single-occupant vehicles.

M-3: Streets designed and maintained as places that contribute to quality of life.

M-4: A safer transportation system.

M-5: Connections to the regional transportation network that facilitates the movement of people and goods.

M-6: Mobility planning and choices informed by data, technology, and innovation.

LUP-2.2: Interconnected City - The City should establish a network of interconnected activity centers, corridors, parks, and neighborhoods that promotes walking, bicycling, and mass transit use as viable alternatives to private vehicles.

LUP-2.5: Design for Connectivity - The City shall require that all new development maximizes existing and new connections with surroundings and with centers, corridors, parks, and neighborhoods to enhance efficient and direct pedestrian, bicycle, and vehicle movement. When feasible, grid patterns should be utilized to facilitate multiple routes.

LUP-4.10: Multi-Modal Access - The City shall require that new development provide bicycle, pedestrian, and transit access where appropriate to reduce the need for onsite parking and to improve the pedestrian experience within corridors and centers with street trees and landscaping.

ERC-3.2: Tree Canopy Expansion. The City should strive to achieve a 25 percent urban tree canopy cover by 2030 and 35 percent by 2045. Prioritize tree planting and tree maintenance in areas with the lowest average canopy cover and explore strategies to reduce barriers to tree planting in disadvantaged communities and improve tree health.

YPRO-1.15: Path Connections - The city shall maintain existing and pursue new connections to local and regional shared-use paths, especially when connecting to public parkland.

The Streets for People Active Transportation Plan is consistent with the goals and policies of the Climate Action and Adaptation Plan, including:

TR-1: Improve active transportation infrastructure to achieve 6% active transportation mode share by 2030 and 12% by 2045.

TR-1.3: Complete and adopt the Streets for People: Active Transportation Plan, which will

consolidate the Bicycle Master Plan and Pedestrian Master Plan and identify the physical barriers to active transportation, including network gaps and other issues affecting pedestrian and bicyclist safety, by 2025.

TR-2: Support public transit improvements to achieve 11% public transit mode share by 2030 and maintain through 2045.

Economic Impacts: None.

Environmental Considerations:

California Environmental Quality Act (CEQA): The action requested is a review of a citywide planning study to be used as guidance for future engineering, design, and analysis. Projects consistent with the Plan will be subject to review pursuant to CEQA during the preliminary design and environmental phase. The City Council will be asked to review and approve the Plan's conceptual approach and provide general direction, an action which is covered by CEQA guidelines Section 15262. That section provides an exemption from CEQA review for a project that involves "...only feasibility or planning studies for future actions which the...agency...has not approved, adopted, or funded."

Sustainability: The transportation sector accounts for 57% of community-wide greenhouse gas emissions, the largest single sector in the community. This plan will encourage less driving and further reduce dependence on the private automobile, laying the groundwork to significantly reduce the use of fossil fuels. The Active Transportation Plan will support City Council sustainability priorities, with a focus on supporting active transportation modes, safety, and transit access. The plan will improve the experience for those walking, bicycling, and using transit to foster behavioral change throughout the City.

Commission/Committee Action: The Streets for People Plan is a citywide expansion of the Active Transportation Audits project, which was presented to the Commission in August 2021 for review and comment.

The Plan was presented to the Commission at the May 18, 2023, meeting to re-introduce the project (as Streets for People) and present the Phase I engagement approach for Commissioner review and feedback.

Rationale for Recommendation: The action requested is for the Commission to review and provide feedback on the proposed network recommendations and Phase II engagement approach. The Streets for People Active Transportation Plan is a citywide planning effort to improve facilities for active modes of transportation, with a focus on disadvantaged areas of the city, and the Active Transportation Commission can provide valuable insight and perspective on the Plan.

Financial Considerations: The development of the Plan is fully funded. There will be an ongoing need to identify funding for implementation of the recommendations that will be developed through the Plan. Currently, the majority of City transportation improvements are funded through grant efforts.

Local Business Enterprise (LBE): Alta Planning & Design qualifies as an LBE to satisfy the 5% LBE requirement.

Background: The Active Transportation Audits kicked off in the summer of 2021. The project was a direct response to the Mayor’s Commission on Climate Change “Year One Project” recommendation to conduct a comprehensive neighborhood-level audit to identify deficient active transportation infrastructure and prioritizing investments in high-injury portions of the network. The project focuses on three Community Plan Areas, as defined in the City’s General Plan:

1. North Sacramento
2. Fruitridge Broadway
3. South Sacramento

The three Community Plan Areas were selected because they:

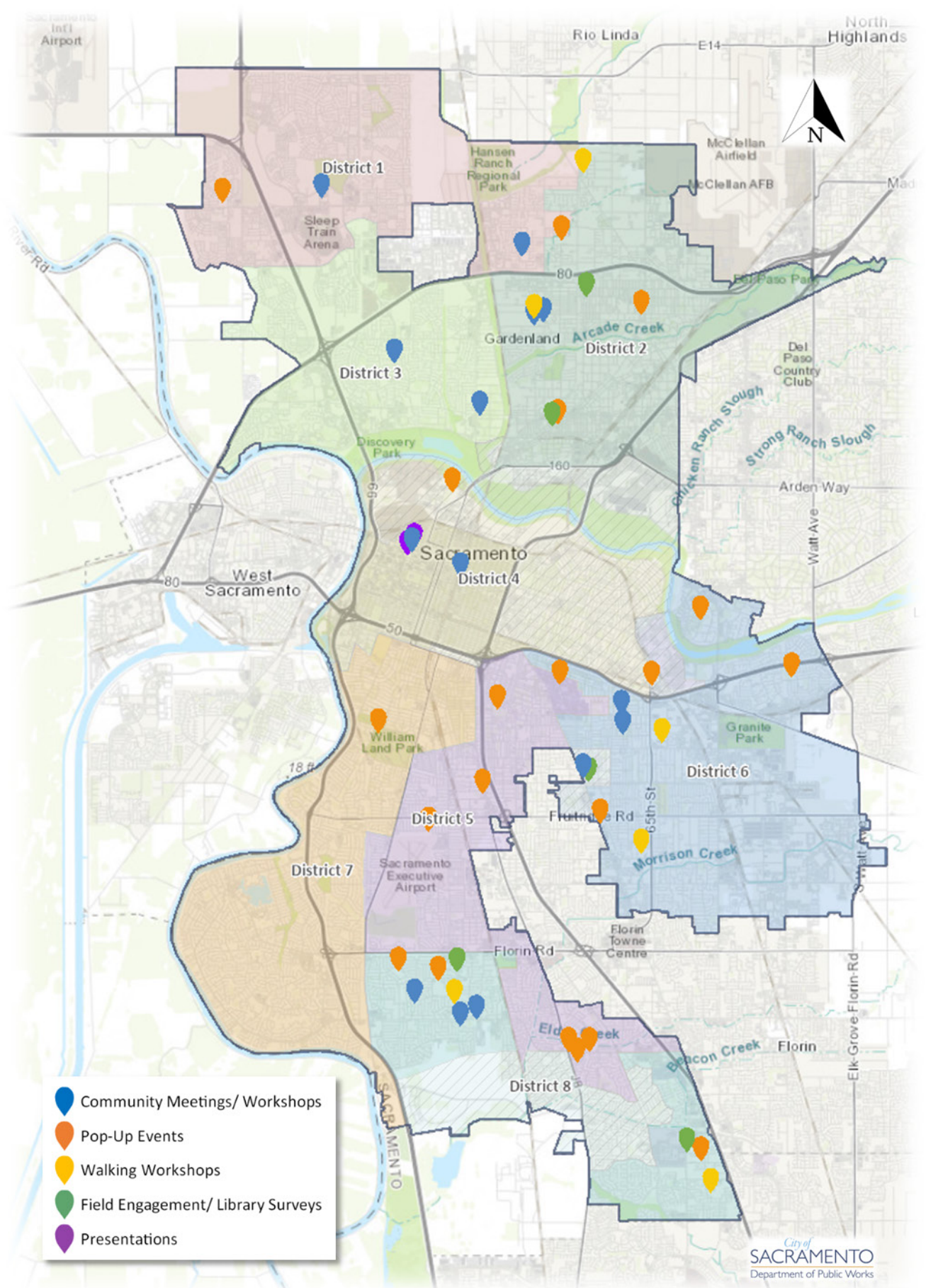
- Include Sacramento’s disadvantaged communities (SB535) with higher rates of:
 - Traffic density
 - Rates of asthma
 - Rates of cardiovascular disease
 - Housing burden
 - Concentration of poverty
- Include areas of the city that have not had recent active transportation planning.

The Active Transportation Audits project was put on hold in Fall 2021 due to staff shortages. In 2022, the project was expanded to include a citywide analysis of the active transportation network and update the pedestrian and bicycle master plans, in addition to conducting focused engagement and recommendations in the three focus areas listed above.

The Streets for People Active Transportation Plan is a citywide planning effort to update both the pedestrian and bicycle master plans and support the development of a citywide active transportation plan. The Plan will include an assessment of existing bicycle and pedestrian infrastructure; identification of barriers to walking, rolling, and access to transit; and provide fundable, actionable project recommendations with the objective of improving safety and mobility and creating a connected active transportation network.

There will be three major phases of outreach, with the following key topics discussed during each phase:

- Phase 1: Listen & Learn - Vision, Goals, and Information Gathering
- Phase 2: Gaps Analysis, Develop Recommendations, and Build Consensus
- Phase 3: Review - Share Public Streets for People Active Transportation Plan



- Community Meetings/ Workshops
- Pop-Up Events
- Walking Workshops
- Field Engagement/ Library Surveys
- Presentations