

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

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Discussion Item 4.

Streets for People Draft Plan and Phase III Community Engagement Approach

File ID: 2025-00725

Location: Citywide

Recommendation: Discuss and provide feedback on the Streets for People Draft Plan and Phase III community engagement approach.

Contact: Jeff Jelsma, Transportation Planner, (916) 808-5347, jjelsma@cityofsacramento.org; Charisse Padilla, Transportation Planner, (916) 808-6788, cpadilla@cityofsacramento.org; Jennifer Donlon Wyant, Mobility and Sustainability Division Manager, (916) 808-5913, jdonlonwyant@cityofsacramento.org; Department of Public Works

Presenter: Jeff Jelsma, Transportation Planner, (916) 808-5347, jjelsma@cityofsacramento.org; Charisse Padilla, Transportation Planner, (916) 808-6788, cpadilla@cityofsacramento.org; Department of Public Works

Attachments:

- 1-Description/Analysis
- 2-Streets for People Draft Plan

Description/Analysis

Issue Detail: The Streets for People Plan will identify an all ages and abilities network for people walking, biking, and rolling citywide. The Plan will identify two types of active transportation routes:

1. The Streets for People Active Transportation Network serves longer distance trips on major collectors and arterial streets. These are generally regional or inter-community connections
2. The Neighborhood Connections Network is made up of residential streets and minor collectors that connect to neighborhood destinations, such as parks and retail. The network includes proposed traffic-calming treatments to reduce vehicle speeds and volumes to support people walking, biking, and rolling.

Together, these networks will identify low-stress connections for Sacramento communities to connect to the places they need to go using active modes of transportation.

The Streets for People Plan will be completed in two parts; part one includes completing the Neighborhood Connections portion of the Plan, which was adopted in February 2025; part two includes completing the Streets for People Active Transportation Plan, with public review of the Draft Plan March 11 through April 6, and Plan adoption anticipated in summer 2025.

Part Two: Streets for People Draft Plan

The Streets for People Draft Plan (the Plan) offers strategies and recommendations for how the City can create a comfortable and connected citywide active transportation network. The goals of the Plan include 1) providing access to destinations; 2) providing equitable investment to address historical inequities; 3) fixing and maintaining the network; 4) improving transportation safety; and 5) improving air quality, climate, and health.

The draft recommendations were presented to communities citywide during Phase II community engagement in summer of 2024. Communities were provided the opportunity to give feedback on the Plan in multiple ways, including:

- **Interactive Map** - An interactive map was available on the project web page showing the proposed network recommendations for people walking, biking, and rolling citywide. Community members could provide comments and suggestions directly on the map, as well as like and comment on other's comments. The map received 1013 unique comments and 2524 votes on those comments.
- **Pop-Up Events** - The project team participated in five existing events citywide to meet community members where they are and to bring awareness of the Plan and how to get involved. Over 75 community members participated in the pop-up events.
- **Workshops** - The project team hosted five workshops with over 131 participants to discuss the plan, recommendations, and receive feedback.
- **Focus Groups** - The project team hosted three virtual meetings in focus areas including Natomas Northgate area, South Sacramento, and the College area (California State University and adjacent). These areas were chosen due to minimal comments and/or feedback from the community members in these areas. 44 participants joined the three focus group meetings.
- **Community Planning Team (CPT)** - The project team presented the draft recommendations to the CPT to gain feedback on the recommendations as well as the community engagement approach.

The comments and feedback received helped refine the draft recommendations which were incorporated into the Draft Plan. More details on the Draft Plan and Phase III Community Engagement approach are provided below:

Recommendations for People Walking, Biking, and Rolling

The Streets for People Plan is focused on major arterials and collector streets citywide, with a focus on disadvantaged areas of the city including North Sacramento, South Sacramento, and Fruitridge Broadway. The network recommendations build upon the findings from previous analysis and reports, as well as key themes heard during previous phases of engagement with communities citywide, including 1) make the network safer and more connected; 2) make the network more comfortable; 3) maintain what we already have; and 4) provide supportive amenities and programs.

Network Recommendations - People Walking

The Streets for People Plan recommends a toolbox for people walking and rolling, including facilities and amenities aimed at increasing comfort. The toolbox includes:

- Sidewalks
- Curb extensions
- High-visibility crosswalks
- Median refuge island
- Pedestrian signals
- Rectangular rapid flashing beacons
- Shade trees
- Planting strips (Landscape strips)
- Wayfinding

The network recommendations include 2,189 miles of new or improved sidewalks throughout the city. Specific locations of the recommendations can be found in Figures 18-24 in the Plan.

Network Recommendations - People Biking

The Plan recommendations include a toolbox of facilities and amenities for people biking, including:

- Shared-use paths
- Separated bikeways
- Buffered bike lanes
- Bike lanes
- Bike routes
- Bike-friendly intersections
- Bike parking
- Wayfinding

The network recommendations include over 688 miles of new or improved facilities for people biking citywide, including:

- 200 miles of shared-use paths

- 72 miles of separated bikeways
- 66 miles of buffered bike lanes
- 167 miles of bike lanes
- 183 miles of bike routes

Specific locations of the recommendations for people biking can be found in Figures 25-31 in the Plan.

Intersection Recommendations

In addition to the network recommendations, key intersections were identified for improving safety and connectivity across the city. The project team identified 598 intersections where existing or proposed biking routes intersect or where safety concerns were identified through public engagement and data analysis of existing conditions. Specific locations can be found in Figures 33 - 39 in the Plan.

Note that specific improvements at each intersection will require future assessment and evaluation before implementation can occur.

Recommended Policies and Programs

The Streets for People Plan includes recommended policies and programs to support and encourage active transportation in Sacramento. The policies and programs are organized under the following themes:

- **Equity:** Equity is a major component throughout these proposed policies and programs to prioritize recommendations within Equity Priority Communities that are heavily dependent on public transit or active transportation.
- **Education:** Bike and pedestrian education policies and programs help those who are interested in active transportation to feel safer, more comfortable, and more confident navigating streets and shared-use paths.
- **Engagement:** Engagement policies and programs can institutionalize safer biking and walking transportation systems. By prioritizing people who walk, bike, and roll, these policies and programs help create safer environments for all users.
- **Engineering:** Support facilities that provide increased comfort and ease for people who walk, bike, and roll. These engineering policies and programs are intended to work with existing bike and pedestrian infrastructure to improve the experience for people walking, biking, and rolling.
- **Evaluation:** Policies and programs to evaluate and track progress toward reaching the plan's goals are important for long-term success.
- **Encouragement:** Encouragement policies and programs help to create a lasting active transportation culture and can encourage overall mode share shifts.

Policies

1) Equity

- a. Prioritize people walking, biking, and taking transit
- b. Invest equitably
- c. Reduce or eliminate barriers to walking
- d. Support community efforts to expand access to bikes

2) Education

- a. Promote greater use of Transportation Demand Management (TDM) strategies by employers

3) Engagement

- a. Continue sidewalk bike riding ticket diversion program

4) Engineering

- a. Support existing complete streets policy
- b. Develop a policy for leading pedestrian intervals
- c. Implement bikeway project design based on Caltrans DIB-94
- d. Implement Streets for People projects
- e. Incorporate tree canopy strategies in active transportation infrastructure projects

5) Evaluation

- a. Evaluate infrastructure and programs regularly

6) Encouragement

- a. Implement forthcoming TDM policies

Programs

1) Equity

- a. Continue the Urban Biking and Scooting Class

2) Engineering

- a. Create a wayfinding program

3) Evaluation

- a. Monitor crash data
- b. Identify an active transportation count data technology

4) Encouragement

- a. Develop bikeway maps
- b. Host May is Bike Month and Walktober events

Phase III Community Engagement (March 5 - April 6)

The Streets for People Plan is informed by feedback from citywide community engagement, with a focus on areas of the city that have been historically disinvested, including the community planning areas of North Sacramento, South Sacramento, and Fruitridge Broadway.

The recommended approach for Phase III is to share information about the Plan and inform community members about how to give feedback on the Plan. The project team will share the Draft Plan with community members and groups that were involved in the first two phases of engagement to ensure feedback was incorporated into the Plan where feasible, as well as hosting citywide workshops and attending existing events citywide.

Community members are encouraged to engage with the Plan to learn more about the recommendations and give feedback on the Plan. There are several ways community members can get engaged, including:

- Provide feedback on the Plan by commenting on the online Plan review tool available on the project web page www.sacstreetsforpeople.org
- Email the project team comments about the Plan at streetsforpeople@cityofsacramento.org
- Attend a citywide, virtual workshop to learn more about the Plan and provide feedback to the project team. Workshop details below:

Streets for People Draft Plan
Virtual, Citywide Workshop #1
Tuesday, March 18
12:00 - 1:00 PM

Register at this link:

https://us06web.zoom.us/webinar/register/WN_5rpaqYQTRY2sl_TKCfmg4Q

**Streets for People Draft Plan
Virtual, Citywide Workshop #2**

Wednesday, March 19

5:00 - 7:00 PM

Register at this link:

https://us06web.zoom.us/webinar/register/WN_hkYE2DYATvu-BIAdISx2tw

In addition to the citywide workshops, staff will be engaging with communities citywide in the following ways:

- Pop-up Events - Staff will join existing community events to meet community members where they are and inform them of the Plan and how to get involved. The project team is currently finalizing the dates and times for the pop-up events and will post those to the project web page.
- Community Planning Team (CPT) Meeting - The project team will engage with the CPT to present the Draft Plan and get feedback on the proposed recommendations. CPT members will be encouraged to share out information about the Plan with their community and will be given promotional materials and resources.

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 ATC in August 2021 for review and comment.

The Plan was presented to the ATC 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.

The draft Plan recommendations and proposed network were presented to the ATC at the June 20, 2024, meeting for review and feedback.

Rationale for Recommendation: The action requested is for the Commission to review and provide feedback on the draft Plan and Phase III 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 Streets for People Plan recommends over \$6 billion in projects for people walking citywide and up to \$1.6 billion in projects for people biking citywide. There will be an ongoing need to identify funding for implementation of the Plan recommendations. Currently, the majority of City transportation improvements are funded through grant efforts.

Local Business Enterprise (LBE): Not applicable.

Background: The Active Transportation Audits Project 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 (SB 535) 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.

Development of the Plan included three major phases of public engagement, 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 the Streets for People Draft Plan

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

May - August 2023

Phase I of the Plan took place from May through August 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 and the Neighborhood Connections section of the plan. Both reports are posted on the project web page, and the Streets for People Existing Conditions Report is included in the Draft Plan in Appendix 2.

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

June - August 2024

Phase II presented 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 included in the Draft Plan as Appendix 3.

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 $\frac{1}{4}$ mile of schools should have sidewalks on

both sides of the street

The methodologies for the recommendations can be found in Appendix 7 of the Draft Plan.

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 2040 General Plan Goal ERC-3: A well-maintained, resilient, healthy, expansive, and equitable urban forest for an environmentally sustainable future.

As part of the 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 included in Appendix 4 of the Draft Plan.

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, presented the draft network recommendations to engage with residents on the proposed facilities. The engagement approach focused on ensuring hard to reach communities were involved in the planning process, including non-English speaking and monolingual residents. Most of the engagement activities took place in the three focus areas of North Sacramento, South Sacramento, and Fruitridge Broadway.

Engagement was led by City staff with support from the consultant project team. Phase II engagement took place in June 2024 and included several approaches to engaging with residents, including the following:

Community Planning Team (CPT) - The project team engaged with the Community Planning Team made up of community members who were 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 hosted 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 were available for residents citywide.

Focus Groups - Three virtual focus group discussions were led by City staff in areas of the city that lacked participation in Phase I engagement. The focus group areas consisted of Natomas/Northgate area; College Area; and South Sacramento/South Land Park. The project team invited 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 facilitated five walking workshops to highlight barriers and concerns along proposed Neighborhood Connections routes.

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

Online Interactive Map - The project team posted an interactive map on the project web page for community members to provide feedback on the proposed network. The citywide input map was 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.

Neighborhood Connections StoryMap - The StoryMap was 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.