AUGUST, 2017 **FINAL PLAN**

Oak Park Neighborhood Association

OPATS

OAK **PARK** **ACTIVE** **TRAVEL** **STUDY**

Contents

Disclaimer: This report is not a standard, specification, regulation, or official engineering study and should not be used for establishing civil liability. This report highlights needs and potential solutions within this community. The implementation of any strategy contained within this report should be made on the basis of an official engineering study at each location.

Introduction

The Oak Park Active Travel Study analyzes alternative transportation conditions and needs throughout the Oak Park Neighborhood. Oak Park is a densely populated residential area south-east of the central City. As one of Sacramento's oldest neighborhoods and its first suburb, Oak Park has a rich history of art, culture, and neighborhood activism.

At one point predominantly a working class community color, the character of the neighborhood has begun to shift as Sacramento's housing and affordability crisis attracts new families to the area and pushes long-time residents out. As a result, striking a balance between enhancing quality of life in Oak Park and combating displacement has become a priority of the Oak Park Neighborhood Association. This project addresses one specific factor related to quality of life in Oak Park: transportation. By taking a proactive role in identifying the improvements that would best serve its residents, the Oak Park Neighborhood Association has an opportunity to ensure that changes made in the community are done with community members rather than to them.

Oak Park is poised to see a significant increase in the number of people regularly walking, biking, and taking transit, with its flat terrain, growing commercial corridors, and vast network of low-volume neighborhood streets. However, high speed arterial streets, few safe crossings, and limited bicycle facilities create a barrier to walking and biking. This projects seeks to identify the kinds of improvements that would help people of all ages and abilities choose to walk and bike more often to and through Oak Park.

Project Background

The Oak Park Neighborhood Association is a community building organization that serves as a resource to inform and advocate for quality of life in the Oak Park neighborhood. Central to this mission is advocacy for safe, multimodal transportation options including walking, biking, driving, and riding transit. More walkable, bikeable streets are critical not only to the Oak Park Neighborhood Association's quality of life mission, but to local, regional, and statewide goals of cleaner air, safer communities, healthier residents, and stronger local economies. This project also complements efforts by the Oak Park Business Association to address transportation and placemaking within the Association's boundaries. This project seeks to engage community residents in identifying existing conditions, analyzing barriers to walking and biking, and developing recommendations for increasing alternative mode use in Oak Park.

WALKSacramento is a community based organization that works to advance health, safety, and sustainability throughout Sacramento's neighborhoods by advocating for safer, more walkable and bikeable communities. Through meaningful community engagement and consultation of best practices, WALKSacramento advocates for policy, design, and programs that improve regional health, safety, and sustainability.

While the end result of this project is a conceptual active transportation improvement report, the project itself sought to better engage residents, build the community's capacity to engage in the planning process, and facilitate dialogue around health, safety, and access in Oak Park. The report is consistent with the guiding principles of Sacramento's General Plan and should serves as a starting point for future improvement strategies in partnership with the neighborhood.

Project Goals, and Strategies

This project was initiated in response to growing concerns regarding traffic safety at several locations throughout Oak Park. Through a rigorous community participation and data collection process in partnership with WALKSacramento, the Oak Park Neighborhood Association has identified a series of goals and strategies related to transportation. Goals include:

- Improving the traffic safety and health for all residents
- Celebrating and preserving the neighborhood's character and history
- Increasing access to alternative, low-carbon forms of travel such as walking, biking, and transit
- Identifying improvements that make walking and biking comfortable for people of all ages and abilities
- Increasing communication between the neighborhood, the City, and other partners in pursuit of streetscape improvements
- Helping OPNA play a more proactive role in ensuring that improvements are supportive of needs and goals of current residents.

In order to accomplish these goals, the neighborhood association identified the following strategies over a series of outreach and engagement activities:

- Slow traffic and provide more separation between active modes of travel and motor vehicles
- Balance traffic calming on main streets with residential area traffic impacts
- Activate streets to encourage more walking and biking
- Increasing the safety and number of street crossings and intersections
- Prioritize improvements for people using transit and children getting to and from school.

Purpose of This Report

This report was commissioned by the Oak Park neighborhood Association and funded by the California Endowment in order to address traffic safety and mobility concerns expressed by residents. While this project is not an official engineering study by the City of Sacramento, this report is intended to organize neighborhood concerns and goals related to active transportation and to identify opportunities and locations to address improvements. As a summary of existing conditions, resident input, and transportation needs, this report does not guarantee improvements will be made, but should serve to inform future planning efforts by the City.

Walk audit participants evaluate crossings along MLK Boulevard

Why encourage walking and biking in Oak Park?

Implementing projects that support walking and biking have several benefits including health, safety, and economic development. WALKSacramento and the Oak Park Neighborhood Association worked with community members to better understand why they value bicycle and pedestrian improvements:

- Bicycle and pedestrian facilities would better connect the neighborhood, especially the north and south parts of Oak Park.
- Safer crossings and more comfortable bicycle facilities may encourage more people to walk and bike to everyday locations, contributing to improved health and fewer cars on the road.
- Better bicycle and pedestrian connectivity would make accessing transit easier.
- Families with one or no vehicles rely heavily on walking, biking, and transit for everyday transportation.
- More people regularly walking and biking puts more "eyes on the street" and may improve personal safety.
- Several businesses along Broadway rely on foot traffic. Bicycle and pedestrian improvements have been shown to provide significant benefits for local economies.

Intervention	Benefit
 Pedestrian Facilities	▪ Personal safety ▪ Traffic safety ▪ Economic development ▪ Health ▪ Equity
 Bicycle Facilities	▪ Personal safety ▪ Traffic safety ▪ Economic development ▪ Health ▪ Equity
 Traffic Calming	▪ Traffic safety ▪ Economic development
 Road Maintenance	▪ Traffic safety ▪ Air quality
 Placemaking	▪ More walking and biking ▪ Economic development ▪ Health and safety
 Urban Greening	▪ Health ▪ Traffic calming ▪ Aesthetics ▪ Air quality ▪ Economic development
 Education	▪ Traffic safety
 Enforcement	▪ Traffic safety

Fiscal Impact and Long-Term Benefits

While addressing all of the identified transportation needs within Oak Park will likely cost several million dollars and span many years, the long term value of these improvements cannot be overstated. Investments in safer, more convenient transportation facilities throughout the neighborhood can be expected to yield significant returns on these investments in the form of local economic growth, safer neighborhoods, and improved air quality, health, and sustainability.

At the same time, it is important to address one of the most pressing concerns currently facing Oak Park's residents: gentrification. As an increasingly attractive neighborhood to outside residents, long term community members are expressing concern about being priced out of their homes and the resulting shift in the makeup of the neighborhood. It is sometimes the case that improvements to walking and biking infrastructure in older communities can be seen as drivers of gentrification. Efforts to implement much needed safety and mobility enhancements should be paired with efforts by the City, neighborhood association, and other community partners to maintain affordability and preserve quality of life for all of Oak Park's residents.

A Community Driven Project

Community-based planning is an approach to planning that empowers residents to play a central role in identifying needs and solutions in their own communities. In developing both the outreach strategy and the content within this report, WALKSacramento and the Oak Park Neighborhood Association relied heavily on the input and suggestions of Oak Park residents. Outreach activities included walking and biking audits of main transportation corridors, pop-up transportation clinics, streetscape and goal setting workshops at neighborhood association meetings, online and in-person surveying, and neighborhood canvassing.

Walk audit participants discussing traffic calming features on 12th Avenue

Project Study Area

This project analyzed walking and biking conditions within the Oak Park Neighborhood, outlined on the following map. The project involved two walking assessments of the area to develop a better sense of how well-suited the area is for active transportation.

Community Outreach and Engagement

Neighborhood Walk Audits

Two neighborhood walk audits were held to identify current conditions and opportunities for improvement. In addition to evaluating existing facilities and desired improvements, walk and bike audits create an opportunity for community members to share their diverse experiences, discuss specific mobility challenges, and learn about the transportation planning and engineering process. Participants on both walks included community members, the business community, bicycle and pedestrian planners, and disability advocates. As part of each assessment, participants stopped to discuss the feasibility of specific improvements, funding needed for implementation, and education or enforcement programs that would complement engineering efforts.

The first walk audit took place along Broadway between Martin Luther King Jr. (MLK) Boulevard and Alhambra Boulevard. Through surveying and canvassing, this portion of roadway was identified as a top priority for study due to high traffic speeds, confusing intersections, and the lack of comfortable crossings.

A second walk audit along MLK Boulevard and through the neighborhood helped identify opportunities and constraints unique to major arterial roads as well as lower volume neighborhood streets. This route was chosen due to traffic speed concerns along MLK, cut-through traffic through the neighborhood, and the need for safer routes to school.

Audit participants participated in pre- and post- charrette activities to discuss their experiences walking or biking in the neighborhood, common barriers, areas of concern, and other information relevant to the walk audit. After each walk, participants worked with maps to identify potential improvement strategies.

Walk audit participants evaluate a pedestrian crossing by Father Keith B. Kenney Elementary School

During the pop-up event, community members shared their thoughts on ways that walking and biking could be made safer in Oak Park

Pop-Up Clinic

WALKSacramento and the Oak Park Neighborhood Association held a pop-up transportation clinic at the intersection of Broadway and MLK Boulevard to engage passersby and residents in a more casual setting. The pop-up clinic engaged over 30 residents and involved a conceptual goal setting activity, a mapping exercise, and an interview station where community members shared more detailed information about their experiences walking and biking in the neighborhood and the kinds of improvements that would most benefit them. Key messages conveyed by the community included:

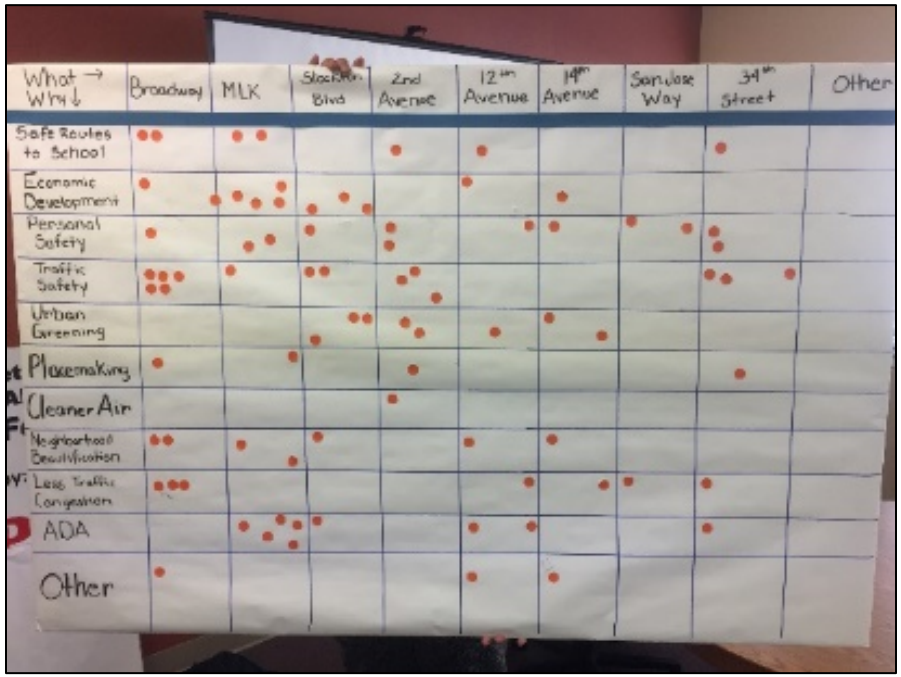
- Traffic speeds are too high both along commercial roads and on neighborhood streets
- The neighborhood lacks comfortable bicycle lanes
- Tree shading is less dense south-east of Broadway
- Bus facilities are unkempt and often unnoticeable
- Crossings major roads can be difficult, especially during rush hour
- Getting students to and from school safely should be a priority

Surveying and Canvassing

The Oak Park Neighborhood Association also collected over 140 online and in-person surveys about transportation needs in Oak Park. The online survey solicited 98 responses from community members with another 44 surveys collected via a 500 home canvassing effort. The surveying and canvassing work identified 7 guiding principles as well as several additional goals that together make up the framework for this study. See Appendix B for a Summary of Survey Results.

Neighborhood Association Workshops

The Oak Park Neighborhood Association worked with community members through their standing monthly association meetings to further discuss transportation concerns in the neighborhood, identify goals and priorities, and encourage participation in future outreach events and surveying activities. A series of activities over a several month period helped introduce the project, establish high level goals, and identify specific priority locations for study.



A matrix activity used to better understand the kinds of improvements that Oak Park community members desire.

A community member sharing his thoughts on what would make for a safer and healthier Oak Park.

Existing Conditions

Neighborhood Profile

Demographic and Economic Trends

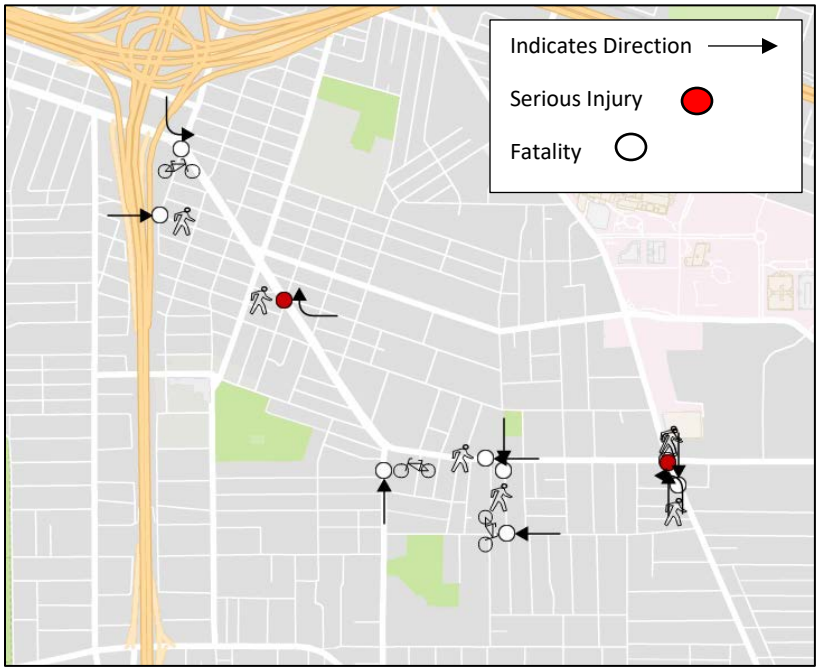
According to the United States Census Bureau, Oak Park had a population of approximately 13,500 people in 2010. In 2015, the estimated renter-occupied housing unit rate was 61%. The estimated median household income in 2015 was $33,890, which is less than both the City and State average.[1] According to the US Department of Transportation, active transportation facilities are particularly important in lower-income communities where people are less likely to own vehicles, and unsafe streets might pose a barrier to using active transportation.[2]

Health Statistics

According to the Sacramento County Be Healthy Sacramento neighborhood dashboard, the zip code 95817 suffers higher than average rates of diabetes, heart disease, and respiratory diseases when compared to other communities throughout the State.[3] These chronic diseases are known to be caused and/or worsened by inactivity. Active transportation facilities are critical to increasing regular rates of physical activity.

Traffic Collisions

In the five year period between 2008 and 2013, there were 14 reported collisions with a pedestrian or bicycle that involved a serious injury or fatality.[4] Most of the collisions occurred on or within close proximity to the Broadway Corridor, with 2 fatalities occurring on Broadway. The City of Sacramento's Vision Zero project seeks to eliminate traffic fatalities and has identified several streets in Oak Park as priority areas.

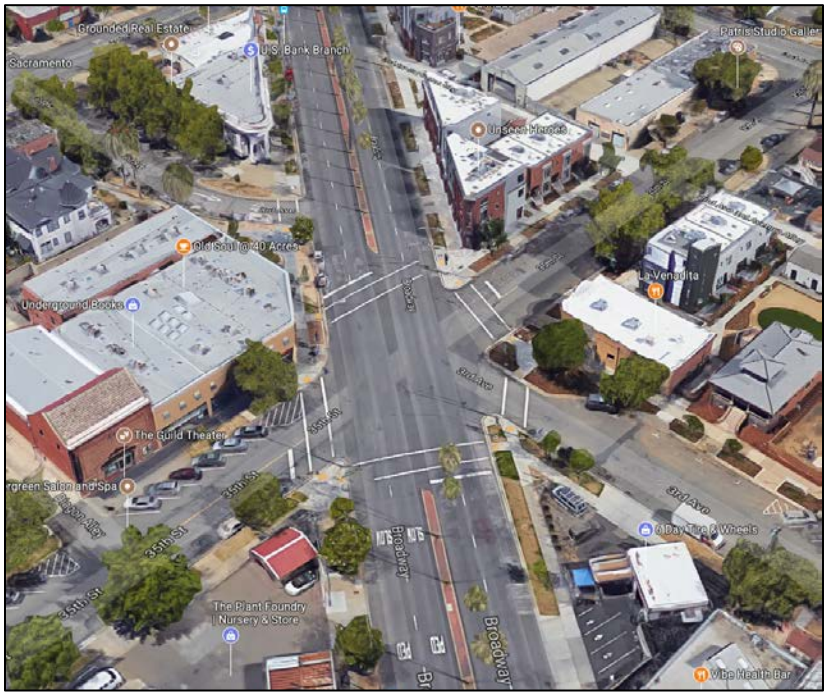


[1] US Census https://factfinder.census.gov/faces/nav/jsf/pages/community_facts
[2] US DOT https://www.transportation.gov/mission/health/active-transportation
[3] Sacramento County www.behealthysacramento.org
[4] UC Berkeley TIMS https://tims.berkeley.edu/login.php?next=/tools/gismap/#

Land Uses

Overall, Oak Park is a densely populated suburban community with a concentration of primarily neighborhood-serving retail uses located along main commercial corridors. Unique to Oak Park is its proximity to major employment centers including Downtown Sacramento and the UC Davis Medical Center. Oak Park lies north of the South Oak Park neighborhood, east of Curtis Park, south of East Sacramento, and west of Elmhurst and Tahoe Park. While retail uses are predominantly sited along Broadway and Stockton Boulevard, a handful of small neighborhood corner stores are located throughout the community. There are several churches, parks, and schools within the study area including several located on or within 1-3 blocks of main roadways. Both a challenge and opportunity for Oak Park are the many vacant homes and undeveloped properties that attract illicit activities and create unpleasant and unsafe walking and biking environments. While predominantly a single family neighborhood, more dense housing is being located along Broadway within the Triangle District. There are several multifamily complexes throughout the neighborhood including large buildings along 33rd Street near McGeorge School of Law as well as a senior housing facility at the corner of MLK and Broadway.

New businesses on Broadway, the UC Davis Medical Center campus, and several schools and parks attract people to and through the Oak Park Neighborhood on a daily basis. There are over 10 public, private, or charter schools within or adjacent to the study area including two high schools and two universities. UC Davis is a major regional employer and significantly influences traffic patterns throughout the day. In addition to schools, there are 4 parks within the study area including a large community center that hosts a weekly farmers market at McClatchy Park every Saturday.



The Triangle District along Broadway includes several pedestrian and bike oriented businesses. However, the lack of bicycle facilities coupled with high traffic speeds make active travel difficult.

Automobile Network

Built on a modified grid system, the only continuous north-south roads through Oak Park are 33rd and 34th, and 37th Street, MLK Boulevard, and Stockton Boulevard (see map on next page). The continuous east-west streets are Y Street, 2nd Avenue, 4th Avenue, 8th Avenue, and 14th Avenue. Broadway cuts diagonally south-east through the neighborhood creating a series of confusing, oblique intersections, dubbed the Triangle District. These non-square intersections are particularly challenging for motor vehicles because cars do not necessarily come to a stop perpendicular to the flow of traffic.

Broadway, and Stockton Boulevard are major commercial corridors, while MLK Boulevard is a larger residential arterial street. As streets that cross through the City and County, these roadways carry significant traffic through Oak Park not necessarily originating within the neighborhood. Due to their high traffic volumes and speeds, Broadway and MLK can be difficult for pedestrian and cyclists to cross and have been characterized as separating the neighborhood. Both roads carry 2 lanes of traffic in both directions on what appear to be 12 ft. lanes. Broadway has dedicated turn pockets starting at 38th Avenue heading east. West, between Alhambra Boulevard and 34th Avenue, Broadway contains a landscaped median island with tall palm trees. Between MLK and Stockton Boulevard, Broadway widens and curves east. MLK Boulevard appears to widen slightly between 14th Avenue and Keith B Kenney Elementary School approaching South Oak Park.

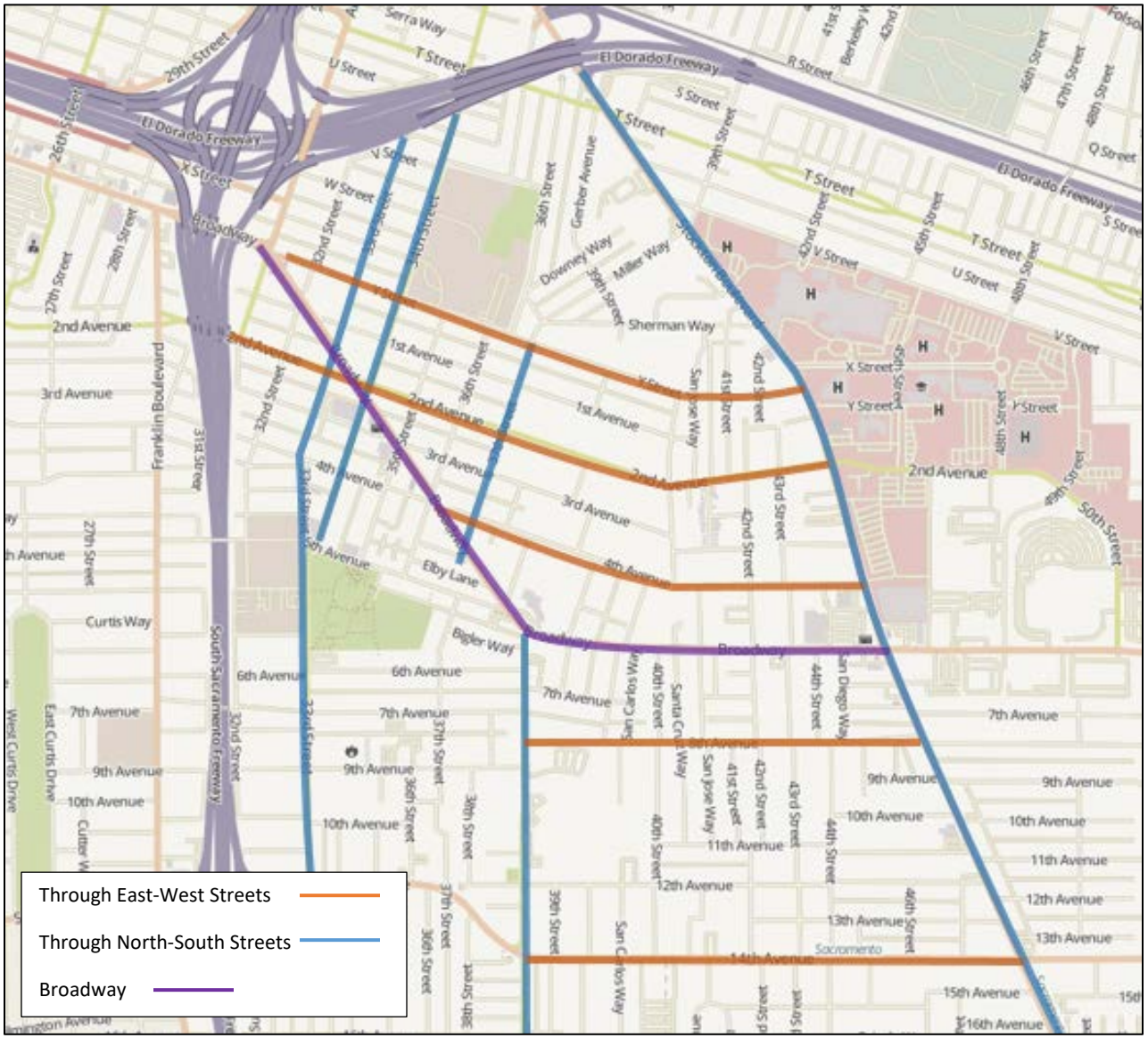
Separate from these main through streets, Oak Park is made up of mostly discontinuous low-volume neighborhood and collector streets that meet at 4-way stop controlled intersections. Certain streets such as 11th Avenue and 37th Street include traffic calming such as speed humps and roundabouts. On-street parking on both sides of most neighborhood streets narrow the available driving space and help to calm traffic.

Average Daily Traffic, or ADT is a measure of traffic volumes on streets. ADT is an effective measure for determining how busy a given roadway segment is and what kinds of treatments might be appropriate and most beneficial. Pedestrian crossings, bicycle facilities, and traffic calming measures are constrained to roadway types of certain ADT ranges, often with more separation of users and higher treatment costs correlated with greater traffic volumes. The most recent data available for MLK Boulevard is nearly 25 years old. Therefore, an updated traffic count would be valuable for determining the most appropriate short and long term improvements along this roadway.

Daily Traffic Volumes on Broadway		
Broadway Roadway Segment	ADT	Year Completed
35th – 36th	13,289	2014
San Rafael CT – 42nd St	14,747	2014
Approaching Stockton Boulevard	13,855	2013

Daily Traffic Volumes on MLK Blvd.		
Broadway Roadway Segment	ADT	Year Completed
6th Ave – 7th Ave	9,588	1994
8th Ave – 9th Ave	9,630	1993
11th Ave – 12th Ave	5,362	1992

Connectivity in Oak Park



Often, congestion on main roads will cause an increases in higher speed cut-through traffic on residential streets during peak hours

Pedestrian Travel

Pedestrian travel is accommodated in most places throughout the neighborhood on continuous sidewalks. Separated sidewalks with landscaped areas are interspersed throughout the neighborhood, primarily along portions of Broadway and on streets in the north east past of the neighborhood (i.e. 4th Avenue and 34th Street). The residential sidewalk network is mostly complete with a few gaps along a handful of individual properties. Sidewalks throughout the community are interrupted by utility poles that make walking side-by-side and travel by wheelchair or stroller difficult. There are several alleys that run along the backs of home that could serve as low-traffic-stress routes. However, many are either blocked by gates or debris and are not well maintained.

Although the City has updated ADA facilities throughout the area, there are still intersections, particularly within the neighborhood east of MLK Boulevard such as at 42nd Street and 7th Avenue, where there are no ADA ramps or guide strips. It is common to see community members who use mobility devices riding in the bike lane or shoulder instead of on the sidewalk due to barriers such as utility poles, steep curb cuts, and poorly maintained sidewalks.

Pedestrian crossings along Broadway are often long and can be complicated by the large, multi-road intersections. New Pedestrian Hybrid Beacon crossings at 32nd and 39th Street make crossing Broadway safer for pedestrians by stopping oncoming traffic. There are 4 marked crossings on MLK Boulevard: at Broadway, at 9th Avenue in front of the Community Center, at 11th Avenue in front of Father Keith B Kenney Elementary School, and at 14th Avenue.

Although Oak Park has a nearly complete sidewalk network, impediments such as cracks, utility poles, parked cars, and fences can create a barrier to walking.

The tree canopy appears to be denser in areas north of Broadway as well as south of Broadway, but west of MLK Boulevard. The tree canopy appears to thin traveling east toward Stockton Boulevard. MLK Boulevard is sparsely shaded by trees, creating an unpleasant walking and biking environment.

Oak Park's Tree Canopy thins in the south-east direction. The lack of tree shading and landscaping can make for an unpleasant walking environment.

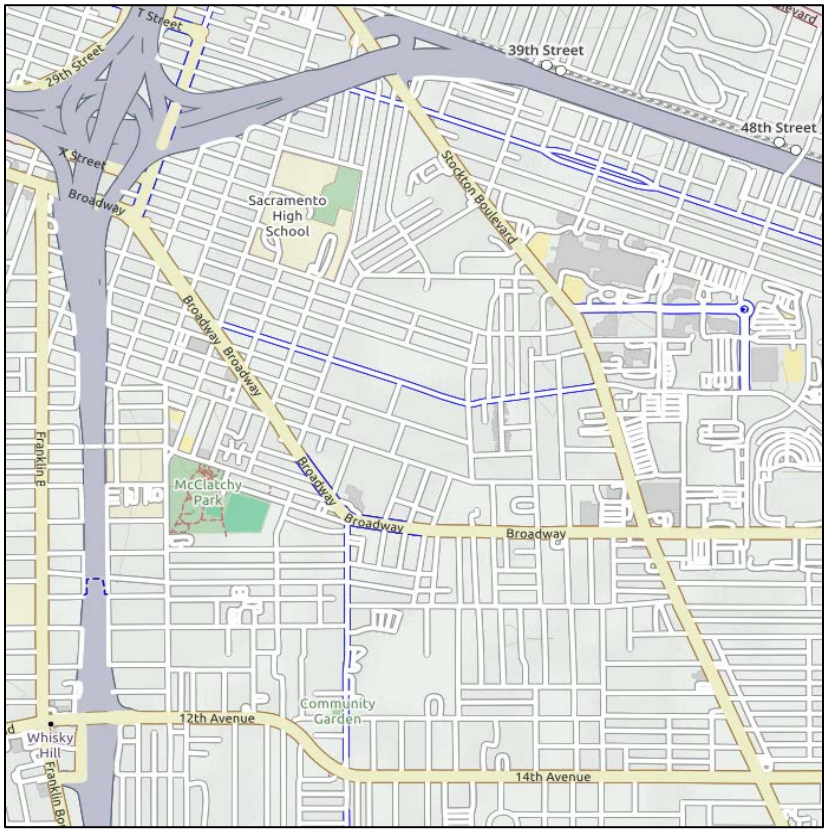
The neighborhood pedestrian environment is diminished by dilapidated fencing and aggressive dogs in certain areas, mostly east of MLK Boulevard. On the other hand, street furnishings such as benches, decorative trash cans, and artwork enhance the pedestrian environment, but are mostly concentrated within commercial areas on Broadway.

Although most streets are lit by overhead light fixtures, pedestrian-scale lighting is most concentrated along the commercial corridors and in the neighborhood north of Broadway. Vehicle oriented lighting throughout neighborhoods south of Broadway creates intermittent areas of illumination and dark space, not conducive to safe, comfortable pedestrian travel.

An example of pedestrian scale lighting in Oak Park. Inconsistent lighting throughout the neighborhood creates areas of illumination separated by stretches of unlit roadway.

Bicycle Travel

Bicycle facilities are discontinuous throughout the neighborhood. There are about 1,300 feet of Class II bicycle lanes (lane stipes) on both sides of Broadway near the MLK Boulevard intersection, although the lane striping starts and stops abruptly midblock. There are Class II bicycle lanes on either side of MLK Boulevard between Broadway and 14th Avenue. Although, Alhambra Boulevard, 2nd Avenue, 34th Street, 5th Avenue, and 37th Street are classified as bicycle routes within the City's Bicycle Master Plan, there are only marked facilities on 2nd Avenue and a portion of Alhambra north of Broadway. Of particular concern to residents is the degree of separation provided to people on bikes while riding through Oak Park. There are no buffered or separated facilities in this neighborhood. Due to the lack of continuous, low-stress facilities, people on bikes often ride on the sidewalk, especially along the more commercial portions of Broadway.



Despite there being several bicycle routes through the neighborhood, there are few striped low-traffic-stress lanes in Oak Park.

A purely conceptual rendering of how separated or buffered facilities can increase comfort for cyclists

Transit facilities

There are 3 transit lines that run through Oak Park, the 51, the 38, and the 68 bus routes. The 51 is one of the region's most utilized routes and makes 19 stops along Broadway and Stockton Boulevard. The 68 Route travels on MLK Boulevard, Broadway, and 34th Street with 15 total stops. The 38 route travels on Stockton Boulevard servicing the UC Davis Medical Center with several stops along Stockton. Bus stop amenities vary throughout the area including several only with sign posts, some with benches, and very few with overhead shelters. There are sheltered bus stops on Stockton Boulevard and Broadway, but none on MLK Boulevard through the neighborhood.

A common neighborhood concern is the bus stop at Broadway and 34th Street. The stop is in the middle of three intersections: Broadway and 2nd Avenue, Broadway and 34th Street, and 2nd Avenue and 34th Street. Additionally, because on the non-perpendicular nature of the 2nd Avenue crossing of Broadway, there are several potential, high speed conflict points surrounding the transit stop. Furthermore, due to its proximity to Sacramento Charter High School, this is a commonly used stop by students.

The RT bus stop at 34th Street and Broadway is on a small island in the middle of a very complicated intersection. Reconfiguration of the intersection as well as high visibility striping and other treatments would improve safety.

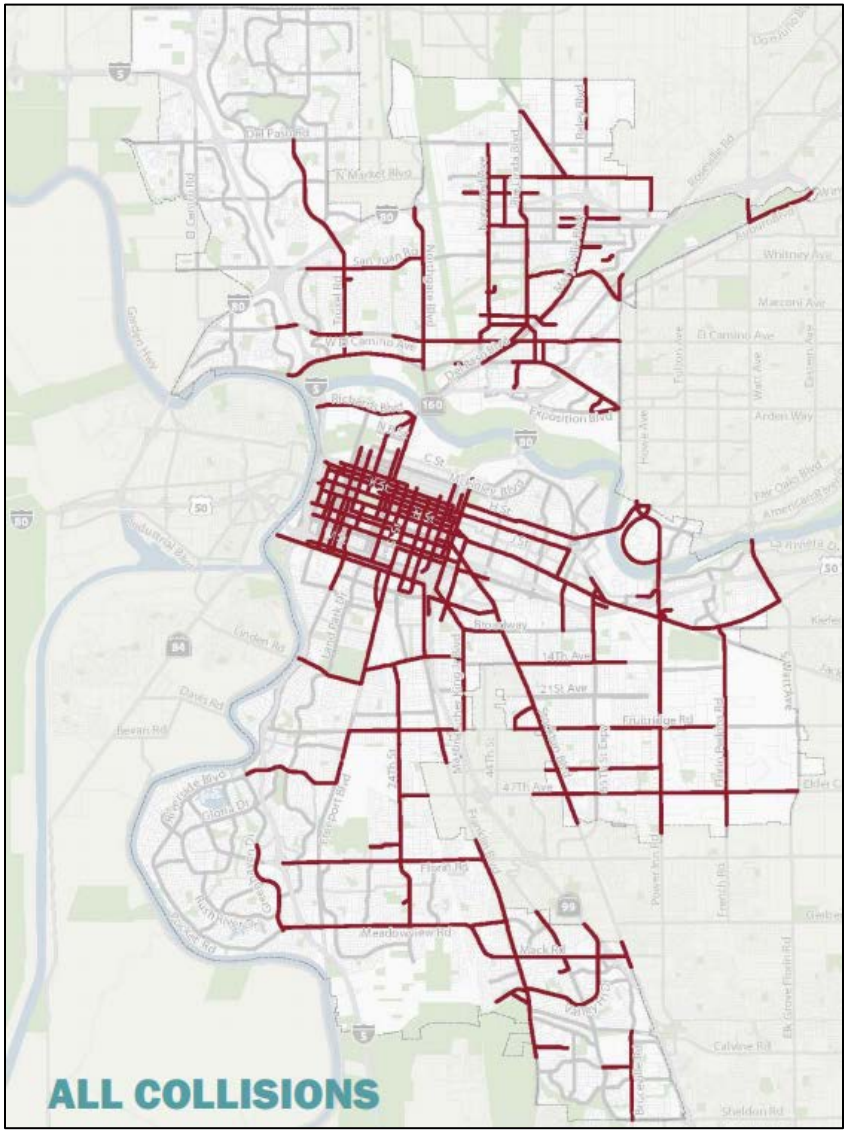
Assets and Challenges

In developing strategies to address Oak Park's transportation needs, it is important to consider the many assets and challenges related to active travel in this community.

Assets:

Central Broadway Complete Streets Plan: The City of Sacramento has identified funding to develop a Central Broadway Complete Streets Plan that would further analyze opportunities to enhance travel for all modes on Broadway through Oak Park. This project provides an opportunity to further study findings made in this report and is the first step toward implementing engineering solutions on Broadway. Further, because changes to Broadway will likely have neighborhood traffic impacts, this may be an opportunity to plan for future traffic calming projects within residential areas.

Vision Zero: The City of Sacramento recently adopted a Vision Zero Resolution that states that safety on the City's roads is its highest priority and that the City will be taking actions toward a comprehensive, collaborative, and equitable approach to improving safety through engineering, education, culture change, and traffic enforcement. City staff is currently develop a Vision Zero Action Plan that identifies traffic engineering countermeasures that would improve traffic safety. Vision Zero is a data driven process and identifies a high injury network, accounting for 64% of fatal or high injury collisions. Broadway, MLK Boulevard, Stockton Boulevard, Alhambra Boulevard, 34th Street, and 2nd Avenue all fall within the City's High Injury Network. Vision Zero is an opportunity to work with the City to prioritize solutions in Oak Park that would enhance safety and improve mobility for all.



The City of Sacramento's Vision Zero process is a data drive approach to identifying and addressing the most dangerous streets in Sacramento. Several Oak Park Streets are identified within the "High Injury Network."

Oak Park Business Association: The Oak Park Business Association is currently working to develop a transportation assessment that accounts for crossings of major commercial roads, landscaping and beautification, pedestrian amenities, and monument features such as banners and public art. The Business Association's interest in transportation improvements and public realm enhancements provides an opportunity to work collaboratively to meet the transportation needs of both residents and businesses.

MLK Streetscape Master Plan: In 2008, the Sacramento Housing and Redevelopment Agency (SHRA) developed the Martin Luther King, Jr. Boulevard Streetscape and Urban Design Master Plan that includes land use and transportation improvement recommendations to the City of Sacramento. The project describes improvements that would enhance circulation and safety while celebrating the history of MLK Boulevard. Although portions of the plan have been implemented, there remain several uncompleted elements such as undergrounding utilities, improving bicycle facilities, and enhancing the neighborhood tree canopy. Because the plan was adopted by SHRA and includes thorough study and analysis of the neighborhood, MLK Boulevard may be an ideal candidate for improvement as funding programs become available.

Senate Bill 1: In April, 2017, the State of California passed SB 1, a comprehensive transportation funding bill that increases the per gallon gas tax in order to raise billions of dollars in transportation funding to fix California's roads. Sacramento is slated to receive hundreds of millions of dollars over the next 30 years. Because bike and pedestrian improvements can often be made within the existing right of way during maintenance and restriping of roads, SB 1 funding is an opportunity to implement active transportation improvements in the short term.

Challenges:

Tradeoffs between Road Users: A challenge in most roadway improvement efforts is maintaining a balance between road users, including drivers, cyclists, pedestrians, and transit riders. Although it is important to efficiently move vehicles through an area, more space dedicated to vehicle lanes often means less space available for pedestrians and cyclists and vice versa. Implementing roadway improvement projects will involve traffic studies and engagement of various user groups to ensure that Oak Park's roadway network is functional for all users.

Tradeoffs between Transportation Improvements and Housing Costs: In many cities across the Country that are facing rising housing costs, transportation improvements, especially for pedestrians and bikes, can be seen as an indicator of gentrification and a driver of displacement. Other policies and renter protections may help to ensure that efforts to improve roads for the sake of neighborhood enhancement and safety continue to be seen as beneficial community improvements.

Code Violations: Another important challenge to consider is the degree to which the walking and biking environment is degraded by individual properties that have been neglected, abandoned, or are in violation of City code. This represents an opportunity to partner with the City's department of Code Enforcement to work with property and business owners, renters, and others.

Funding Constraints: Despite the significant amount of need throughout the City of Sacramento, the City's transportation budget is significantly smaller than cities of comparable size. The lack of available transportation funding limits the City's ability to implement projects in the short term and requires a prioritization based on areas of highest need, often involving recent fatal collisions.

Opportunities for Improvement

This section outlines a series of recommended improvements or considerations that would help in addressing the Neighborhood Association's transportation goals.

Design standards

It is important to consider the opportunity for slight deviations from existing standards that may assist in meeting neighborhood goals and concerns. Because of the unique physical and cultural context of Oak Park, some minor deviations and or adoption of new design best practices may be warranted. The following excerpt from the Street Design Standards is Included for reference:

"The City's street system should encourage alternate mode use, especially walking and bicycling, by working toward a balance of all street users. To achieve this, the City has identified the following objectives for the city's streets:

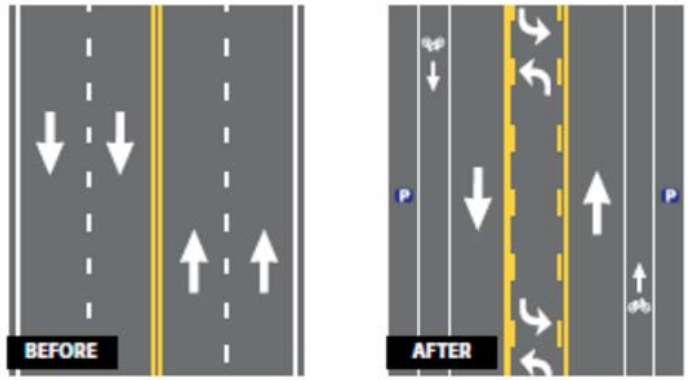
- Residential streets and street networks should be designed to discourage speeds above 25 mph. Residential Street networks should be designed to encourage only neighborhood traffic and should seek to minimize traffic volumes on residential streets.
- Street design should enhance and improve the pedestrian safety and comfort and encourage non-motorized travel modes.
- Employ traffic calming measures when the size and/or shape of a residential subdivision project limits the number of alternative designs.
- Discourage parking on sidewalks. Enhance and beautify the streetscape and pedestrian environment by bringing landscaping closer to the street.
- Balance Street design so that it does not favor motorized traffic. Streets should not be barriers to personal interaction."

Increase mobility and safety for all travelers on main arterial and major collector streets

Explore the feasibility of a 4-3 lane road diet on Broadway.

A road diet is an approach to roadway design that reduces the number of vehicle lanes on a street in order to slow traffic and create a more pleasant walking and biking environment. The City of Sacramento Broadway Complete Streets Plan for the two-mile Broadway corridor between 3rd Street and 29th Street recommends a four lane to three lane road diet in order to calm traffic, improve safety, and make the street more inviting for travel on foot and by bicycle. The plan would enhance pedestrian and bicycle facilities, implement new marked pedestrian crossings, install refuge islands, and implement new landscaping features.

Similarly, the Central Broadway Complete Streets Master Plan should analyze the feasibility of extending this road diet along Broadway through Oak Park. A similar design approach would address neighborhood concerns related to high traffic speeds, difficult pedestrian crossings, and a lack of comfortable bicycle facilities. A road diet along this segment would create consistency with the downtown Broadway project and help to better connect north and central Oak Park.



Conceptual rendering of a road diet. Source FHWA

Implement traffic calming

The most common resident concern was the speed of traffic on large thoroughfares such as MLK Boulevard as well as on neighborhood streets such as 7th Avenue. Traffic calming is an approach to roadway design that implements changes that slow cars. Treatments include curb bulbouts at intersections, narrower vehicle lanes, speed bumps, and even street trees. While the benefits of effective traffic calming are primarily slower speeds, co-benefits can include shorter crossing distances, more room for bicycle facilities, greater tree canopy, and more walking and biking. Although there are several approaches to traffic calming, the feasibility of each treatment on a given road is dictated by a number of factors including traffic volumes, speed, and roadway width.

Two of the most commonly cited location for traffic calming by community members are on Broadway east of MLK Boulevard and along MLK Boulevard. Based on previous projects as well as City of Sacramento roadway design standards, traffic calming treatments that may be feasible on these road segments include:

Lane width reduction –11 ft. wide travel lanes are an acceptable width for the operation of buses and emergency vehicles. Narrowing lane widths from 12 ft. to 11 ft. has been shown to slow traffic while maintaining efficient vehicle travel. Additionally, narrower lanes along Broadway and MLK Boulevard may free up right of way to implement pedestrian or bicycle facilities such as wider sidewalks, new bicycle lanes or buffers on existing lanes in certain areas.

Street trees – Tree lined streets can calm traffic while providing the additional benefits of shade and reducing glare. Additional trees can be planted on private property or within the public right of way in landscaped medians or planter strips along the sidewalk given enough street width. A creative approach to planting new trees from the MLK Streetscape Plan involve intermittent planters within the parking lane on MLK Boulevard. This may require eliminating room for parking, but would significant enhance the walking and biking environments.

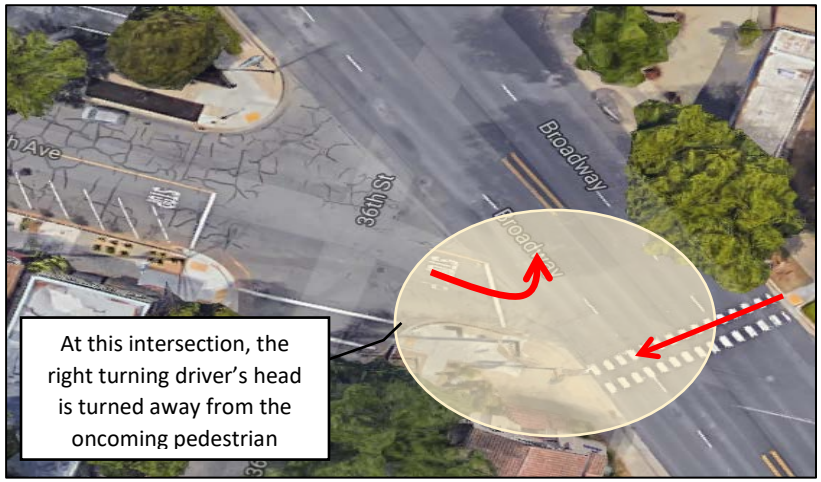
Curb Bulbouts – Curb bulbouts are an extension of the pedestrian area at intersections. Bulbouts help to slow turning traffic by increasing the curb radius while also shortening the pedestrian crossing distance. While more commonly found on neighborhood streets, there are opportunities for bulbouts along MLK Boulevard and Broadway such as at 34th Street and Broadway and 7th Street and MLK.

A conceptual rendering from the MLK Streetscape Master Plan that includes a road diet, bicycle lanes, and landscaping planters. Although standards may have changed since adoption of the plan, revisiting these concepts with the City is important.

Improve lines of sight at intersections along Broadway

Intersections along Broadway are challenging because of the way Broadway diagonally intersects the gridded street network, creating confusing intersections within intersections. The 'non-square' intersections create issues by reducing lines of sight for drivers turning onto Broadway, leading to conflicts between other drivers, pedestrians, and bicyclists within intersections. For example, a vehicle waiting to turn right onto Broadway from 4th Avenue faces away from the flow of traffic. Thus the driver's head is turned away from a pedestrian crossing Broadway within the crosswalk, potentially leading to a collision. Similar conflicts are common along Broadway and are of particular concern at the 1st, 2nd, 3rd, and 4th Avenue intersections.

Intersections on Broadway should be squared-up, meaning that to the degree possible, streets should be reconfigured to be perpendicular with one another at intersections. Another option may be to implement roundabouts to reduce turn conflicts between drivers, pedestrians, and people on bike. The Central Broadway Complete Streets Master Plan provides an opportunity to ensure that these confusing intersections are studied and addressed.



Conflicts between pedestrians and motorists can occur due to the orientation of intersections on Broadway. More perpendicular intersections may sight lines

Enhance crossings of major streets

Another common concern of community members is the difficulty crossing major streets in Oak Park. Due to long distances between marked crossings, high traffic speed and the lack of pedestrian or bicycle push button crossings, streets like Broadway and MLK Boulevard are difficult to cross, especially for slower moving pedestrians. Similar treatments to the new Hybrid Beacon crossings on Broadway should be installed at 36th Street and Broadway (a particularly large and challenging intersection), as well as along MLK Boulevard. Walk audit participants were particularly interested in a

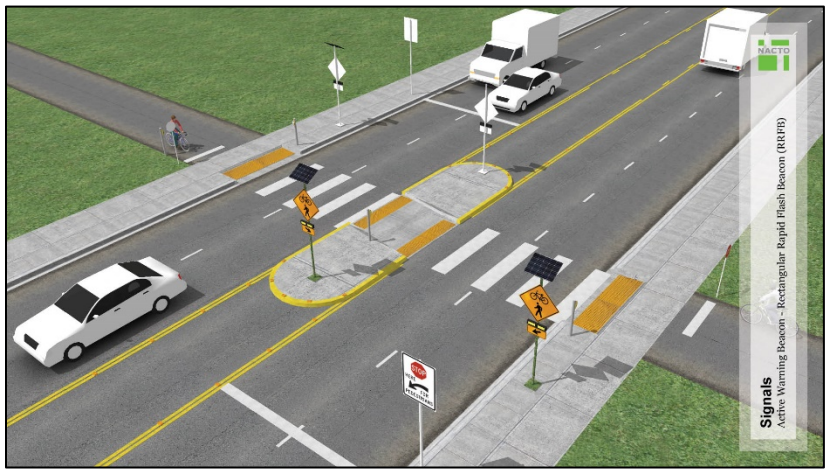
Rapid Rectangular Flashing Beacon (RRFB) crossing in front of Father Keith B Kenney Elementary School in order to increase visibility of children crossing to and from school.

Due to the configuration of intersections along Broadway, pedestrians are sometimes required to make multiple crossings in order to get to the other side of the street. Several walk audit participants expressed interest in a pedestrian scramble intersection where pedestrians are given the opportunity to cross in any direction. Because this type of crossing requires a longer pedestrian crossing phase, this treatment should be considered for areas with the most pedestrian activity, such as at 35th street. Currently, the City of Sacramento does not have a standard for pedestrian scramble intersections.

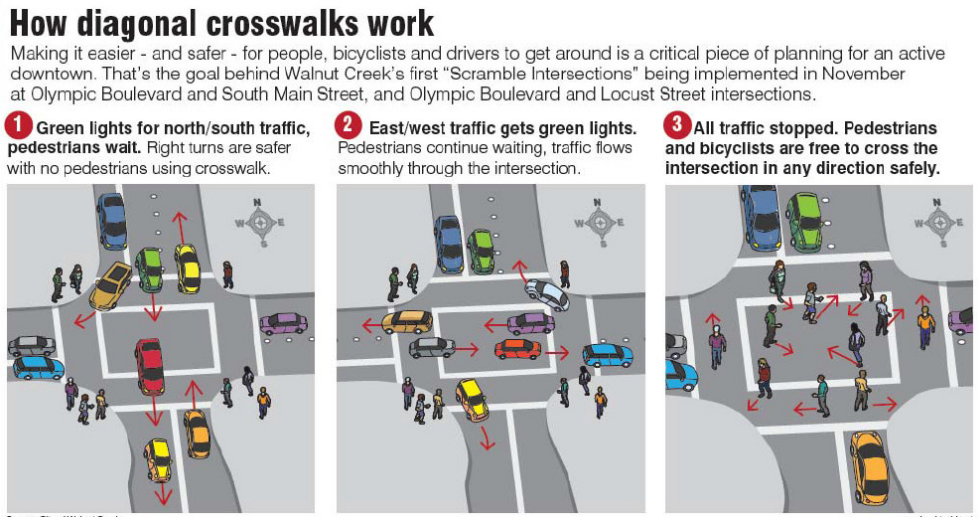
Other pedestrian crossing improvements include increasing the crossing phase and implementing Lead Pedestrian Intervals. Increasing the allotted time for crossing, especially in areas around schools and senior living facilities, such as at the corner of MLK Boulevard and Broadway, provides those who may take longer to cross the street a more comfortable amount of time to do so.

Lead Pedestrian Intervals or LPIs are crossings where the pedestrian is given a certain amount of time to enter an intersection before vehicles. This creates more visibility of pedestrians and can reduce the incidence of left and right turn collisions. LPIs have been shown to significantly increase pedestrian safety while minimally reducing traffic flow. Due to the significant pedestrian conflicts at intersections along Broadway, LPIs may be warranted throughout the corridor.

One specific issue for pedestrians is at the intersection of MLK Boulevard and Broadway, where a signalized free right turn lane creates conflicts with pedestrians crossing east and west. In the short term, the dedicated turn signal and lane should be reconfigured to create more room for cyclists and reduce turn conflicts with pedestrians. An LPI signal and new "Watch for Pedestrians" signage would also help to increase pedestrian visibility.



Pedestrian actuated crossings help to increase visibility of pedestrians crossing the street. On MLK Boulevard, near Father Keith B. Kenney Elementary School may be an opportunity. Source NACTO



Pedestrian scramble crossings enable all-way crossings. Often reserved for heavily trafficked intersections, further study and analysis is required to determine feasibility for areas in Oak Park. Source: City of Walnut Creek

Enhance travel by bicycle along major streets

For the majority of Broadway, there are no bicycle facilities. In order to install bicycle lanes, on street parking may have to be removed, and/or implemented in tandem with a road diet that removes a lane of travel. Doing so would require significant engagement of business and property owners along the corridor.

Furthermore, where bicycle facilities are present on Broadway, MLK Boulevard, and other larger streets, the narrow painted strips do not feel comfortable given the heavy speed and flow of traffic. Enhanced Class II Facilities (buffered bike lanes), and Class IV facilities (protected bike lanes) should be installed along all major arterial streets where feasible in order to provide a greater degree of separation between cyclists and traffic. Studies have shown that higher rates of bicycling and bicycling safety are correlated with greater separation of facilities.

In addition to more separation between people on bike and cars, fluorescent green paint should be used at conflict zones to create more awareness of bicyclists. Conflict zones include driveways and intersections where people on bike are most vulnerable. One specific location is at the MLK Boulevard and Broadway intersection, where vehicles turning left onto Broadway often travel briefly in the bike lane on the north side of Broadway.

Finally, even with comfortable, low-stress bicycle facilities, without adequate, safe, and reliable bicycle parking, Oak Park is unlikely to see a significant increase in bicycle commuting for local trips. Bicycle parking should be installed at common destinations and be located near windows and other heavily trafficked areas to ensure constant surveillance.

Different kinds of bicycle facilities provide more or less separation from vehicles, but also require more or less roadway width. Source: People for Bikes

Enhance transit facilities

There are very few shaded bus stops throughout Oak Park. Additionally, several lack seating or other amenities. The City of Sacramento should work with Regional Transit to install new benches, shade structures, trash cans, and lighting at bus stops throughout the neighborhood. Specifically, grant funding for streetscape improvements should allocate funds for installing bus stop amenities and making ADA improvements.

New pedestrian crosswalks and improvements to existing crosswalks should be prioritized around transit stops, for example, at 12th Avenue and MLK Boulevard, 6th and MLK, La Solidad Way and Broadway, and San Jose Way and Broadway. The bus stop at 2nd Avenue and Broadway is commonly used by Sacramento High School Students, and is located on a small paved island within the 2nd Ave, 34th Street, and Broadway intersection. New high visibility crosswalks, signage, and pedestrian actuated crossings would create a safer transit environment in all locations.

Several bus stops throughout the neighborhood are indicated with little more than a sign. Amenities such as overhead shelters and benches create a more comfortable transit experience

Enhance identify and image on Broadway, MLK, and Stockton Blvd

In partnership with the Oak Park Business Association, the Sacramento Metropolitan Arts Commission, the American Society for Landscape Architects, and others, the Neighborhood Association develop a comprehensive placemaking and urban greening (landscaping) strategy for major thoroughfares and at transitions between adjacent neighborhoods in order to create a more unified identity throughout Oak Park. This strategy may identify and include Oak Park Neighborhood branded monument signage, a more unified landscaping pallet, priority sites for public art, parklets, and community wayfinding. This would meet the neighborhood's goal of creating a more pleasant and interesting walking/biking environment both along commercial corridors and throughout residential areas.

Specifically, public art should be used to celebrate the community's rich history and activate underutilized or dark spaces such as underpasses and areas away from main streets. The City and County of Sacramento have 2% public art ordinance, mandating that 2% of all applicable construction budgets be allocated to public art[5]. While Transportation related projects are generally exempt from the ordinance, art may be included on a case by case basis. It will be important for the Oak Park Business Association and OPNA to advocate that art be included in public projects and that policy makers be aware of the general goals of this project.

Other elements to consider, especially within commercial corridors are special paving materials at intersections and pedestrian amenities such as benches, outdoor patios, and shade structures.

[5] http://www.sacmetroarts.org/programs/public-art

Implement traffic calming and mobility strategies for internal neighborhood Streets

Neighborhood Association members expressed a significant degree of concern over traffic speeds on residential streets. During commute hours, streets such as 33rd, 2nd avenue, Y Street, San Jose Way, 37th Street and others become speed ways for cut-through traffic. Additionally, traffic calming efforts along arterial streets may further push traffic into residential areas. In order to maintain slow speeds on these streets, the Oak Park Neighborhood Association should work with the City of Sacramento to implement more traffic calming solutions on residential streets.

Solutions include small roundabouts that slow traffic at intersections, vertical deflection (speed bumps and tables), traffic diverters that reroute traffic, and painted or constructed curb bulbouts at intersections. Examples of all of these can be found either within Oak Park or the downtown grid. Priority locations include through streets such as Y Street, 1st – 12th Avenue, 37th Street, 40th Street, Santa Cruz Way, and 43rd Street.

Code Enforcement Strategy

The City's Code Enforcement Team should conduct a systematic review of the buildings along the Broadway and MLK Boulevard corridors to identify existing violation of City codes and standards with a particular emphasis on those that affect safety along the corridor (overgrown landscaping, obstructions within the pedestrian right of way, etc.). The City, Neighborhood Association, and Business Association should work together to develop a program that emphasizes voluntary compliance and incentivizes in resolving code violations.

In several places throughout the neighborhood, fences that are leaning over or with barbs protruding into the sidewalk create barriers to comfortable walking. The City and Neighborhood Association should work with property owners to fix fences. Chain link and barbed wire fences should be replaced with decorative iron or wood fences where possible.

Left: traffic calming treatments including a roundabout and painted traffic deflectors help slow traffic and create a more walkable and bikeable environment.

Right: Unkempt fences and debris throughout the neighborhood impede the pedestrian right of way

Create consistent curb treatment

Rolled curbs create an opportunity for cars to park on the sidewalk. The following recommendation within the MLK Boulevard Streetscape Master Plan applies to the entire Oak Park Neighborhood:

> Develop a consistent vertical curb format throughout, especially along the Major arterial streets. Update sidewalks from the front of the building and in some cases change the crowning to the middle of the roadway to create a consistent vertical curb along the corridor. In order to achieve this recommendation, it will likely span the near-mid- and long-term timeframes as various improvement are made throughout the area.

Several intersections and street segments along main roads and neighborhood streets are not compliant with the Americans with Disabilities Act. These areas either lack curb cuts and tactile guide strips, have large utility poles in the way restricting movement, or have steep driveways that pose a challenge to people using mobility devices. The Neighborhood Association should work with the City of Sacramento, SMUD, and property owners to address this issue. Because of the associated cost, the removal and undergrounding of utilities should be included in future streetscape improvement plans for all major roadways in Oak Park.

Develop a comprehensive Street lighting strategy

Consistent, regular spaced street lighting should be installed to create a well-lit corridor and safe pedestrian environment. Street lighting poles/fixtures should be of a unique design and be oriented toward the pedestrian and cyclist. Business and buildings should have exterior light fixtures that illuminate the building as well as the adjacent sidewalk. In Sacramento, pedestrian scale lighting in developed areas may be installed through a self-taxation measure (assessment district for lighting). Should the neighborhood wish to pursue this approach, the city may be able to facilitate this process.

Several intersections throughout the neighborhood are need to be updated to support travel for those with sight and mobility impairments.

Next Steps and Opportunities

Central Broadway Master Plan

The Central Broadway Master Plan, initiated by the City of Sacramento is the most immediate opportunity to address several of the neighborhood's active transportation related needs, especially related to Broadway. Elements such as traffic calming, bicycle facilities, pedestrian crossings, intersection design, placemaking, and others should be addressed within this plan.

Vision Zero

Later in 2017, the City of Sacramento will be hosting outreach events for its Vision Zero Action Plan. The plan identifies engineering, education, and enforcement strategies for making roads safer in Sacramento. This is another opportunity to address specific design elements such as buffered or separated bicycle facilities, pedestrian crossings, lighting, and traffic calming in Oak Park.

Repaving and Resurfacing

Each street in the City of Sacramento receives periodic repaving and resurfacing. Because pedestrian and bicycle improvement can be accomplished simply by restriping roads with narrower drive lanes, wide bike facilities, and new crossings, it will be important to work with the City in advance of maintenance projects. Additionally, with new transportation funding available through SB 1 for roadway repair, it may be valuable for the Neighborhood Association to work with the City to identify how they will be addressing bicycle and pedestrian needs during these projects.

Active Transportation Program

The recently passed SB 1 transportation bill adds $100 million annually into the State Active Transportation Grant Program (ATP). The ATP program is one of the primary ways that cities and counties address bicycle and pedestrian needs. It will be valuable for the Oak Park Neighborhood Association to work with the City of Sacramento to identify ATP projects to pursue. With City resources already allocated to the developing the Central Broadway Plan, Broadway may be the first opportunity for implementation.

Pedestrian Planning

In order to implement bicycle and pedestrian projects, it is critical that Oak Park Neighborhood Association works with the City of Sacramento to embed their goals, priorities, and needs within City planning efforts. An excellent opportunity is to advocate for the City to update its 11 year old Pedestrian Master Plan to better meet the needs of pedestrians in Oak Park and throughout the City.

Appendix A: Additional Resources

City of Sacramento Pedestrian Program

The City of Sacramento's Pedestrian Master Plan and Pedestrian Crossing guidelines further explain the decision making process for installing or improving pedestrian crossings.

https://www.cityofsacramento.org/Public-Works/Transportation/Programs-and-Services/Pedestrian-Program

City of Sacramento Traffic Investigation

The City of Sacramento Traffic Investigation office responds to inquiries for crosswalks, signage, and traffic speed. Traffic investigators can provide information about the City's guidelines and how the City can make short term improvements.

https://www.cityofsacramento.org/-/media/Corporate/Files/Public-Works/Transportation/GatorsMap-062917.pdf?la=en

Contact your local traffic investigator: Eric Poon Traffic Investigator Districts 5 & 6 (916) 808-2668

City of Sacramento, Councilmember Jay Schenirer District 5

COUNCILMEMBER JAY SCHENIRER
915 I Street, 5th Floor, Sacramento, CA 95814
Phone (916) 808-7007 | Fax (916) 264-7680
rjennings@cityofsacramento.org

311 Service Center

The City of Sacramento provides the 311 Service center for municipal requests including:

- Request a Household Junk Pickup
- Report Street Flooding
- Report Missed Collection Service – Garbage, Yard Waste, Recycling
- Report a Malfunctioning Traffic Signal
- Report Illegal Dumping
- Report Street Light Out
- Report Abandoned Vehicles
- Request Parking Enforcement
- Report Homeless Camp
- Other Service Request types

A service request or report of traffic issue goes into public record and can be a useful tool for working with the City to address neighborhood traffic concerns.

https://www.cityofsacramento.org/Information-Technology/311

App: Sac311 available on the App Store and Google Play Store

Appendix B

OPNA Transportation Plan
Summary of Survey Results

Location of Online Respondents:

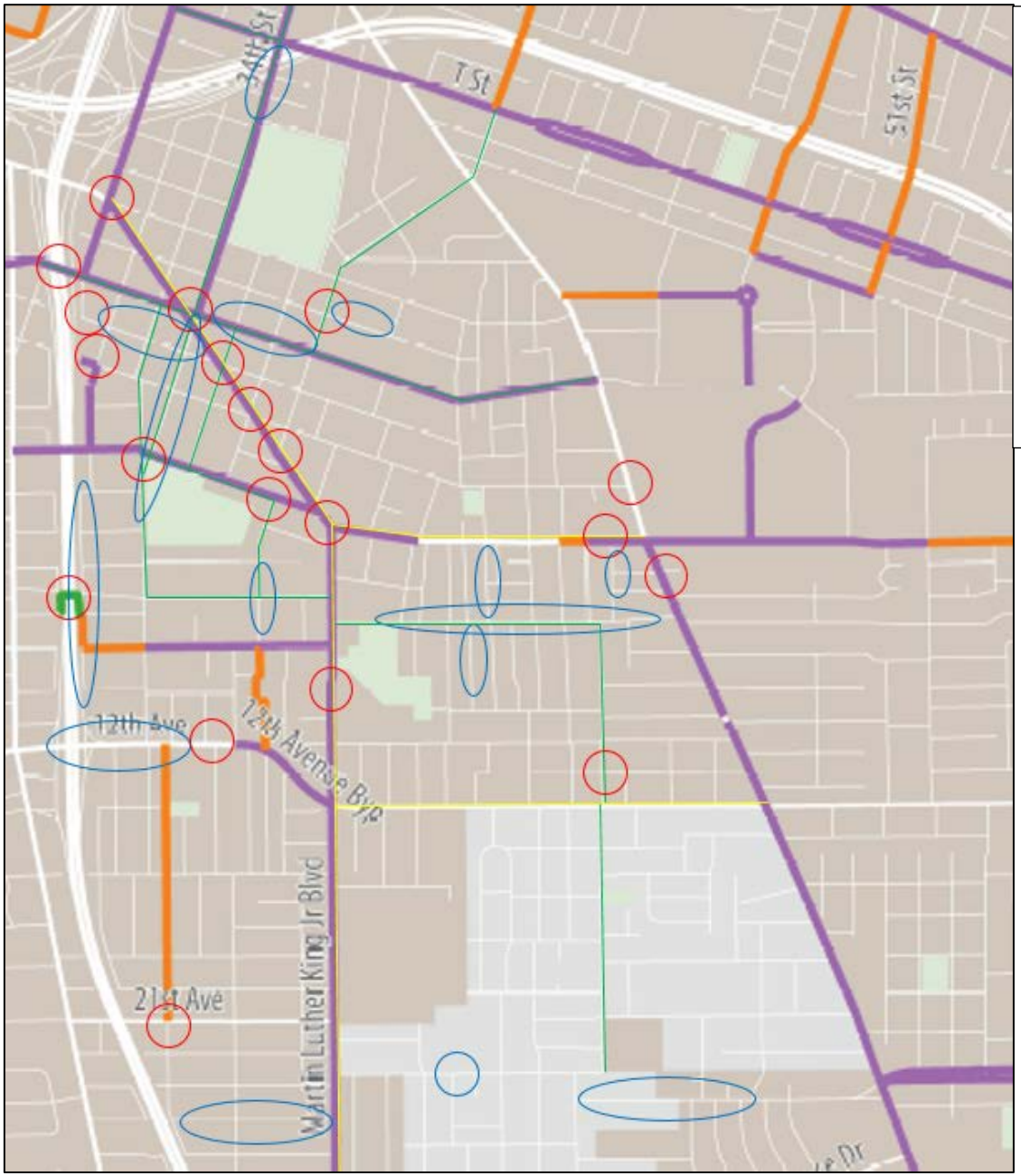
- North OP: 33
- Central OP: 46
- South OP: 19

Priorities (In Order from Highest to Lowest):

1. **Increasing walking and walking safety**
2. **Activating the street to allow driving, biking, and walking to happen safely at the same time**
3. **Increasing bicycling and bicycling safety**
4. **Increasing the safety and number of street crossings and intersections**
5. Slowing down car traffic
6. Greening the community through better landscaping and more trees
7. Place-making, making the street somewhere folks go to sit, walk, and engage with each other

General Themes:

- **Effective interventions**: Speed bumps are not always effective at slowing traffic. Need better design, clearer markings for crosswalks and speed bumps. Streets are narrow and cars are fast. Maybe try scrambles along Broadway to make it better for pedestrians and bikes to cross. Sometimes bike lanes exist but aren't adequate given traffic quantity or speed (i.e. Stockton Blvd)
- **Signage and lighting**: improve visibility, make confusing intersections safer, enforce laws (yield to pedestrians, etc), ensure street lights working properly and are installed where needed, and install reflectors to help drivers see speed bumps or crosswalks at night.
- **Maintenance**: road repaving, too many pot holes and uneven streets; street lights; animal control.
- **Beautify the Neighborhood**: clean up and/or plant spaces between street and sidewalk – maybe deter dumping? But trash cans along sidewalks periodically. Keep yards clean. Remove inoperable cars or trailers. Clean up dumping on vacant lots and on streets. Remove front yard fences, or restrict height to a few feet. More public art, sitting spaces, and gardens.
- **New Infrastructure**: more bike lanes and crosswalks; explore limiting car traffic on major through-streets: 2nd Avenue, 8th Avenue, etc.



Legend

- Red Circles: intersections that need improvement for cars, pedestrians, bikes, or all of the above.
- Blue Circles: sections of road that need better traffic speed control.
- Yellow Lines: main roads that will be subject to walk audits for comprehensive improvements.
- Green Lines: bike routes currently used by residents.