

RESOLUTION NO. 2019-0460

Adopted by the Sacramento City Council

December 10, 2019

Approving Environmental Review for Complete Streets Policy as a Subsequent Project Under the Master Environmental Impact Report (EIR) and Adopting a Complete Streets Policy to Promote Safe and Convenient Travel Options on Sacramento's Streets for All Users of All Abilities and Ages

BACKGROUND

- A. The term "Complete Streets" describes a comprehensive, integrated transportation network, with roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users of all abilities, including: pedestrians (includes persons who use personal mobility or assistive devices), bicyclists, persons with disabilities, seniors, children, motorists, movers of commercial goods, operators of public transportation, public transportation users, and emergency responders.
- B. The City recognizes that the planning and coordinated development of Complete Streets infrastructure provides benefits for local governments in the areas of infrastructure cost savings, public health, environmental sustainability, economic opportunities.
- C. The City currently supports and pursues Complete Streets through the General Plan, the Vision Zero Action Plan, the Bicycle Master Plan, the Pedestrian Master Plan, Grid 3.0, and other plans, projects, and policies.
- D. The City of Sacramento adopted Vision Zero Resolution No. 2017-0032 and the Vision Zero Action Plan to eliminate traffic fatalities and serious injuries by 2027.
- E. The adoption of a "formal" Complete Streets Policy will allow the City of Sacramento to better coordinate existing multimodal transportation planning, design, and operation activities under a single "Complete Streets" framework.
- F. Balanced transportation systems that offer an array of safe and convenient choices to travelers makes communities more livable.

- G. The California Global Warming Solutions Act of 2006 (also known as AB 32) sets a mandate for the reduction of greenhouse gas emissions in California, and the Sustainable Communities and Climate Protection Act of 2008 (known as SB 375) requires emissions reductions through coordinated regional planning that integrates transportation, housing, and land-use policy, and achieving the goals of these laws will require significant increases in travel by public transit, bicycling, and walking.
- H. The State of California has emphasized the importance of Complete Streets by enacting the California Complete Streets Act of 2008 (also known as AB 1358), which requires that when cities or counties revise general plans, they identify how they will provide for the mobility needs of all users of the roadways, as well as through Deputy Directive 64, in which the California Department of Transportation explained that it “views all transportation improvements as opportunities to improve safety, access, and mobility for all travelers in California and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system”.
- I. The State of California passed Transportation Impacts (also known as SB 743) in 2013, which mandates that jurisdictions can no longer only use vehicle delay – commonly measured by Level of Service (LOS) – in transportation analysis under California Environmental Quality Act (CEQA). Instead, the State has called for jurisdictions to update transportation impact analysis from LOS to Vehicle Miles Traveled (VMT), which measures the amount of driving a project or development would generate. The intent of the legislation is to reduce greenhouse gas emissions, further the development of multimodal transportation networks, and promote diversity of land uses
- J. Numerous California counties, cities, and agencies have adopted Complete Streets policies and legislation to further the health, safety, welfare, economic vitality, and environmental well-being of their communities.
- K. The City, considering the foregoing benefits and facts, wishes to emphasize its commitment to Complete Streets and desires that its streets form a comprehensive and integrated transportation network promoting safe and convenient travel for all users while preserving flexibility, recognizing community context, and using design guidelines and standards that support best practices.
- L. On December 10, 2019, the City Council conducted a public meeting, for which notice was given pursuant to Sacramento City Code and received and considered evidence concerning the proposed project.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

- Section 1. The City Council finds that the Master Environmental Impact Report (EIR) for the 2035 General Plan was certified on March 3, 2015 and the 2035 General Plan was adopted on that date.
- Section 2. The City of Sacramento was the Lead Agency for the Master EIR.
- Section 3. An initial study has been prepared for the project and concluded that the project is consistent with the Master EIR and that the project would not cause any additional significant environmental effects that were not examined in the Master EIR. No new additional mitigation measures or alternatives are required, and the project is within the scope of the Master EIR.
- Section 4. The City has incorporated all feasible mitigation measures or feasible alternatives appropriate to the project as set forth in the Master EIR.
- Section 5. Notice of the determination that the project is a subsequent project under the Master EIR was provided in the manner required by CEQA Guidelines section 15177(d) and 15087. The Notice of Subsequent Project was posted in the office of the County Clerk/Recorder on October 22, 2019 and published in a newspaper of general circulation on October 22, 2019. The Notice established a thirty-day comment period, beginning on October 22, 2019 and ending on November 21, 2019.
- Section 6. The City Council directs that, upon approval of the Project, the City Manager shall file a notice of determination with the County Clerk of Sacramento County and, if the Project requires a discretionary approval from any state agency, with the State Office of Planning and Research, pursuant to the provisions of CEQA section 21152.
- Section 7. Pursuant to Guidelines section 15091(e), the documents and other materials that constitute the record of proceedings upon which the City Council has based its decision are located in and may be obtained from, the Office of the City Clerk at 915 I Street, Sacramento, California. The City Clerk is the custodian of records for all matters before the City Council.
- Section 8. The City of Sacramento adopts the Complete Streets Policy contained in Exhibit A.

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Exhibit A – Complete Streets Policy

Adopted by the City of Sacramento City Council on December 10, 2019, by the following vote:

Ayes: Members Ashby, Carr, Guerra, Hansen, Harris, Jennings, Schenirer, Warren and Mayor Steinberg

Noes: None

Abstain: None

Absent: None

Attest: **Mindy Cuppy** Digitally signed by Mindy Cuppy
Date: 2020.01.02 09:24:59 -08'00'

Mindy Cuppy, City Clerk

The presence of an electronic signature certifies that the foregoing is a true and correct copy as approved by the Sacramento City Council.

Exhibit A

Complete Streets Policy of the City of Sacramento

A. Purpose and Intent

The City of Sacramento expresses its commitment to the creation of Complete Streets that provide a complete, connected multimodal transportation network that contributes directly to the safety, health, economic vitality, and quality of life of all residents especially the most vulnerable, those walking and rolling.

Under this Complete Streets Policy, the City of Sacramento shall direct the design, construction, reconstruction, and substantial preventative maintenance efforts on the City's roadways, bridges, pathways, and sidewalks creating a comprehensive, integrated transportation network that is safe, accessible, comfortable, accommodating, and welcoming to all users. This shall include people of all ages, races, ethnicities, incomes, and physical abilities, and all modes of transportation, including walking, rolling, biking, scooting, transit, goods movement, and vehicles (including support for electric vehicles).

The desired outcome of the Complete Streets Policy is to create an equitable, balanced, and effective transportation system where every transportation user can travel safely and comfortably to meet daily needs and where sustainable transportation options are available to everyone.

The City of Sacramento recognizes that not all modes can receive the same degree of accommodations on every street, but the City's goal is to apply Complete Streets principles to projects, so that users of all ages and abilities can safely, comfortably, and conveniently travel across and through the network.

A Complete Streets approach provides a unique opportunity to thoughtfully integrate and advance multiple short and long-term goals identified in the General Plan, the Vision Zero Action Plan, the Bicycle Master Plan, the Pedestrian Master Plan, and Climate Action Plan, while delivering maximum benefits from both public and private investments.

B. Diverse Users

In creating this Complete Streets Policy, the City of Sacramento recognizes equity as a motivation and shall prioritize vulnerable roadway users and those residing in Disadvantaged Communities. Disadvantaged Communities are defined under California State Senate Bill 535 as the neighborhoods in Sacramento that are most burdened by pollution and other negative environmental factors, public health concerns, and a lack of equitable economic opportunities. These neighborhoods are the top 25% of census tracts within the State of California with the highest [CalEnviroScreen](#) score.

CalEnviroScreen identifies California communities by census tract that are disproportionately burdened by, and vulnerable to, multiple sources of pollution.

C. All Projects and Phases

Complete Streets describes a comprehensive, integrated transportation network with infrastructure and design to enable safe, attractive, and comfortable access and travel for all users of all abilities, including: pedestrians (includes persons who use personal mobility or assistive devices), bicyclists, persons with disabilities, seniors, children, motorists, movers of commercial goods, operators of public transportation, public transportation users, and emergency responders. Applying the Complete Streets approach and principles to roadways can include shortening crossing distances for pedestrians, adding bike lanes and curb ramps, creating adequate space and planting shade trees, or designating street space for freight deliveries or staging.

The City of Sacramento shall approach every transportation improvement and project phase as an opportunity to apply a Complete Streets framework to create safer, more accessible streets for all roadway users, while upholding the City's Design Procedures Manual, including [Section 15 – Street Design Standards](#). All street designs shall comply, at minimum, with the:

- City's Street Design Standards on new streets, except where the Public Works Director or their designee approves exemptions for unique conditions, and include walking and bicycling facilities and installation of street trees on existing streets as appropriate;
- Bicycle Master Plan;
- Area and Specific Plans;
- Pedestrian Crossing Guidelines;
- Signal Timing Policy; and
- Work Zone Detour policies.

The City of Sacramento shall follow recognized best practices when applying these principles including, but are not limited to, Highway Transportation Officials (AASHTO), the California State Department of Transportation, the Institute of Transportation Engineers (ITE), the Federal Highway Administration (FHWA), and the National Association of City Transportation Officials (NACTO).

Transportation improvements and project phases include, but are not limited to: planning, prioritization, funding, design, approval, and implementation processes for any private development project, construction, reconstruction, retrofit, resurfacing, repaving, restriping, rehabilitation, or, alteration streets (including streets, roads, bridges, and other portions of the transportation system), including impacts to mobility due to construction or work zone efforts.

This policy does not apply to:

1. Emergency repairs such as a water main leak that requires immediate, rapid response; and

2. Routine maintenance of the transportation network that does not change the roadway geometry or operations, such as mowing, sweeping, and spot repair.

Exceptions for a given category of users may be excluded if an exception is approved via the process set forth in “D. Exceptions to Policy.”

D. Exceptions to Policy

Exceptions shall be made if any of the following criteria render Complete Streets improvements unworkable:

1. Accommodation is not necessary on corridors where specific users are prohibited, such as light rail corridors. Exclusion of certain users on particular corridors should not exempt projects from accommodating other permitted users.
2. Cost of accommodation is excessively disproportionate to the need or probable use.
3. There is a documented absence of current and future need.
4. Where a reasonable and equivalent project along the same corridor is already programmed to provide facilities exempted from the project at hand.

An exception shall be granted only if:

- a) A request for an exception is submitted in writing, with supporting documentation, and made publicly available through public input; and
- b) The exception is approved in writing by the Public Works Director or his/her delegate.

Exceptions granted shall be included in the annual data report – “G. Performance Measures.”

E. Jurisdiction

All facilities within the public right-of-way, publicly or privately funded, shall adhere to this Complete Streets Policy. Privately funded projects impacting the public right-of-way shall include in their plans appropriate elements of Complete Streets, depending on the scale of the project.

The City shall continue its collaboration and interagency coordination to foster Complete Streets implementation beyond the City’s borders. These agencies include, but are not limited to unincorporated Sacramento County, State of California, City of Elk Grove, City of West Sacramento, School Districts, public health departments, higher education institutions, and other entities to further the City’s vision of an interconnected and integrated multimodal transportation network.

F. Context Sensitive Design and Street Design Standards

The City will align land use and transportation planning to create Complete Streets solutions that are appropriate to individual contexts; that best serve the needs of all people using streets and the right-of-way; and that support the land-use policies of the City of Sacramento.

Context sensitive design allows roadway design decisions to be more flexible and sensitive to community values, and to better balance economic, social and environmental objectives. In planning and implementing street projects, the City shall take a flexible, innovative, and balanced approach to creating context-sensitive Complete Streets that meet or exceed national best-practice design guidelines. This includes a shift toward designing at a human scale for the needs and comfort of all people and travelers, in considering issues such as street design and width, desired operating speed, hierarchy of streets, mode balance, and connectivity. Design criteria shall not be purely prescriptive but shall be based on the thoughtful application of engineering, planning, and urban design principles. Unintended consequences such as involuntary displacement shall be avoided when possible or addressed with equity and fairness to the affected party.

Because Complete Street design is an evolving field, the best and latest design guidance, standards, and recommendations to maximize design flexibility and innovation while balancing user and modal needs shall be referenced for design guidance including those published from:

1. American Association of State Highway and Transportation Officials (AASHTO)
2. Federal Highway Administration (FHWA)
3. Institute of Transportation Engineers (ITE)
4. National Association of City Transportation Officials (NACTO)
5. Caltrans

G. Implementation and Reporting

The City of Sacramento will take the following next steps to implement this Complete Streets Policy:

1. The Department of Public Works shall incorporate Complete Streets principles into appropriate plans, manuals, checklists, decision trees, rules, regulations, and programs as each document is updated;
2. The Department of Public Works shall review current design standards and specifications and update to ensure that they reflect the best available design standards and guidelines, and effectively implement Complete Streets (**Vision Zero Action Plan, Action 2.1**), where feasible including pedestrian through zone widths and allowable encroachment
3. The Department of Public Works shall update the Pedestrian Crossing Guidelines (uncontrolled crossings), update pedestrian crossing standards at controlled crossings, and identify a policy for marking legs of a crosswalk

(**Vision Zero Action Plan, Action 5.2**), and present staff recommendations to the Active Transportation Commission, Disabilities Advisory Commission, and the Vision Zero Task Force;

4. The Department of Public Works shall update its traffic signal timing policies based on national best practices to incorporate policies with the goal to slow traffic as well to consider walking, bicycling and transit (**Vision Zero Action Plan, Action 5.4**); and present staff recommendations to the Active Transportation Commission, Disabilities Advisory Commission, and the Vision Zero Task Force;
5. The Department of Public Works shall update its work zone detour policy to accommodate walking, bicycling, and transit (**Council Member, Active Transportation Commission Request**);
6. The Department of Public Works shall incorporate Complete Streets within the project prioritization process within the Transportation Master Plan;
7. When available, the City shall encourage staff to participate in professional development and training on non-motorized transportation issues through attending conferences, classes, seminars, and workshops;
8. The City shall promote inter-departmental project coordination among City departments with an interest in the activities that occur within the public right-of-way to better use fiscal resources.

H. Performance Measures

The Department of Public Works shall be responsible for annually collecting and updating performance measures to comprise the annual data report. The annual data report shall be shared with the City Council showing progress made in implementing this policy. The annual data report shall also include the number of approved exceptions from “D. Exceptions to Policy.” The annual data report shall be made available to the public by posting it on the City of Sacramento Public Works Department website. The first annual report shall be due two years after the passage of this Complete Streets Policy.

1. Number of approved exceptions to this Policy
 - a. Share of exceptions in Disadvantaged Communities
2. Linear feet of new or reconstructed sidewalk
 - a. Share within Disadvantaged Communities
3. Lane miles of resurfaced, repaved, or reconstructed roadway
 - a. Share within Disadvantaged Communities
 - b. Share with Complete Streets facilities
4. Lane miles of new bicycle facilities
 - a. Share of separated bikeways, buffered, bike lanes, and routes
 - b. Share of bicycle facilities on High Injury Network (HIN from Vision Zero Action Plan)
 - c. Share within Disadvantaged Communities

5. Number of new or reconstructed curb ramps installed on streets
 - a. Share within Disadvantaged Communities
6. Number of new or repainted crosswalks
 - a. Share within Disadvantaged Communities
7. Number of new crosswalk enhancements (rectangular rapid flashing beacon, pedestrian hybrid beacon, signal)
 - a. Share on the High Injury Network (HIN from Vision Zero Action Plan)
 - b. Share within Disadvantaged Communities
8. Number of pedestrian crossing treatments on the HIN (**Vision Zero Action Plan/Long-Term Action 5.7**)
 - a. Share on the HIN (**Vision Zero Plan/Long-Term Action 5.8**)
 - b. Share within Disadvantaged Communities
9. Upgraded street lighting, including intersection lighting, pedestrian scaled lighting
 - a. Share of HIN with upgraded street lighting (**Vision Zero Action Plan/Long-Term Action 2.6**)
10. Number of transit stops and stations that have improved pedestrian and bicycle access at key bus routes and near light rail stations (**Vision Zero Action Plan/Long-Term Action 4.2**)
11. Number of projects to improve bicycle and pedestrian safety related to turning vehicles at intersections (**Vision Zero Action Plan/Long-Term Action 5.5**)
 - a. Share within Disadvantaged Communities
12. Number of crashes, injuries, and fatalities by mode, gender, age
 - a. Share of crashes in Disadvantaged Communities
13. Mode share – as measured by means of transportation data reported in the American Community Survey “Commuting (Journey to Work)”