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DEPARTMENT OF
PUBLIC WORKS

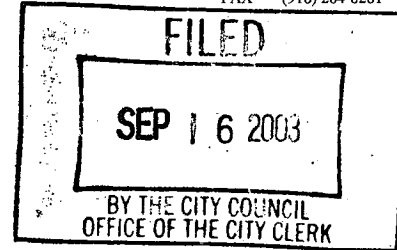
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August 14, 2003



City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: PROGRESS REPORT ON THE PEDESTRIAN MASTER PLAN

LOCATION AND COUNCIL DISTRICT: All

RECOMMENDATION: The report is for information only.

CONTACT PERSONS: Ed Cox, Alternate Modes Coordinator, 264-8434
Nicholas Theocharides, Principal Engineer, 264-5065

FOR COUNCIL MEETING OF: September 16, 2003

SUMMARY:

This report provides information on the progress of the Pedestrian Master Plan. This report is intended to keep the City Council informed about the issues and ideas being discussed as the Master Plan is being developed. This item is informational only, no action is required.

COMMITTEE/COMMISSION ACTION: None

BACKGROUND INFORMATION:

On February 25, 2003, the City Council approved Resolution Number 2003-088 authorizing the City Manager to enter into a Consultant Services Agreement with Fehr and Peers Associates, Inc. Since that time, the Fehr and Peers consultant team has been working on the first part of the Pedestrian Master Plan. The first part of the work will lead to recommended changes to various City policies on pedestrian issues and facilities.

City Staff has provided the consultant team with copies of the policy documents which currently involve pedestrian facilities. The consultant team has reviewed these documents and has prepared a draft white paper. On May 20 and 21, the consultant team met with a Pedestrian Master Plan steering committee to present the draft findings of the white paper. As a result of the feedback received from the Pedestrian Master Plan steering committee, the consultant has prepared a revision to the white paper.

The attached summary is an excerpt of the white paper prepared by the consultant team (see Attachment A). This attachment is the Executive Summary and Chapter 3, Summary of Recommendations from the white paper.

FINANCIAL CONSIDERATIONS: None

ENVIRONMENTAL CONSIDERATIONS:

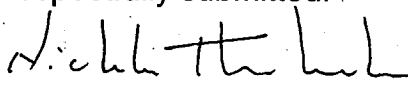
This progress report is not considered a "project" as defined by Section 15378 of the California Environmental Quality Act (CEQA) guidelines. The recommended action involves no physical construction and has no potential to cause a significant impact to the environment.

POLICY CONSIDERATIONS:

Policy decisions will be presented when the document is completed. Preparing the Pedestrian Master Plan is part of implementation of the City's Strategic Plan goal to improve and diversify the regional transportation system. Furthermore, the Pedestrian Master Plan will assist the City in achieving some of its adopted Smart Growth Principles.

ESBD CONSIDERATIONS: No impact. No goods or services are being purchased.

Respectfully submitted:


✓ Francesca Lee Halbakken
Project Delivery Manager

Approved:


Thomas V. Lee
Deputy City Manager

FOR CITY COUNCIL INFORMATION:


ROBERT P. THOMAS
City Manager

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- 2) Presentation Material, page 14

Executive Summary

Nelson\Nygaard Consulting Associates and Community Design + Architecture worked together to produce this white paper evaluating the City of Sacramento's existing policies, codes, strategies, standards and guidelines as they affect the City's pedestrian environment. The objective of this task is to:

1. Identify the strengths and deficiencies of the existing City policies and codes with respect to pedestrian facilities; and
2. Use the methodology we developed for a subsequent Steering Committee Workshop at which the Steering Committee reviewed and identified improvements to the City's policies, codes, strategies, standards and guidelines.

In total, we reviewed 31 documents dividing them into five general categories:

- Citywide Policies;
- Central City Policies;
- Community/Corridor Plans;
- District/Corridor Design Guidelines; and
- Parkway Plans.

This paper focuses on the citywide documents. A review of the other documents is located in Appendix B. We evaluated each document based on a set of criteria developed using the latest best practices for pedestrian design that address key aspects of safety and quality of the pedestrian realm. This includes consideration of the relationship between *pedestrian demand* and *pedestrian walkability* where *demand* is determined by the area land use and development that attracts people to a place and *walkability* is determined by sidewalk and street conditions that influence the level of safety and comfort. The criteria fall into three main categories:

- Connectivity;
- Street Character; and
- Context Character.

Based on this set of criteria, our evaluation includes identification of Assets and Needs. In general, while each of the documents have strengths, many contain inconsistencies both internally and with each other in the level and scope with which they address the pedestrian environment. This led to three main recommendations:

1. Incorporate the Pedestrian Master Plan into the General Plan and use it as a guiding policy document for Sacramento;

2. Produce a set of Pedestrian Technical Guidelines to create a common framework to guide the implementation of the Pedestrian Master Plan and all subsequent revisions to Sacramento's planning documents; and
3. Use this basis to update existing documents for consistency and pedestrian-orientation.

In May, the consulting team presented the draft findings of the White Paper at a two-day workshop with the City of Sacramento's Pedestrian Master Plan Steering Committee. Participants' input and the consultant team's general recommendations are discussed in Chapter 3. On the most general level the primary conclusion developed by the consultant team is that pedestrian conditions in Sacramento are best furthered through strong pedestrian language in the City's General Plan. The General Plan can then guide and inform all subsequent documents, be they more specific in issue or geographic scope. More specifically, some of the recommendations identified through this process and discussed at more length in Chapter 3 are:

- Update the General Plan Land Use Element to encourage more infill, mixed-use compact development.
- Update the General Plan Circulation Element to revise current level-of-service standards to tolerate higher levels of vehicular congestion and provide parallel assessments of the convenience and comfort of other travel modes including walking.
- Update *Design Standards and Guidelines* to address the relationship between street function, sidewalk design, adjacent land use and architectural design.
- Change the *Transportation Programming Guide* to require consideration of alternative transportation modes in all roadway projects and amend the programming weighting factors to include greater consideration of alternative transportation modes.
- Amend the *Residential Design Principles* to emphasize the creation of pedestrian networks rather than pedestrian pods and make the principles requirements rather than advisory.
- Amend the *Street Design Guide* to include a finer grain street classification system (street typologies), wider sidewalks, and reduced corner radii.
- Develop procedures for regular coordination with RT on improvements around transit facilities and Caltrans for improvements around interchanges.
- Amend the *ADA Transition Plan* to include all ADA barriers within the street right-of-way, rather than just intersections lacking ADA compliant curb ramps.

Chapter 3. Summary of Recommendations

Chapter 1 of this White Paper presented a series of guidelines that the consulting team used to evaluate Sacramento's existing policies, guidelines, codes, strategies and standards. In Chapter 2, we used these guidelines to analyze the key Sacramento City documents intended to guide the City's pedestrian infrastructure and environment. On May 19th and 20th, 2003, the consulting team presented this work to the Sacramento Pedestrian Master Plan Steering Committee. We incorporated their discussion related to the criteria and document review into this final chapter which provides recommendations for improving the tools used to evaluate and develop the pedestrian realm in Sacramento.

The evaluation criteria outlined in Chapter 1 could provide a good foundation not only to evaluate the documents but also as a checklist in revising them. For more detailed and institutionalized guidance, the City of Sacramento should consider developing a comprehensive set of Pedestrian Technical Guidelines (PTG), similar to those in other cities, to guide the implementation of the Pedestrian Master Plan. This document can ensure internal consistency in various levels of plans by serving as a complement to the Pedestrian Master Plan. The PTG document can incorporate the existing *Pedestrian Safety Guidelines*, but be more aggressive in promoting sidewalk design sensitive to its context, advocating compact mixed-use development and more pedestrian-sensitive site and architectural design, and building a stronger relationship between the pedestrian network and transit. This document would also discuss establishing a Neighborhood Pedestrian Permeability Program complete with guidelines for creating an interconnected pedestrian network through and within a neighborhood.

One could argue that land use and site/building design considerations should be addressed in individual community plans and/or design guidelines given the varying character of Sacramento's neighborhoods. However, in evaluating the numerous community plans and design guidelines produced over the past three decades (see Appendix B for their review), they generally failed to adequately address all the issues related to the pedestrian environment. Creating a set of *model* pedestrian guidelines such as those completed by the San Diego Association of Governments (SANDAG) for the entire San Diego region could resolve this issue (see Appendix E). The intention of the SANDAG guidelines was to be a base document that an individual community could adopt as-is or tailor to address their unique context and issues. The benefit of this approach is that a community can be assured that they are adequately addressing the complex relationship between street function, sidewalk design, land use and site and architectural design.

Pedestrian Demand and Walkability

The criteria used to evaluate the documents developed in Sacramento can be used to provide a framework for improvements in those documents to better address the pedestrian environment. The evaluation criteria derive from an understanding of the nexus between *pedestrian demand* and *pedestrian walkability*. Pedestrian demand is simply the extent to which people want to go to a particular place and is influenced by land use and development types including, for example, mixes and intensities of uses, the presence of public spaces and parks, and the availability of transit facilities. Pedestrian walkability refers to the ease, comfort and safety which people can travel as pedestrians with and is influenced by street connectivity, street accessibility, the sense of safety (real and perceived) and the quality of the pedestrian environment. These two factors are interdependent, and an evaluation of pedestrian conditions involves the consideration of both.

Places can be categorized based on their levels of pedestrian demand and walkability. For instance, there may be places to which many people want to travel (such as with multiple shops, office parks, etc.), but which are difficult or unsafe to walk to because they have inadequate sidewalks, infrequent street crossing opportunities or are accessible by only the most circuitous routes. Alternatively, a place may be walkable because of improved facilities, but it may lack a destination to which people want to travel. Consequently, all plans and guidelines must work toward achieving high levels of both demand and walkability if their aim is to increase pedestrian travel.

The following sections correspond to the criteria presented in Chapter 1, and identify potential improvements or additions to the documents that control the pedestrian environment in Sacramento.

Connectivity

Street Network

Having a comprehensive street network for pedestrian access is critical to promoting pedestrian travel as a realistic mode of transportation. Our document review indicated that several documents lacked this approach to the pedestrian environment including the General Plan, the *Residential Design Guidelines*, the *Street Design Guidelines*, and the *City's Transition Plan for Curb Ramps*. To implement a good pedestrian network, the City should develop a Neighborhood Pedestrian Permeability Program as either integrated into, or a companion to, the Neighborhood Traffic Management Program. The purpose of the plan is for neighborhoods to develop a pedestrian network plan with particular attention paid to connecting neighborhoods and services. The Plan would include guidance for retrofitting areas in the City with an existing disconnected "loops and lollipops" roadway system to increase pedestrian permeability. The City of Davis provides a good example for

Sacramento to follow. Figure 3-1 below show an example of this type of improvement implemented in Palo Alto, CA.

Sacramento has a set of road classifications within *The Design and Procedures Manual and Improvement Standards* that go beyond the typical street classification of local, collector and arterial and consider land use in broad categories (residential, commercial and industrial). This could be further developed in a manner similar to the Portland Metro region which has a more fine-grain street classification addressing function and land use. Within Metro's system "Throughways" emphasize vehicular traffic (freeways and highways); "Boulevards" serve major centers of mixed-use activity ("Main Street") and emphasize transit, bicycle and pedestrian travel; "Streets" are typically more vehicle-oriented and less pedestrian-oriented than boulevards yet still serving all modes (both boulevards and streets can be "Regional" or "Community" based on volume); "Urban Roads" serve low-density industrial and employment centers and rural areas and are predominately vehicle-oriented. Another example is the set of street typologies developed for Stockton, CA, shown in Appendix F. Finally, the pedestrian network will need to be ADA accessible, including a transition plan for sidewalk accessibility and special treatment for the blind at midblock crossing locations.

Figure 3-1 Passthrough



Interconnecting "loops and lollypops" street patterns with pedestrian pathways improves pedestrian permeability. Palo Alto, CA.

Intersection Elements

Safe intersection conditions are a critical aspect of the pedestrian environment. The documents lack citywide requirements for safe crossing and ADA standards for intersections. The document review and the Steering Committee observed some specific potential improvements such as requiring curb radii to be 25' or less where feasible, providing pedestrian refuge/median for safer crossing at large intersections, restricting parking near intersections for improved visibility, and requiring crosswalks on all approaches to signalized intersections. Additionally, more innovative approaches to intersection improvements are testing of audible signals as a "pilot project" in the CIP and implementing special pedestrian crossing improvements illustrated in the *Pedestrian Safety Guidelines* such as pedestrian auto-detection at intersections, pedestrian "scramble" phases, and early release phases.

Access to Transit

Walking and public transit go hand in hand: transit rarely begins and ends precisely where people go to and come from – riders must supplement their trip with pedestrian travel at both ends, and, as a result, places where people ride transit tend to have a high volume of pedestrian activity. This fact calls for coordination between the City and the Regional Transit District (RT) to establish a comprehensive pedestrian access policy. While the document-review revealed a few key shortcomings such as the need for bus bulbouts, rather than bus turnouts, the Steering Committee suggested some key improvements for the City's approach to transit access. These included careful placement of transit stops for pedestrian visibility and safety, access facilities for both bicyclists and pedestrians, and enhanced pedestrian access up to one mile from transit stop where major attractors are located (the criteria require enhanced pedestrian access within just ¼ mile of transit stops).

Street Character

Travelway elements

The challenge for a city wishing to improve its pedestrian environment is developing street designs that balance serving all modes rather than favoring a single one - generally the automobile. The character of the travelway also has a direct bearing on the success of improving intersections as outlined in the previous section. At a policy level, the City of Sacramento can most effectively develop a set of context-sensitive, multimodal street standards by revising the current vehicular Level-of-Service (LOS) standards so that they may accept a higher level of vehicular congestion on the streets deemed to be more pedestrian-oriented. Figure 3-2 below displays an example of context-sensitive design in Palo Alto, CA. The City of Seattle has developed a street typology hierarchy that has different LOS standards depending upon the use of each street. The City of Stockton's typology system is shown in Appendix F. Examples of cities that have adopted various Pedestrian LOS standards are presented in Appendix C. Revising long-held LOS standards

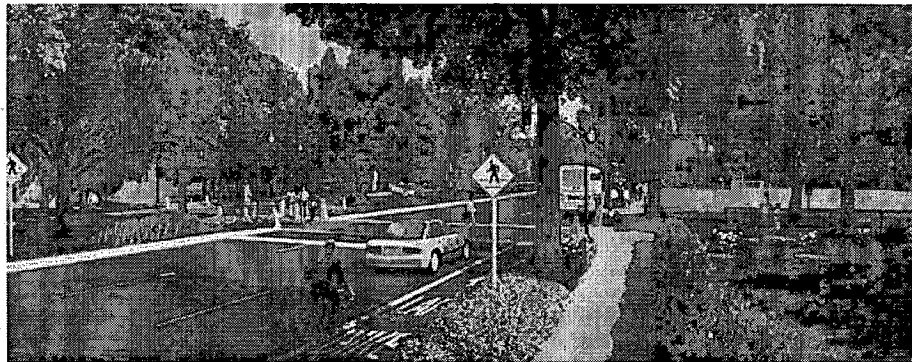
is a contentious effort, and whatever the final product is it should not be so complicated as to make it impossible to implement.

Figure 3-2 Context Sensitive Design

BEFORE



AFTER



Before and after images of context sensitive design elements that make a State highway route more pedestrian-friendly; El Camino Real, Palo Alto.

As noted in an earlier section of this White Paper, the current draft of Sacramento's *Pedestrian Friendly Street Standards* is a crucial step in improving the pedestrian environment and encouraging alternate mode use, and the City should fully support this effort. Illustrations such as those presented in the new standards would also be helpful to include within the General Plan to exemplify pedestrian-oriented streetscape plans. A final cautionary note in creating street standards is to ensure that pedestrian and bicycle needs are addressed separately so as to avoid potentially conflicting priorities between the two modes.

Sidewalk elements

The design of the sidewalk and the elements within it is obviously a key element in creating a pedestrian-friendly environment. Again, the proposed *Pedestrian Friendly Street Standards* effectively address good sidewalk design by eliminating the rolled curb, separating the sidewalk from the street by a landscape strip and increasing the minimum sidewalk width to five feet. As mentioned in the evaluation of the proposed standards, the City may wish to further define road classifications based on context and develop additional sidewalk standards. If the City were to pursue the creation of a set of Pedestrian Technical Guidelines, more detailed sidewalk plans and sections could be developed for individual street types similar to what was done in the Portland Metro Region for their *Creating Livable Streets* street design guidelines. Guidelines have the potential of going beyond being strictly educational and being adopted as actual standards. The City of San Diego, for instance, recently revised their street standards to include sidewalk design standards that were developed as part of a set of pedestrian technical guidelines completed for the entire region (shown in Appendix E).

Space on the sidewalk is finite and therefore requires careful planning to provide adequate space for amenities while still providing an unobstructed path for travel. Obstacles need to be eliminated from the *throughway zone* (the five foot minimum pathway defined by ADA standards), but this can be achieved without "sterilizing" the pedestrian environment. The City's zoning code (Section 12.24.030) should be revised to allow outdoor restaurant seating, outdoor displays and vendor kiosks as long as there is adequate space to allow a *throughway zone*. The City should also adopt street furniture and newspaper rack ordinances that again maintain a level of amenity without creating obstacles. Undergrounding utilities is another option (albeit expensive) for removing obstacles along the sidewalk. Further actions the City can take to improve the sidewalk environment are to change lighting standards to be smaller-scale and more pedestrian-oriented, and continue supporting the City's street tree program.

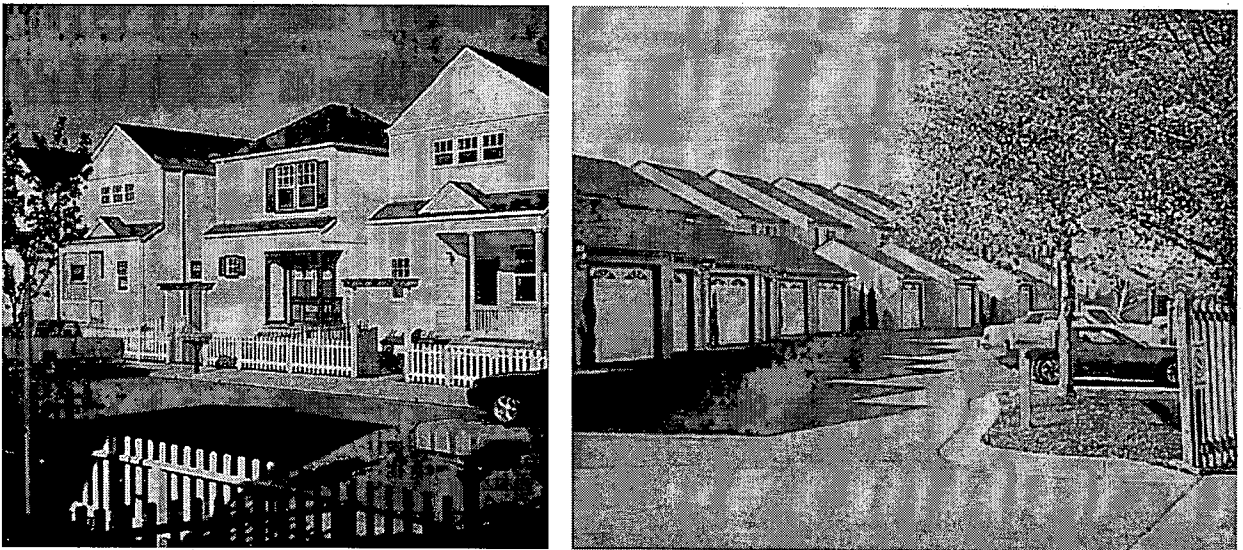
Context Character

Land use

Land use is the fundamental determinant of pedestrian demand. The City should research incentives for compact infill development to determine appropriate mechanisms for encouraging such development in Sacramento. Figure 3-3 displays two different design approaches to density in Santa Rosa, CA. Zoning codes should be updated to promote Smart Growth and Traditional Neighborhood Design (TND) principals that allow a mix of complementary uses, reduce setbacks, establish parking *maximums*, and discourage auto-oriented businesses. Revising zoning codes would not necessarily entail a total zoning code rewrite, but rather the General Plan could include citywide requirements for *pedestrian overlay zones* for pedestrian districts such as those designated by the City of Roseville in their General Plan. Typically, areas surrounding major transit facilities are the

first candidates for *pedestrian overlay zoning*. Designating specific pedestrian districts is also a method of identifying where a city should focus enhancements. Currently, the local Municipal Planning Organization (MPO) in the Houston-Galveston region is undertaking a study that identifies districts where significant opportunities exist to replace vehicle trips with pedestrian or bicycle trips and to improve pedestrian and bicycle safety. The process includes estimating demand for pedestrian and bicycle travel using FHWA-approved methodology, delineating districts or "travel-sheds" for various types of pedestrian and bicycle trips in defined activity centers, and estimating potential for trip conversion (vehicle to pedestrian or bicycle). Following this analysis, the MPO will plan for comprehensive pedestrian and bicycle improvements.

Figure 3-3 Density



Density is a design issue – both of these developments are 12 units to the net acre; Santa Rosa, CA.

Site, Architecture and Parking elements

Development with frontage onto streets provides surveillance, activity and visual interest. Revisions to the City's zoning codes, or the creation of an overlay zone, should promote buildings, rather than parking lots, to front the sidewalk. In addition to establishing parking maximums (especially in designated pedestrian districts), parking should be in the rear and excessive curb cuts avoided. The City could provide incentives to businesses that use their roofs for parking. Building codes and/or neighborhood architectural design guidelines should add a high level of architectural detailing that complies with ADA regulations.

Supportive Programs

The citywide policy documents focus primarily on capital improvements. However, the Steering Committee brought up important programmatic approaches to improving Sacramento's pedestrian environment. These include education and enforcement campaigns aimed at all users of the street. The real positive impact of education campaigns is not clear. But everyone using the streets should know the rules in order to share the streets safely and effectively; education campaigns should target pedestrians and drivers alike. Programs that increase enforcement of specific violations that impact pedestrians could also have a strong positive impact. For example, San Francisco's red light camera enforcement program may make drivers less likely to run red lights and threaten the lives of nearby pedestrians. Crosswalk stings, as used in the City of Berkeley, are another example; police officers pose as pedestrians at unsignalized intersections, and cite drivers who do not stop.

Implementation and Inter-agency Coordination

Pedestrian-oriented plans and guidelines are only as good as their impact. Several mechanisms exist to make these policy documents more effective. Specifically, updating key documents such as the zoning code, the *Smart Growth Checklist*, and community and specific plans to improve their usability is a good first step. Guidelines are more likely to be employed if they are requirements. As discussed in the previous section, developing pedestrian technical guidelines could streamline improvements.

However, without inter-agency coordination, the City has only so much influence over its environment. Other entities build and make improvements in Sacramento including the State Capital, Caltrans, the County, and the Regional Transit District (RT). The Steering Committee and the documents both noted potential inter-agency tensions: with the state regarding parking requirements of capital buildings, RT regarding coordination of transit and adjacent land uses, and Caltrans regarding changes at intersections in the City under Caltrans jurisdiction. The City of Sacramento will need to employ strict requirements and strategic coordination to ameliorate potential future conflicts.

Funding

Projects cannot be built without funding. Both our evaluation of the *Programming Guide* and the Steering Committee noted potential improvements to the City's project ranking system. These included critical issues such as requiring CIP projects to have a pedestrian component, adjusting ranking systems to include all modes, and using available data in project ranking. There is a tendency to combine pedestrian and bicycle funding into one "alternative modes" category; however, pedestrian and bicycle needs and facilities are very

**Pedestrian Master Plan: Policies, Codes, Strategies, Standards
and Guidelines Evaluation White Paper (Tasks 5 and 7)**

CITY OF SACRAMENTO

different, making this approach erroneous. In short, the programming system should be updated with pedestrian concerns in mind.



Pedestrian Master Plan

Public Works Department,
City of Sacramento



Overview

- Progress Report: Completed/Remaining
- Review of Work Completed to Date
- Next Steps
- Schedule



Progress Report

COMPLETED

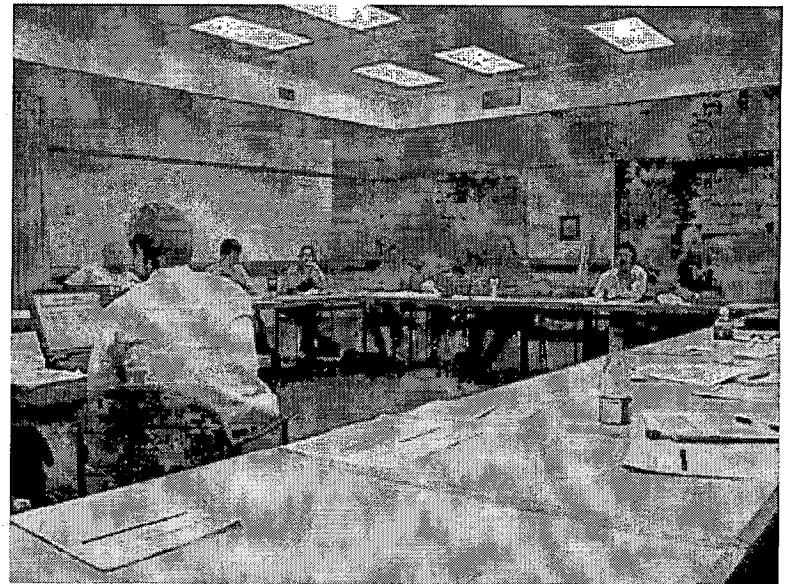
- Steering Committee Workshop**
- Four Public Open House Workshops**
- Preparation of White Paper**
- Walkability Audits**

REMAINING

- Creation of Pedestrian Capitol Improvements Program (Ped CIP)**
- Funding**
- Environmental Review**
- Adoption and Implementation**

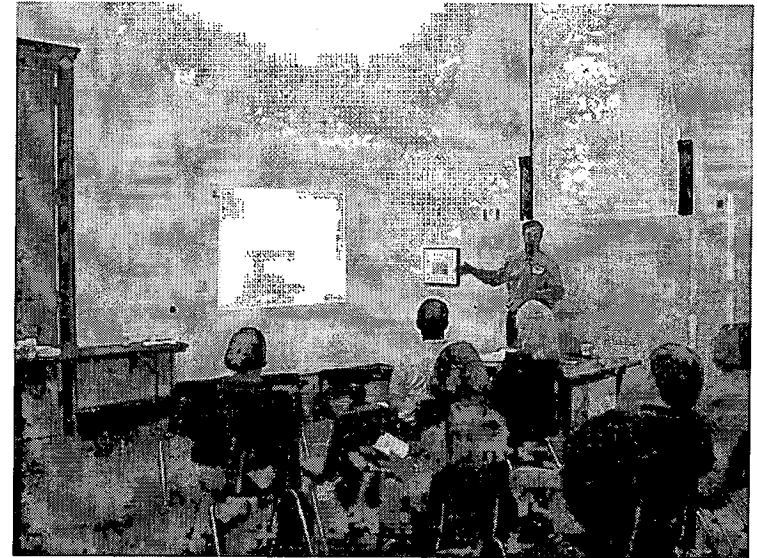
Steering Committee

- Broad Spectrum of Representation.
- Reviewed/Shaped Policies, Codes, Strategies, Standards and Guidelines.
- Will Reconvene for the Ped CIP.



Public Open House Workshops

- One in Each Neighborhood Service Area.
- Presentation of Work Completed.
- Discussion of Key Ideas.
- Outline Future Tasks.





White Paper

- Review of Current City Policy, Codes Strategies and Standards.
- Identifies Strengths and Deficiencies from a Pedestrian Perspective.
- Suggested Modifications to City Policy Documents.

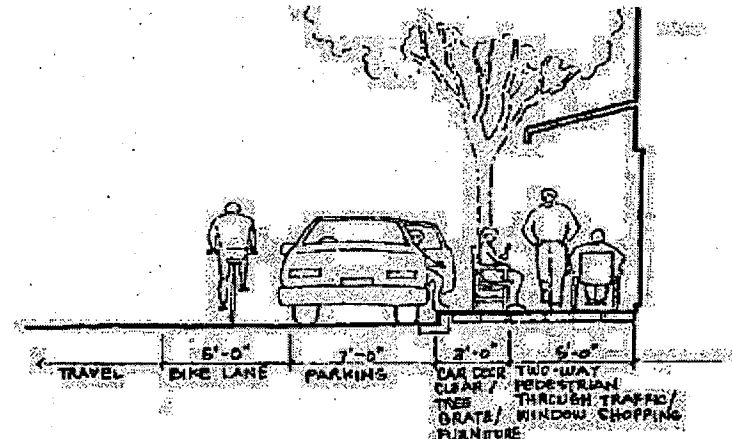
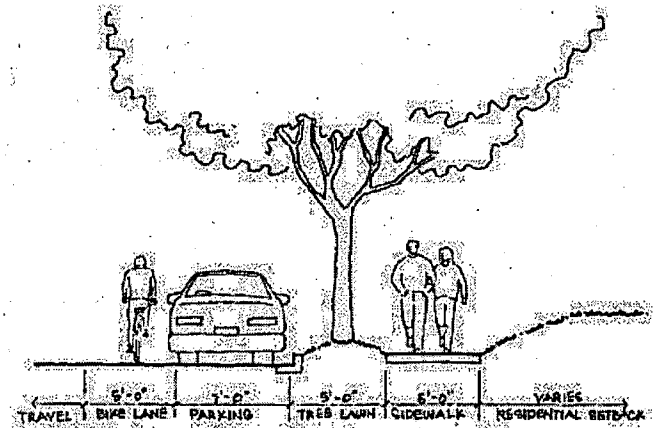


Opportunities for Change

- Pedestrian Infrastructure Needs.
- Supportive Street Character.
- Supportive Land Use.
- Supportive Programs.

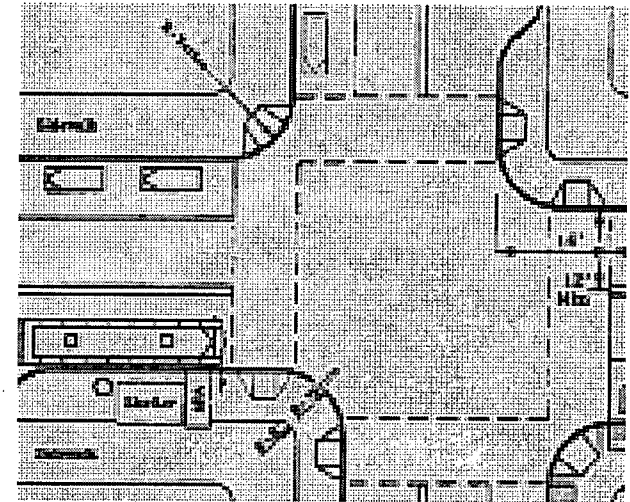
Pedestrian Infrastructure Needs

- Allocate more space for pedestrians:
 - Refine Pedestrian-Friendly Street Standards.
- Improve sidewalk usability:
 - Improve Standards for Street Lighting and Signage.
 - Adopt a Street Furniture and Newspaper Rack Ordinance.



Pedestrian Infrastructure Needs

- Revise Intersection Design Standards:
 - Maximum Curb Radii.
 - Provide Increased Corner Visibility.
 - Provide Pedestrian Refuge Islands.
 - Improve Pedestrian Signals.



Pedestrian Infrastructure Needs

- Increase Pedestrian Permeability:
 - Encourage Passthroughs and Shortcuts.
 - Encourage Continuous Neighborhood Pedestrian Network.



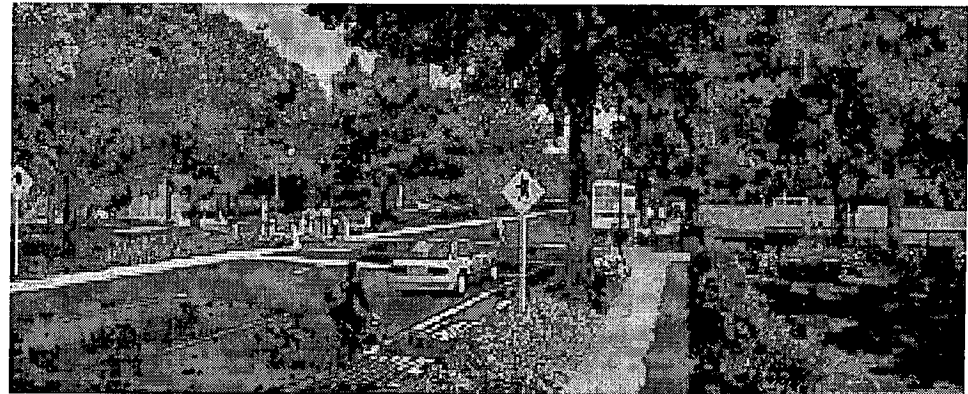
Supportive Street Character

- Update Level of Service Standards:
 - Incorporate All Modes of Travel.
 - Roadway Character to be Context Sensitive.

BEFORE

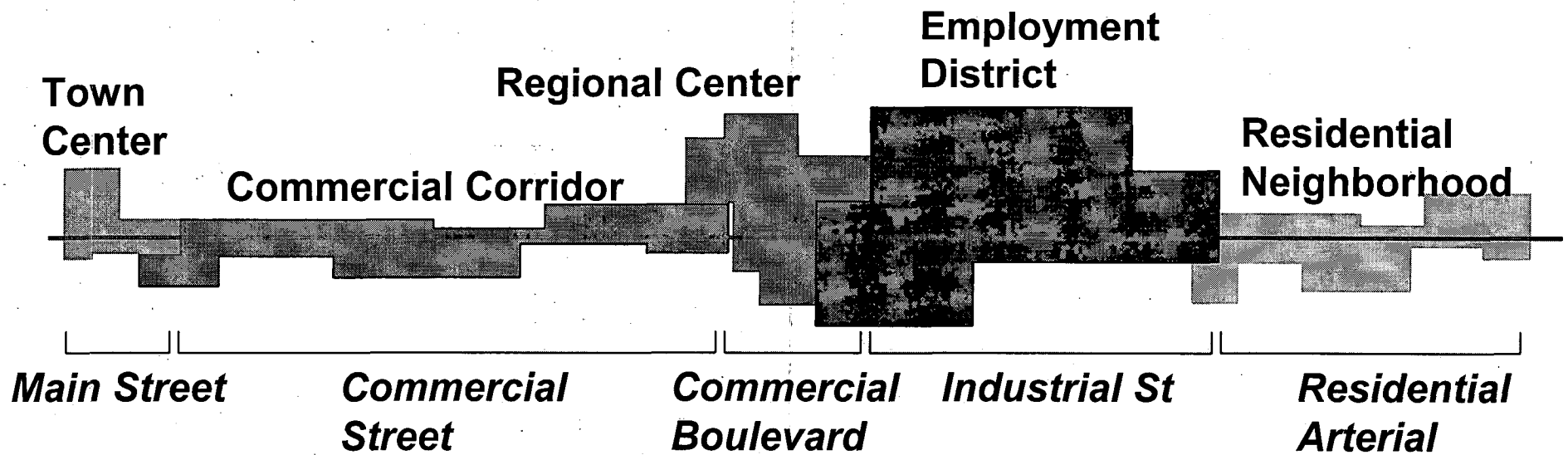


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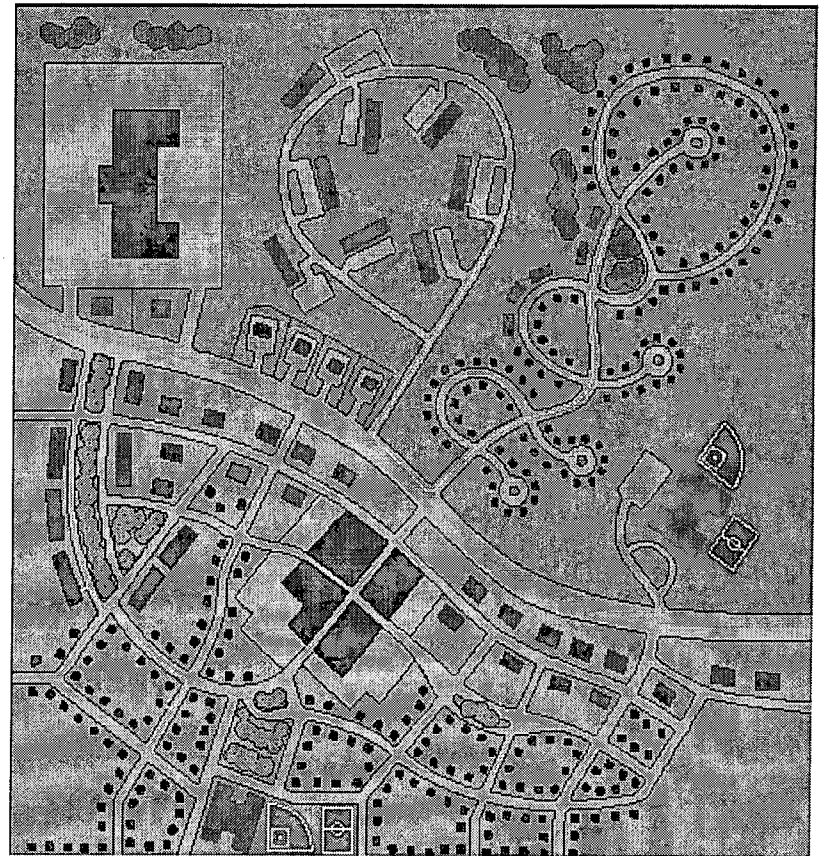
Supportive Street Character

“One Size Does Not Fit All”



Supportive Land Use

- Apply Traditional Neighborhood Design and Smart Growth Principles:
 - Create Pedestrian Overlay Zoning.
 - Building Design and Orientation.
 - Parking Design and Orientation.



Supportive Programs

- Education and Enforcement Programs:
 - Driver Awareness Programs.
 - Crosswalk Sting Operations.
 - Red Light Cameras.



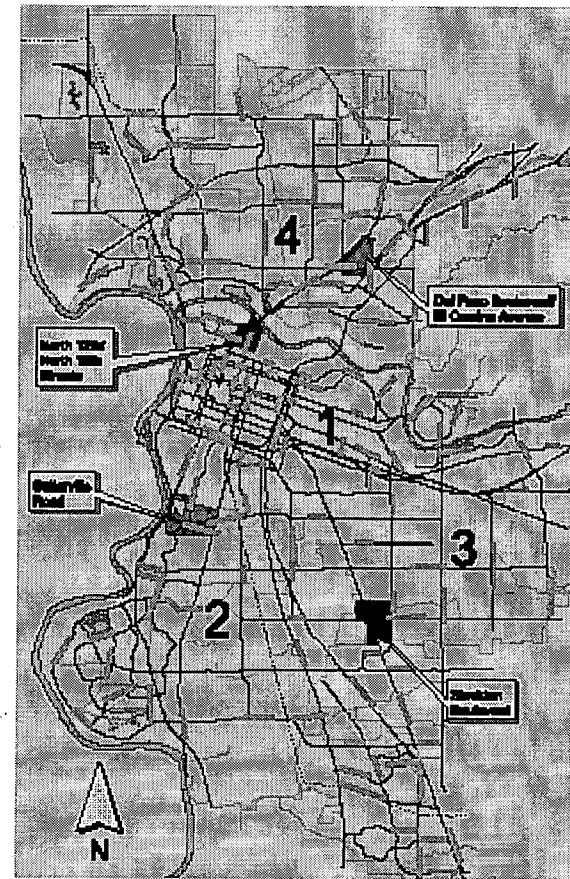


Documents with Recommended Modifications

- General Plan
- Pedestrian Safety Guidelines
- Transportation Programming Guide
- Residential Design Principles
- Design Procedures Manual Improvement Standards
- Street Design Guide and Pedestrian Friendly Street Standards
- Traffic Calming Guidelines
- Design Guidelines for Bus and Light Rail Facilities
- ADA Transition Plan

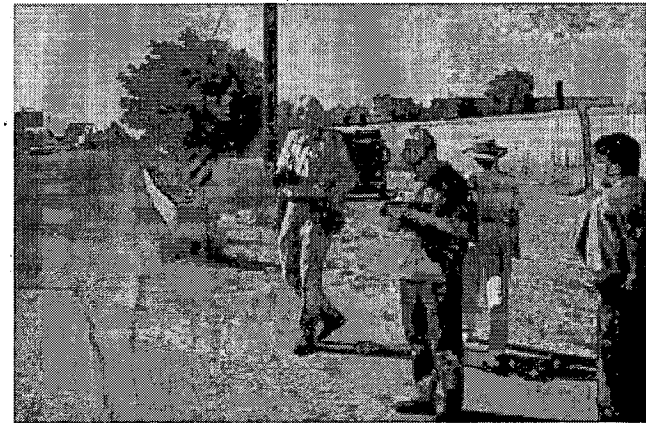
In Progress: Walkability Audits

- Four Neighborhoods Identified in Each Neighborhood Service Area.
- Areas Selected Based on Perceived Deficiencies.
- Audits Become Case Studies for the Ped CIP.



In Progress: Walkability Audits

- Led by Noted Pedestrian Expert Dan Burden
- Attended by Steering Committee Members and Interested Parties





Next Steps: Ped CIP

Identify High
Potential Walking
Areas

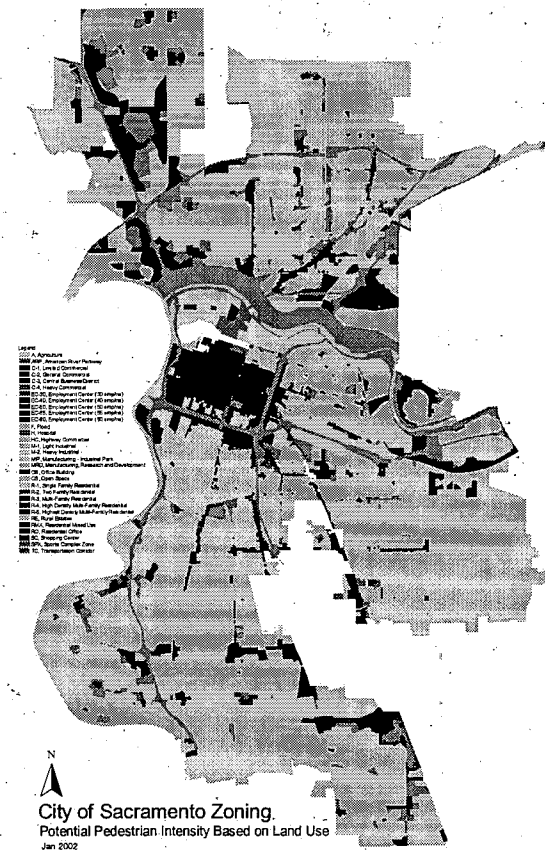
Identify High
Deficiency
Infrastructure
Areas



High Priority
Improvement
Areas

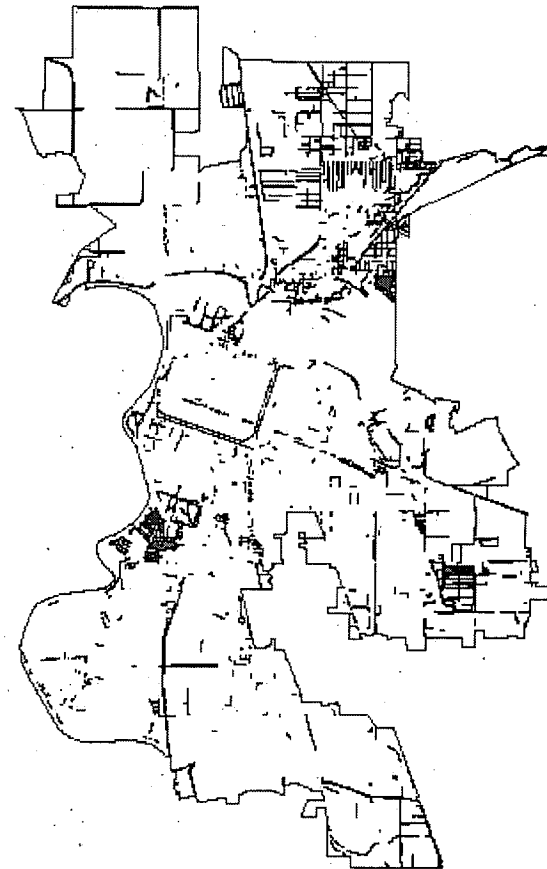
Next Steps: Ped CIP

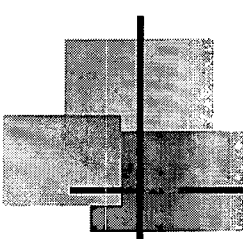
- High Potential Walking Areas:
 - Zoning/Land Use
 - Access to Transit
 - Block Size
 - Demographics



Next Steps: Ped CIP

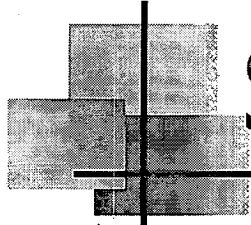
- High Deficiency Infrastructure Areas:
 - Missing Sidewalks
 - Unlit Areas
 - Large Intersections
 - High Speeds
 - Accidents





Next Steps: Prioritizing and Funding

- Assemble High Priority Project Lists.
- Analyze Funding Opportunities.
- Assemble a Funding Program.



Schedule

- Complete Draft Master Plan Document by December 2003.
- Complete Environmental Review by March 2004.
- Adoption of Master Plan by May 2004.