SUMMARY REPORT

Caltrans

ACTIVE TRANSPORTATION PLAN 2021

DISTRICT 10



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Cover photo: Pedestrians using a crosswalk along SR 49 in Sonora, CA



Paved shoulder along rural SR 140 in Merced County.

KEY TERMS

The list below defines key terms used throughout this plan document. While the definitions below apply to the Caltrans District 10 Active Transportation Plan, other jurisdictions and government agencies may have different interpretations.

ROADWAY NETWORK

State Highway System (SHS): Legislatively designated highway network that supports the movement of people and goods across California. The California SHS includes a variety of highway infrastructure assets, including but not limited to pavement lane miles, bridges, tunnels, and culverts.

State Transportation Network: The State Transportation Network includes the SHS and other multimodal facilities owned and managed by Caltrans.

Highway: Roads, streets, and parkways and connected infrastructure elements such as on- and off-ramps, bridges, and tunnels. Freeways are highways with full access-control elements, which have two or more motor vehicle lanes in each direction.[1] Highways that are not freeways are expressways or conventional highways.

Main Street: A community street within the SHS that typically has speeds of less than 40 mph and serves pedestrians, bicyclists, transit riders, and drivers.[2] Examples in District 10 include state routes 132 in Waterford and 26 in Linden.

Pedestrian: In this document, the terms pedestrian and walk are applied broadly to travel by all users of sidewalks, including people walking or rolling using a mobility assistance device such as a walker, stroller, or wheelchair.

ANALYSIS

Gap: Specific locations where pedestrian facilities (like sidewalks and crossing treatments) or bicycle facilities (like bike lanes) are missing, narrow, or incomplete.

Barrier: A physical element that restricts the movements of pedestrians or bicyclists between elements of the pedestrian or bicycle network. Examples include an uncontrolled highway on- or off-ramp crossing or poor crosswalk visibility.

Location-based need: A specific location on the State Transportation Network where infrastructure changes would most benefit people walking and best achieve the State's active transportation goals from ***Toward an Active California***. Examples include needs for people walking or biking across or along the highway.

1 Federal Highway Administration, "Highway Performance Monitoring System Field Manual." https://www.fhwa.dot.gov/policyinformation/hpms/fieldmanual/hpms_field_manual_dec2016.pdf.

2 California Department of Transportation, Main Street, California." https://dot.ca.gov/-/media/dot-media/programs/design/documents/main-street-3rd-edition-a11y.pdf.



Dennis T. Agar,
District 10 Director

MESSAGE FROM THE DISTRICT 10 DIRECTOR

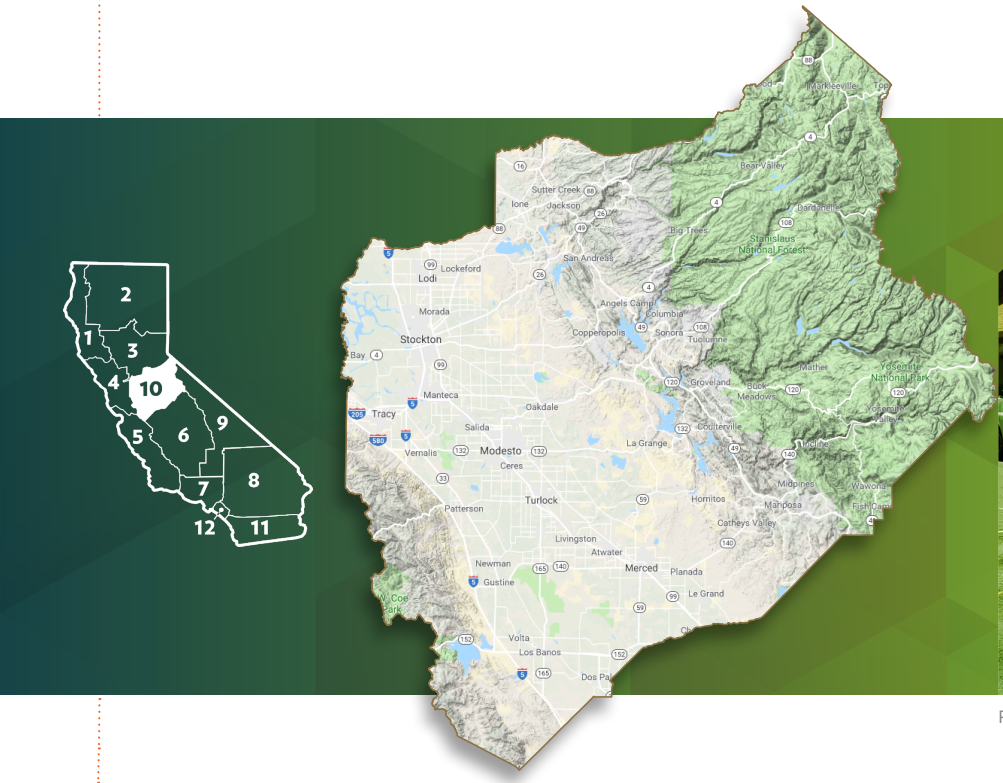
I am pleased to present the Caltrans District 10 Active Transportation Plan (Plan) for the San Joaquin Valley and Central Sierra counties of Alpine, Amador, Calaveras, Mariposa, Merced, San Joaquin, Stanislaus, and Tuolumne. This Plan furthers the 2017 State Bicycle and Pedestrian Plan, ***Toward an Active California***, which established statewide policies, strategies, and actions to advance active transportation and transit safety, mobility, preservation, and equity.

The Caltrans District 10 team is already working to incorporate active transportation elements into our projects and embracing a Complete Streets approach to our planning, project development, operation, and maintenance activities. This Plan provides valuable guidance by identifying and prioritizing needs informed by our department and our public agency and community partners.

The Plan will guide Caltrans investments to support walking and biking and connect people with jobs, services, and recreation while seeking to reconnect communities where the State Highway System has created a barrier. Collaborating with our partners from local and regional agencies, community organizations, and advocacy groups has been central to the development of this Plan, and it will be central to its implementation.

I would like to acknowledge and thank all who participated in this process. We look forward to working with our local and regional partners and communities on implementing the District 10 Active Transportation Plan.

Dennis T. Agar,
District 10 Director





Pedestrians crossing SR 120 in downtown Groveland, CA.

PURPOSE AND OVERVIEW OF PLAN

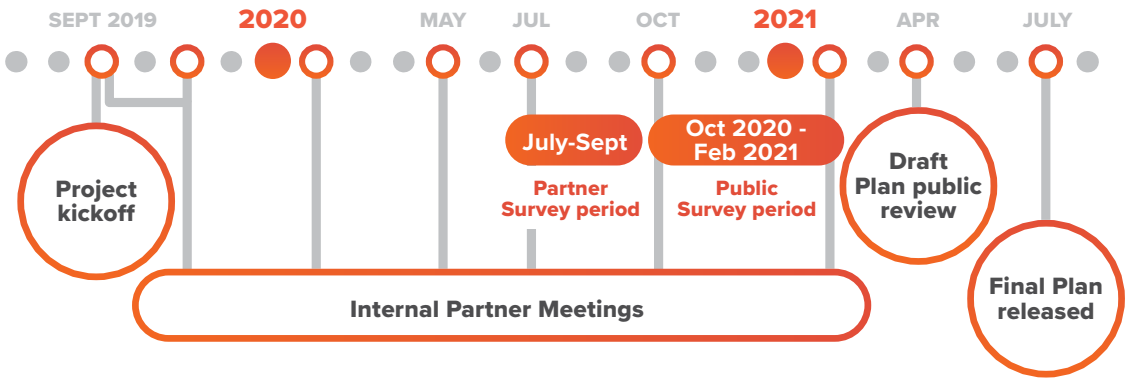
This Plan implements the Vision Statement and Goals in ***Toward an Active California***, the statewide bicycle and pedestrian plan, and it is part of a comprehensive planning process to identify locations with bicycle and pedestrian needs in each Caltrans district across California. Both Caltrans staff and regional and local agency partners will use the Plan to address high priority needs along the State Highway System (SHS). Needs will be addressed within the scope of future construction or maintenance projects along the SHS.

State highways play a critical role in towns and cities across California. They serve as main streets, provide access to destinations people visit every day, and are often the primary routes connecting communities. This Plan identifies challenges and potential solutions for walking and biking on Caltrans roadways. It recognizes that many people use Caltrans roadways to walk, bike, and connect to transit. It also acknowledges that people of color, people with lower incomes, and youth and older adults experience disproportionately higher crash risks than other groups do. This Plan seeks to make it safer, more comfortable, and more convenient for everyone to walk and bike more often by identifying needs and priorities for future investments. When more people are able and encouraged to walk or bike for short trips and to access transit, our communities experience improved air quality, health benefits, social equity, quality of life, and economic vitality.

The Plan consists of two elements:

- This Summary Report which provides an overview of conditions for people walking and biking on Caltrans roadways today, a look at locations in the district where significant needs exist for people walking, and a description of next steps in the implementation process. A description of the methodology for the planning analysis is on the District 10 page of the *Caltrans Active Transportation Plan website*.
- A companion online Story Map provides an opportunity to view and interact with a series of District 10 maps that highlight the pedestrian and bicycling issues and opportunities described in this report. The Story Map is available at the *Story Map website*.

District 10 Active Transportation Plan Process Timeline



WHAT'S INSIDE THE PLAN?

This plan identifies and prioritizes pedestrian and bicycle needs on and across the SHS to inform future investments. The Plan's main output is a prioritized list and map of location-based needs.

The following sections present key information about the planning process and identifies next steps to support implementation.

STATEWIDE CONTEXT

How the goals of Caltrans' Statewide Plan, ***Toward an Active California***, guided the development of this Plan, and how this plan fulfills the next step in the process of addressing active transportation needs along the SHS.

PUBLIC ENGAGEMENT

Stakeholder and public engagement efforts to learn directly from people who walk and bike along and across the District 10 SHS.

WALKING AND BIKING IN DISTRICT 10 TODAY

What it is like to walk, bike, or connect to transit along the SHS in District 10 today, and where there are opportunity areas to replace driving with walking and bicycling trips.

NEEDS FOR PEOPLE WALKING AND BIKING ON THE CALTRANS NETWORK

Location-based needs identification and prioritization process to address existing barriers and gaps in the District 10 SHS pedestrian and bicycle network.

NEXT STEPS

Coordination, facilitation, and project development steps for Caltrans, local partners, and the public to implement this Plan's recommendations.

STATEWIDE CONTEXT

In alignment with the vision in ***Toward an Active California***, this Plan establishes methods for identifying and evaluating pedestrian and bicycle needs on, across, and parallel to the SHS. It focuses on increasing social equity throughout the planning process, strengthening community partnerships, and improving connections between the State and local networks.

Toward an Active California outlines four goals, which guided the development of the District 10 Active Transportation Plan:



- **MOBILITY:** Reduce dependency on single-occupancy vehicle travel through mode shift to bicycling, walking, and transit. Triple biking and double bicycling;



- **SAFETY**: For all users (modes) and abilities, as expressed through Toward Zero Deaths (Caltrans) and Vision Zero (local agencies) initiatives;



- **EQUITY:** Promote active transportation solutions that serve the communities within the district by improving accessibility and healthy transportation options for disadvantaged communities;



- **PRESERVATION:** Ensure district active transportation strategies and actions adequately discuss the long-term maintenance needs and resources required to maintain a state of good repair for the SHS.

The District 10 Active Transportation Plan is the second of five steps for delivering active transportation infrastructure in California, as shown in the graphic on the next page. The work will continue with Caltrans collaborating with local partners to identify, fund, construct, and maintain pedestrian and bicycle projects.

BUILDING A MORE EQUITABLE FUTURE

Caltrans has an important role to play in advancing equity in California so that everyone can thrive, starting with the most vulnerable and regardless of race, socioeconomic status, identity, or where and how they travel. Although the goal of a modern transportation network should be to connect communities to jobs and other destinations, historically, the California SHS has often done the opposite. Freeways, expressways, and high-speed arterials act as barriers, often disconnecting people from the services and locations they need to access and dividing previously established communities.

Today's disadvantaged communities result from unequal access to government services and opportunities. Historically, racially restrictive zoning and discriminatory lending (redlining) contributed to racial segregation and wealth inequities between white and non-white populations and a disproportionate share of the later exposed to unhealthy environmental conditions and food insecurity. Inexpensive land values in these disadvantaged communities enabled highway projects and urban renewal that perpetuated poverty. The ultimate disadvantaged community are the homeless—an invisible transient community with origins in the migration to California during the Depression. Homelessness was fueled by government actions reducing services addressing mental health and drug dependency, unequal access to affordable transportation and the opportunities it affords, and a housing affordability crisis impacting much of the West Coast. Due to this history, Caltrans has an obligation to not only seek equal treatment in its projects and other works, but also to actively correct the division that SHS construction caused in these communities. This Plan, alongside ***Toward an Active California*** and all of the Caltrans Active Transportation Plans, lists equity as one of its main goals, which is intended to be a step toward meeting the agency's equity obligations.

As part of that goal, the Plan's prioritization metrics include *CalEnviroScreen* score and median household income, as key factors in determining the prioritization level the location-based need receives. Additionally, public engagement activities were focused on locations near the SHS and within or adjacent to disadvantaged communities.

TOWARD AN ACTIVE CALIFORNIA VISION STATEMENT

By 2040, people in California of all ages, abilities, and incomes can safely, conveniently, and comfortably walk and bicycle for their transportation needs.

HOW CALTRANS MEETS ACTIVE TRANSPORTATION NEEDS

STEP 1 *Toward an Active California* sets statewide active transportation vision, goals, and policy.

STEP 2 District 10 Active Transportation Plan locates needs on the State Highway System and establishes a baseline for assessing future progress

STEP 3 Projects that address those needs are identified by Caltrans and its partners in local agencies, community-based organizations, and the public

STEP 4 Projects are funded through state funding and grant programs or via local funding sources

STEP 5 Projects are constructed by Caltrans or by local agencies



Pedestrians walking along an unfinished shoulder of SR 165 in Hilmar, CA.

VISION ZERO INITIATIVES AND THE CALTRANS TOWARD ZERO DEATHS GOAL

Vision Zero is an organizing framework for eliminating fatalities and serious injuries caused by traffic crashes. Agencies and jurisdictions around the world have adopted Vision Zero goals to reduce the loss of life on local roadways and work towards safer roadways through engineering and programming changes. A defining feature of Vision Zero Action Plans is their ability to coordinate and focus the ongoing work of agency departments and partner jurisdictions towards this singular goal. Caltrans developed its Toward Zero Deaths goal as its expression of the Vision Zero approach. The need for the initiative is critical: 257 people died, and 469 were severely injured, in the more than 3,200 crashes that involved pedestrians and bicyclists on District 10 roadways of all kinds between 2015 and 2019.

PUBLIC ENGAGEMENT

People who travel through their community every day have valuable first-hand knowledge about the challenges they face when walking and biking. Engagement efforts for this Plan were focused on the following objectives:

- Seeking input from the public
- Establishing new relationships between Caltrans and local community groups
- Deepening Caltrans' understanding of local contexts and needs

DISADVANTAGED COMMUNITIES

What are disadvantaged communities?

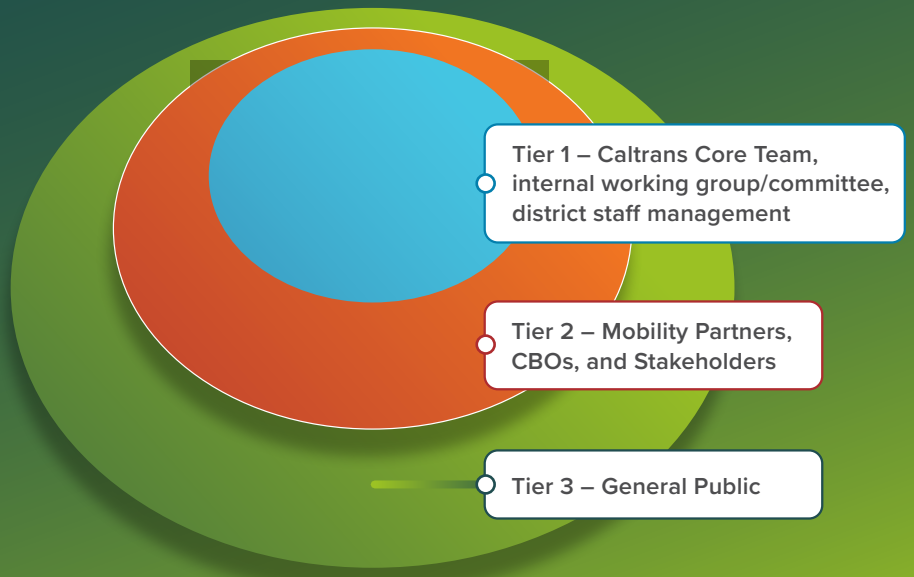
Disadvantaged communities in District 10 were identified using a combination of socioeconomic, health, and environmental exposure data. Examples of such factors include household income, sensitive populations with high rates of cardiovasculuar disease, and areas with high concentrations of particulate matter in the air. This is not an exhaustive list of factors.

This Plan's prioritized needs places extra emphasis on locations in disadvantaged communities. Refer to page 20 for more about the prioritization process.

HOW DISTRICT 10 CONNECTED WITH STAKEHOLDERS AND THE PUBLIC

Participants in the District 10 Active Transportation planning process generally fell within three tiers. The tiers relate to level of interest and involvement in the planning process and reflect the type of outreach and engagement between Caltrans and participants.

Tier 1 represents the collaboration necessary within District 10 to ensure the best available data and knowledge is incorporated into the plan and the plan's location-based needs and priorities are well understood by all staff. To this end, a Core Team consisting of staff who work on active transportation planning issues regularly and the public information office (PIO) was convened to communicate with and solicit input from District staff.



COORDINATION WITH LOCAL AGENCIES AND ADVOCATES

The second tier of stakeholders engaged in the planning process includes the partner agencies with mobility responsibilities and other government and community-based entities with a demonstrated interest in active transportation on, across, along, and close to state highways. Examples of these entities include cities, Native American tribes, school districts, transit agencies, regional transportation planning agencies, and community-based organizations. Representatives from local and regional agencies and organizations attended webinars to learn about the District 10 ATP and how to use the interactive online map to provide input on location-based needs.

These meetings offered the opportunity for stakeholders to share concerns, provide input on the process, and even identify specific locations on the SHS with gaps and barriers for people biking and walking. Additional meetings with bicycle advisory committees and technical advisory committees throughout the District provided further information about needs for people walking and biking.

PUBLIC OUTREACH AND ENGAGEMENT

Due to the COVID-19 pandemic and related restrictions for in-person engagement, District 10 relied on public-facing interactive online maps and online tutorial workshops with agency partners to solicit input. District 10 issued press releases (English and Spanish), a public map survey (English and Spanish), social media posts, letters to Native American tribes, stakeholder email lists, and content on the District 10 Active Transportation Plan website (https://www.catplan.org/district-10) to raise awareness and direct the public to engagement and input opportunities. While most census tracts in District 10 meet the definition of a disadvantaged community, specific focus was placed on targeted outreach for the following areas (in no particular order of importance):

- Communities most dependent on active transportation and transit as part of a work commute and daily travel according to recent American Communities Survey data
- Census tracts that fell within the upper 25% of environmentally disadvantaged communities listed according to SB 535
- Census tracts that had at least 80 percent of their household income below the state median income in line with AB 1550
- Schools located along state highways that have applied for or received Safe Routes to Schools grants
- Federally recognized and non-recognized Native American tribes

Examples of outreach to disadvantaged communities included letters to Native American tribes, social media posts, bi-lingual press releases, a bi-lingual map survey, onsite paper bi-lingual surveys, and direct communication with stakeholder list contacts. In addition to the outreach that has occurred, more concentrated effort is needed with schools along state highways, to communities that do not have convenient access to the internet, and to historically underrepresented communities dependent on multimodal transportation for their work commute. Much of this collaborative outreach will occur beyond the publishing of this Plan and is to be a continuous endeavor between Caltrans, agency partners, community based organizations, and the public.

ONLINE SURVEY AND INTERACTIVE MAPS

A public online survey and interactive map provided an opportunity for members of the public to submit comments and identify locations in need of improvement for active transportation users walking and biking on, across, and along the SHS. A similar interactive mapping tool was directed to regional and local agency partners and organizations. The public survey and maps featured a set of demographic questions for participants to answer after entering comments on the map. The purpose of the demographics questions was to gauge the extent to which this survey was able to reach members of historically underrepresented and disadvantaged communities. Over 940 comments were received on the public map and 514 comments were received from agency partners.



Students crossing at a yellow crosswalk on SR 165 after school finishes in Hilmar, CA.

HOW PUBLIC ENGAGEMENT INFORMED THIS PLAN

WHAT WE HEARD

The public shared their experience with a number of locations throughout District 10, including:

SR 49

- Near Sonora in Tuolumne County, the paved shoulders are too narrow or nonexistent along sections of the roadway.
- Several locations in Amador County between Jackson to Plymouth were identified as uncomfortable to walk and bicycle and lacking active transportation facilities.

SR 33

- Within the built-up areas in Stanislaus County, poor water drainage leads to flooded areas that make it difficult to access sidewalks and curb ramps at intersections.

SR 4

- Around Lake Alpine in Alpine County, it is uncomfortable to walk along and across the road.

PARTICIPANTS SHARED THEIR DESIRE FOR:

- Closing gaps in pedestrian and bicycle facilities at freeway over- and under crossings in the valley counties.
- ADA-accessible curb ramps are needed at intersection corners in built-up areas, such as in Empire on SR 132 in Stanislaus County.
- Safe and comfortable pedestrian and bicycling facilities are needed in the Community of Mariposa on SR 49 and along SR 4 in Calaveras County between Murphys and Cottage Springs.
- Better bicycle facilities and signage along SR 59 within the City of Merced.
- Communities having completed applications for Active Transportation Program funding should receive greater project priority

HOW WE BROUGHT STAKEHOLDER AND PUBLIC INSIGHTS INTO THE PLAN

Public input along with the needs identified by local and regional planning agencies informed the location-based needs identified in this Plan. To see how these locations identified by stakeholders and the public align with location-based needs, visit the project *Story Map*.

NEXT STEPS FOR PUBLIC ENGAGEMENT

CONTINUING CONVERSATIONS

The level of committed engagement included in this Plan's development doesn't end with its publication. District 10 will continue these conversations as the Plan's recommendations are implemented and projects are developed to ensure they reflect local community needs and priorities.

COORDINATION WITH ACTIVE AND ONGOING LOCAL AND REGIONAL PLANS

Local and regional public agencies provided active transportation infrastructure and planning data from completed and ongoing plans, as well as other input that was used to identify the location-based needs that are included in this Plan. Caltrans continues to collect information from stakeholders and the public about local needs through its online surveys and other efforts. Input that was available at the time this report was published are shown on the *Story Map* that accompanies this report and has a filter for needs related to local and regional plans. Refer to page 21 for more information about that map.



A passenger boards public transportation in Los Banos, CA

WALKING AND BIKING IN DISTRICT 10 TODAY

To better understand the walking bicycling conditions and experience along the SHS, a detailed analysis was performed and captured in an Existing Conditions Report. This section summarizes the key findings from that report.



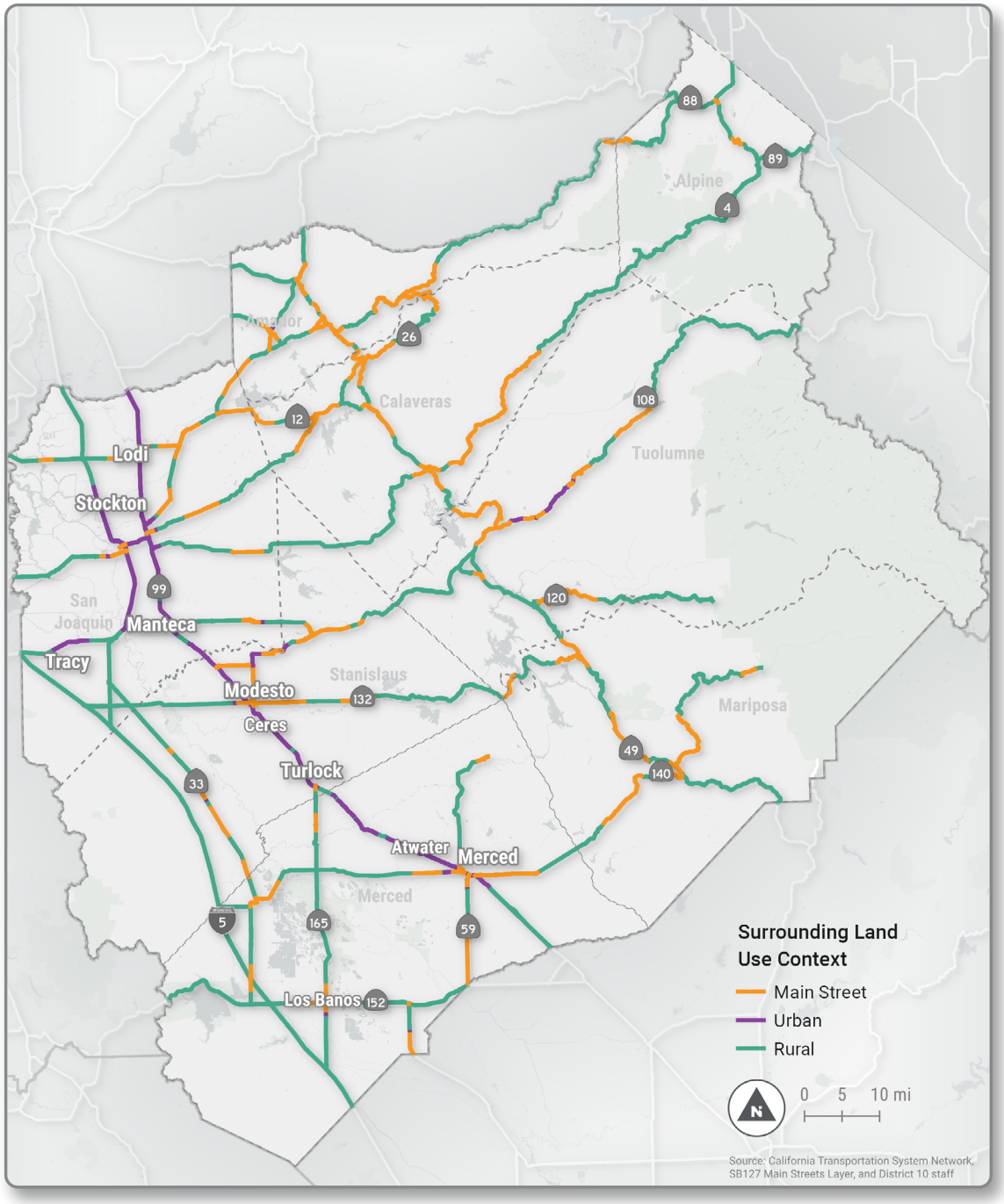
Crosswalk and curb ramps next to Stanislaus Elementary School on SR 219.



High school students walking along a shoulder with no sidewalk on SR 165 in Hilmar, CA.

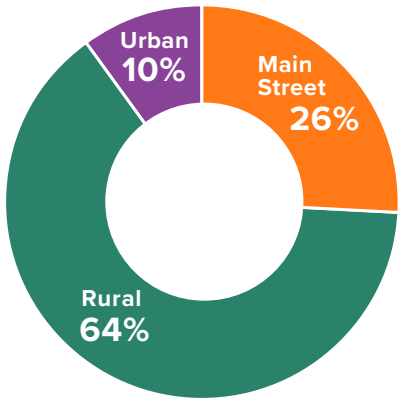
WHO USES THE STATE HIGHWAY SYSTEM?

A wide range of people use the system to walk and bike to work, school, the grocery store, and the next trailhead. The diversity in land use context along the SHS within District 10 means that needs and recommendations to serve pedestrians and bicyclists might vary based on the relationship between the highway and its surrounding land use. For example, people walking or biking along or across the SHS in more urban areas may be more likely to be taking commute-related trips to work or school or making short-distance errands, while people walking or biking along or across the SHS in rural areas may be more likely to be taking recreational walks. These differences should be confirmed with local partners and stakeholders and can be used to inform appropriate design treatments during the project development stage.



SURROUNDING LAND USE CONTEXT

The SHS in District 10 includes 1,322 miles of roadway. Land uses surrounding these roadways vary, but with the exception of Stockton and the communities along SR 99, are most often in a rural context. The differences in land use context means that needs and recommendations to serve people walking and biking vary based on the relationship between the roadway and its surrounding land use. The needs identified in this Plan reflect these different contexts. For example, identified needs emphasize locations where the frequency and quality of crossing opportunities of the SHS are low in urban areas and where walking and biking is impeded along Main Street areas.



Percentage of District 10 State Highway System by land use (centerline miles)

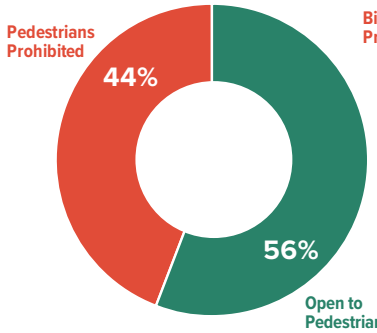
BIKING AND WALKING ON THE SHS IN DISTRICT 10

Many Caltrans roadways were built specifically to serve motor vehicles. As a result, 18% of Caltrans roadway miles in District 10 prohibit walking and 14% prohibit biking. These prohibitions vary by land use context and mode. Walking is allowed on all of the segments within the Main Street context, but is prohibited on 44% of urban roadways (many of which are freeways), and on 56% of rural roadways. Bicycling is prohibited on 41% of urban roadways, on 59% of rural roadways. Bicycling is not prohibited on any Main Street routes. This leaves many opportunities for adapting roadways to be safer and more inviting to people walking and biking, especially in places where active transportation demand is relatively high.

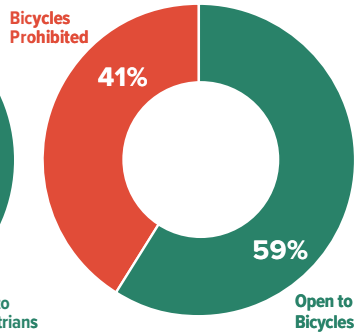
While areas where people can walk or bike may need sidewalks and crossing enhancements for them to do so comfortably, areas where walking and biking are prohibited may require design treatments like overcrossings to provide for continuous travel on foot or by bike.

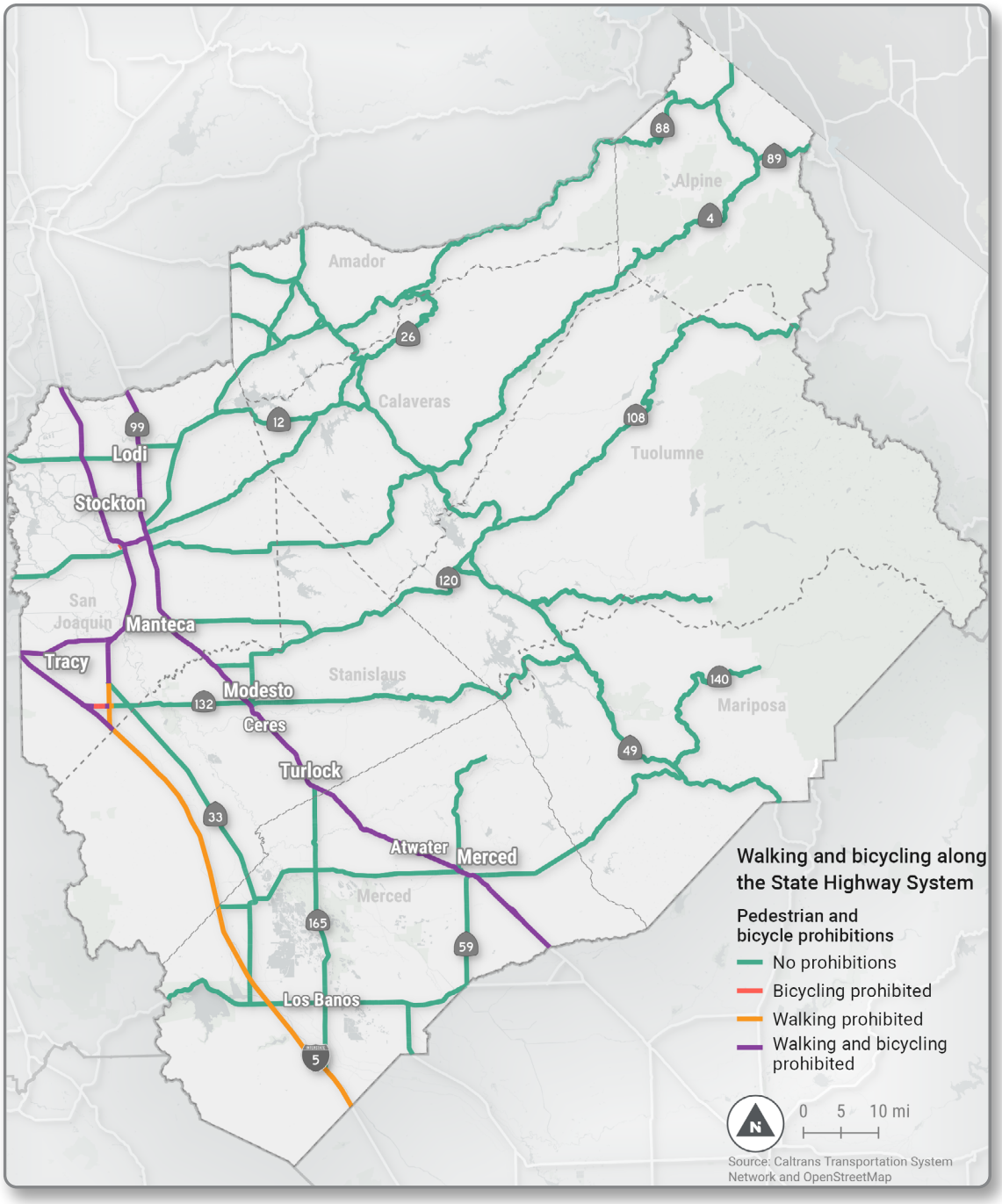
For locations where walking and biking are currently prohibited, Caltrans will weigh several considerations to determine whether to adjust access in the future. These include whether the location has been identified as a major priority for improvement in this Plan, whether more favorable local alternatives exist, and whether local plans have prioritized improvements to alternative routes.

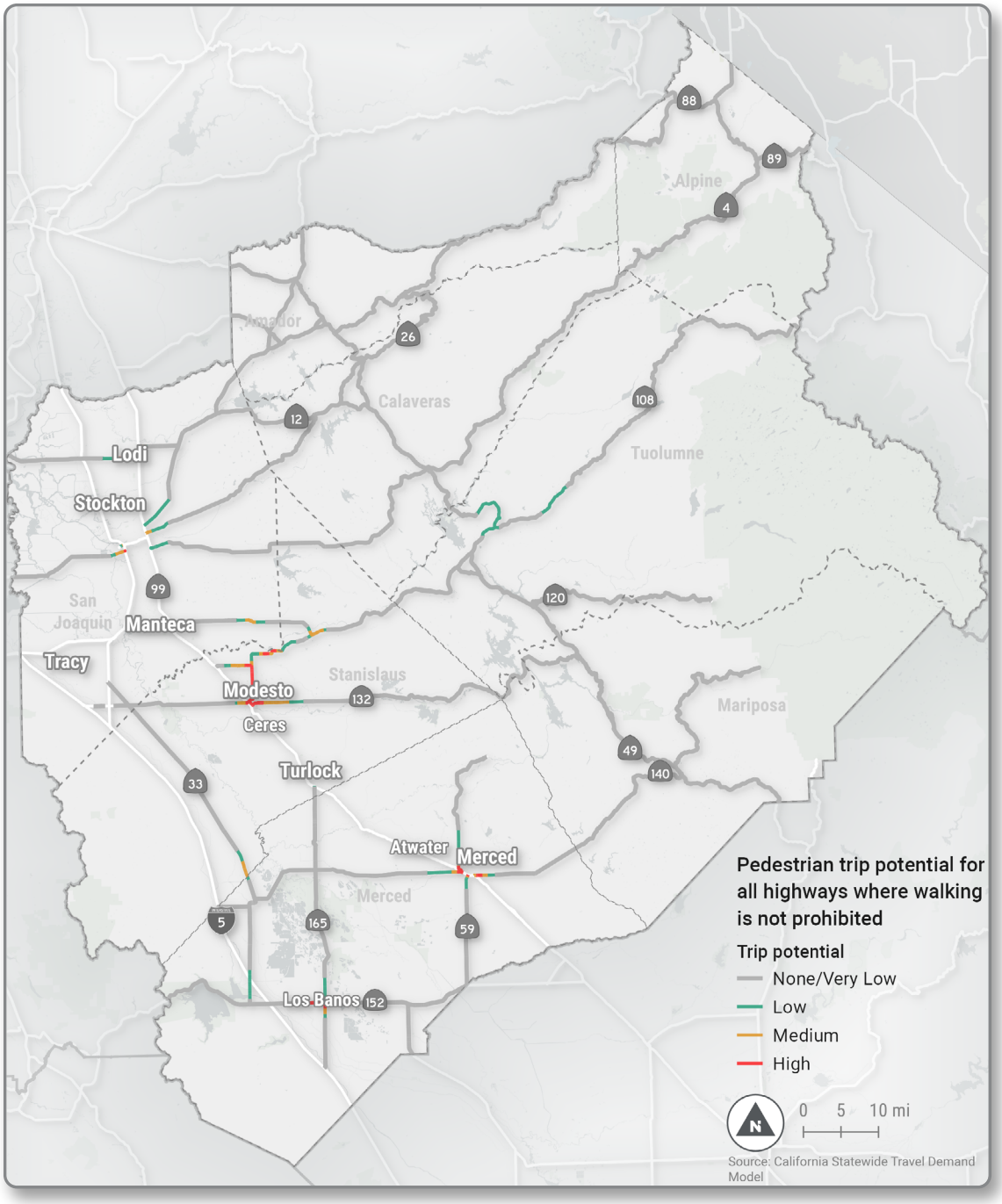
Percentage of urban roadways that allow pedestrian access along the SHS in District 10 (centerline miles)



Percentage of urban roadways that allow bicycle access along the SHS in District 10 (centerline miles)





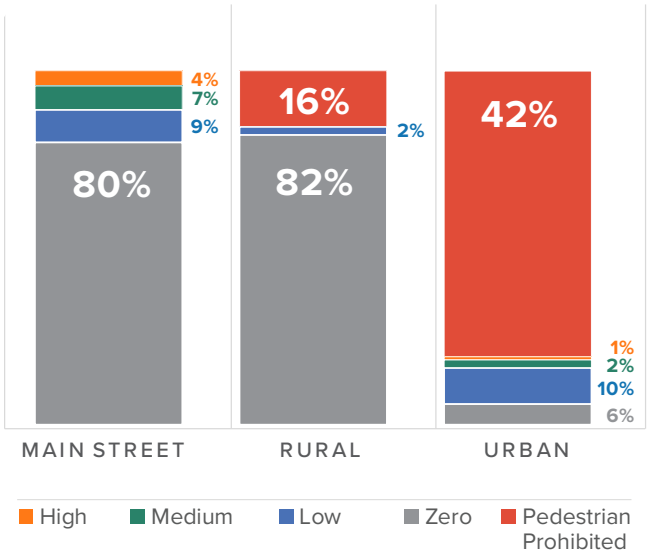


PEDESTRIAN TRIP POTENTIAL

Land use patterns, demographics, and characteristics of the built environment influence the extent to which a person can or will choose to walk or bike for daily needs or recreation. A number of factors can help determine the likelihood of people taking future trips on foot or by bike at a particular location.

Distance is one of the simplest determinants of bicycle and pedestrian trips. Most able-bodied adults can comfortably make trips of less than one mile on foot or less than three miles by bicycle. Focusing infrastructure investments in places where such short trips are frequently taken by car is an effective way to encourage pedestrian or bicycle travel instead.

The Main Street land use context has the highest density of trips that are one mile or less (just under 5 percent of trips), as well as trips three miles or less (5.5 percent). Urban land use contexts have the next highest density of trips under one mile and three miles, each about one percent. Rural areas have very few trips under three miles.



Percentage of State Highway System by Lane Use Category With Short Trip Opportunities

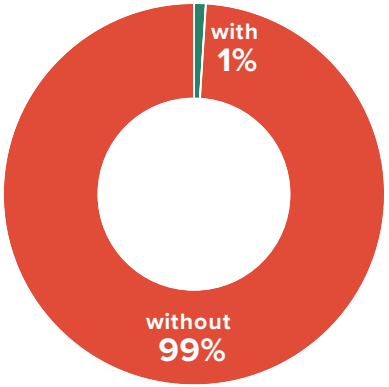
EXISTING BIKE FACILITIES

Bikeway infrastructure is most useful when it forms a complete network and offers a comfortable and inviting experience. Caltrans bike facilities are organized by four classifications:

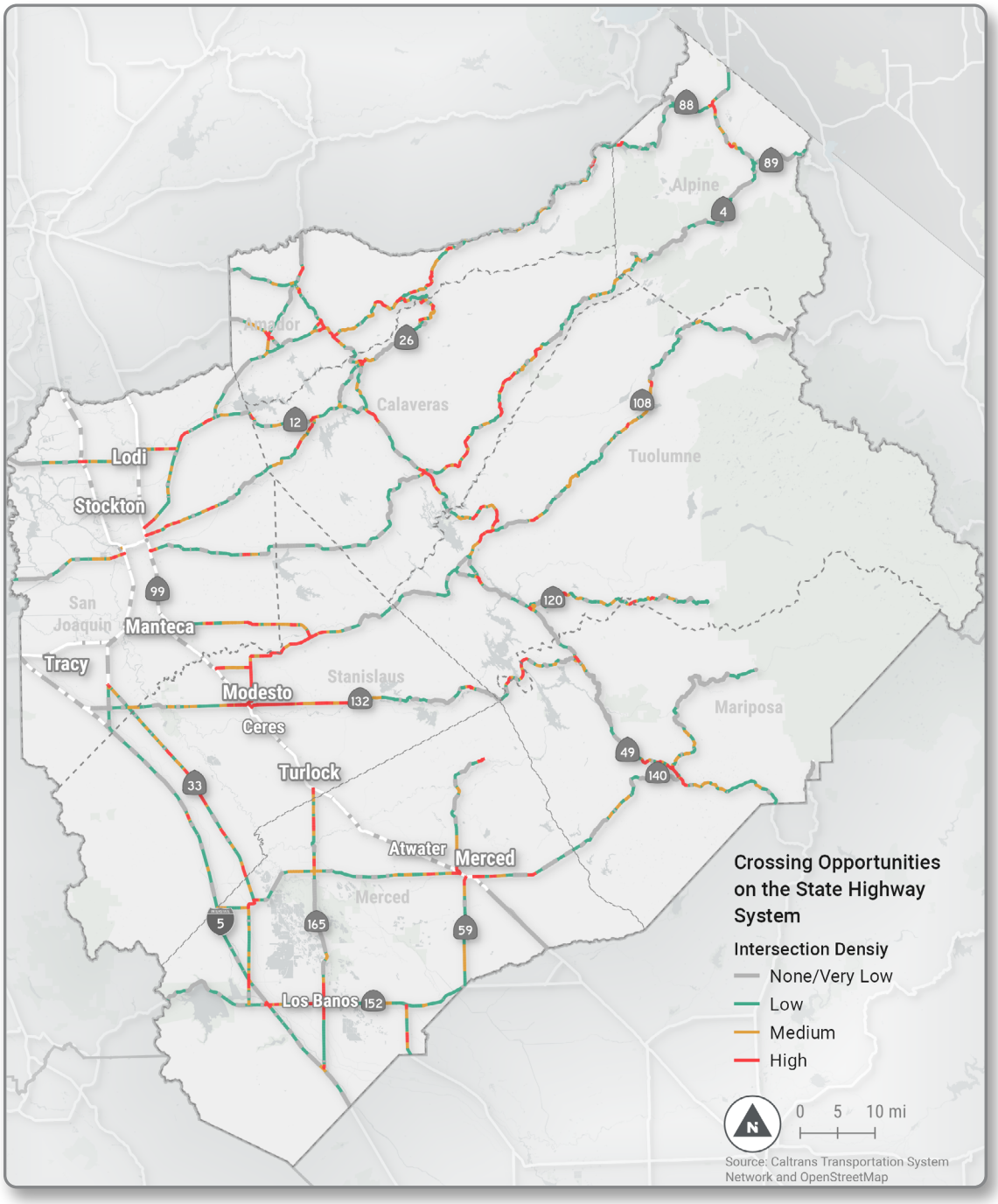
- Class I shared use paths are physically separated from the vehicular roadway.
- Class II bike lanes provide a dedicated space adjacent to vehicle travel lanes either with or without a painted buffer.
- Class III bike routes share roadway lane space with vehicles.
- Class IV separated bike lanes include hardened infrastructure such as a raised curb or vertical posts.

District 10 has just under 9 miles of designated bikeways on its 1,322 highway centerline miles. Most of these facilities are Class II bike lanes and most are in Main Street contexts. No bikeways in the district are considered low stress given the speed and volume of the roadways on which they are present. This Plan uses this information to determine where there are gaps in the low-stress bike network that could be closed by new facilities.

Percentage of SHS with Bicycle Facilities in District 10 (lane miles)

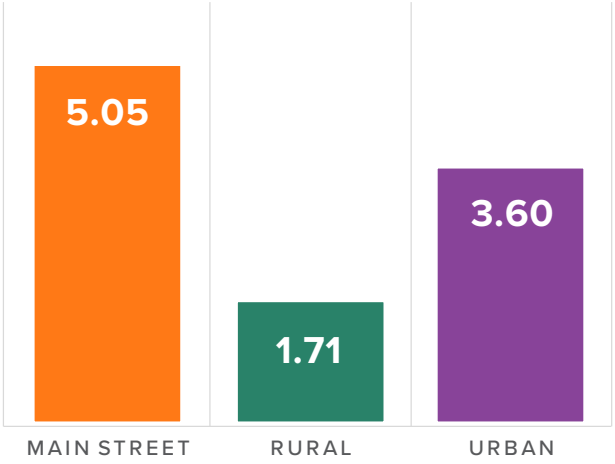






WALKING AND BIKING ACROSS THE SHS

Providing convenient and safe ways for people to cross the SHS is an important component of the active transportation network, especially in more densely populated areas. Often highways can act as barriers if opportunities for safely crossing the road are infrequent or low quality. Generally, there are more crossings per mile in urban and Main Street contexts where under- or over passes are often provided and there are generally more intersections with crosswalks. Not surprisingly, crossings are least frequent in rural areas. The quality of crossings is also very important; the presence of signals and marked crosswalks (along with other enhancements) and dedicated bicycle facilities on overpasses and underpasses can make crossing opportunities safer and more comfortable for all users of the roadway.



Walking Across The State Highway System (Average Crossings Per Mile)

NEEDS FOR PEOPLE WALKING AND BIKING ON CALTRANS HIGHWAYS

The primary purpose of this planning effort was to establish a prioritized list of "location-based needs," or specific locations on the Caltrans system where infrastructure modifications would most benefit people walking and bicycling and best achieve the goals identified in ***Toward an Active California***. To identify these needs, a data-driven assessment of gaps and barriers was conducted on the system that affect walking and bicycling. This information is available for review on the online ***Story Map***.



Community members walk along the shoulder of SR 120 in Groveland, CA.

IMPROVING ACCESS TO TRANSIT

Most transit and park and ride facilities in District 10 operate off the state highway system. This means that Caltrans' role in providing active transportation connectivity to transit is limited overall. However, all bus transit agencies in District 10 accommodate passengers with bicycles. In addition, ACE allows bicycles on its trains and has bike lockers and the Amtrak San Joaquins allow bicycles on its trains and thruway buses.

Further study and coordination is needed with local agencies to evaluate gaps/demand for active transportation last mile connectivity with transit stops in state highway corridors, and at park and ride locations.

IDENTIFYING NEEDS

The need for pedestrian and bicycle infrastructure along the SHS has been inventoried and documented by multiple sources over time. For this Plan, pedestrian and bicycle needs were identified through local agency plans, public engagement efforts, and analysis of Caltrans asset inventory or highway data.

As a starting point, planned pedestrian and bicycle facilities along or across the SHS that are identified in adopted plans by cities, counties, or regional planning organizations were analyzed; since these needs have been vetted through a completed planning process, they qualify for continued Caltrans planning and implementation support. In some cases, local plans identify the need for pedestrian or bicycle facilities that would cross a Caltrans roadway. In those instances, crossing needs at those locations are included in this Plan to support local networks.

In addition, Caltrans collected data to identify needs through partner and public surveys and other engagement efforts. The feedback was used to confirm assumptions made about the potential needs identified from the local plans and will be used to inform the project development process in the future. Moving forward, Caltrans will continue to collect additional survey data beyond the publication of this Plan, since needs and priorities will shift over time.

As a list of pedestrian and bicyclist needs were compiled, Caltrans also conducted detailed automated and manual analysis of SHS data to identify needs based in the following categories:

TYPES OF ACTIVE TRANSPORTATION NEEDS



MAIN STREET SIDEWALK GAPS

Main street locations lacking sidewalks on one or both sides of the road.



SIDEWALKS IN FAIR OR POOR CONDITION

SHS segments with sidewalks in fair or poor condition, as determined by Caltrans staff.



SIDEWALKS ALONG HIGHER-SPEED HIGHWAYS

SHS segments with sidewalks along roadways with a posted speed limit of 35 mph or higher. These sidewalk segments can be uncomfortable to walk on due to the speed of adjacent traffic, which can deter walking. Measures such as sidewalk buffers, bicycle lanes, parking, and barriers can improve the comfort of people walking and encourage these trips.



STRESSFUL PEDESTRIAN CROSSINGS

Intersections on conventional highways (that is, those that aren't freeways or expressways) that are stressful for people walking to cross. This analysis accounts for characteristics like the presence or absence of median islands and marked crossings, posted speed limits, and other factors.

Stressful bicycle crossings. This metric uses a similar stress analysis described for pedestrian crossings, above, but applies it to places where people cross conventional state highways by bicycle.



INFREQUENT CROSSINGS

Freeway sections where pedestrian crossings (like bridges or undercrossings) are infrequent. This analysis considers the local land use (e.g., the presence of destinations on both sides of the road), but it does not take into account the quality of the surrounding pedestrian network.



FREEWAY INTERCHANGE NEEDS

These needs are at locations that meet various gap criteria, including the presence of a narrow sidewalk, a lack of sidewalks, an uncontrolled highway on- or off-ramp crossing, unmarked highway ramp crosswalks, or poor crosswalk visibility. A freeway ramp intersection meeting at least one of these criteria is included as a need in this plan.

The result of this analysis is a map and list of individual location-based needs at specific locations where gaps and barriers may exist for people walking and biking along or across the highway. An example of one such location-based need is a sidewalk gap along West Charter Way (Hwy 4) in Stockton.

PRIORITIZING NEEDS

Locations with needs on the SHS were evaluated and prioritized according to the goals of ***Toward an Active California***. The purpose of this is to assess which location-based needs may be best suited to move into Caltrans project development phases over time. Prioritization may be used as a factor to inform future Caltrans efforts in seeking competitive funds to implement this Plan.

The first step in the prioritization process was to break the SHS in the district into smaller segments, such as areas around freeway crossings or one- to three--mile segments between major intersections. These segments are scaled to roughly align with segments Caltrans uses to develop improvement projects on the SHS, which is helpful so that individual needs can be grouped together with other projects on the system.

As a second step, each highway segment and freeway crossing was then scored based on factors like those described in the Walking and Bicycling in District 10 Today section of this report. These include the potential to shift short trips from driving to walking and bicycling; the history of pedestrian and bicyclist crashes nearby; the presence of a disadvantaged community nearby; and the condition of sidewalks, crosswalks, and bikeways along the facility. Each segment and freeway crossing was assigned a score based on these factors.

The scoring calculations incorporated input from District 10 staff on weights and measures assigned to each goal from ***Toward an Active California***, reflecting the localized vision and priorities of stakeholders and the public across the district, as summarized in the following table. These weights refer only to the data-driven prioritization in this Plan and do not intend to suggest that Caltrans District 10 assigns these weights to safety, mobility, equity, and preservation in all of its work. Safety remains the highest priority for Caltrans.

GOAL	WEIGHT	MEASURE(S)
Safety	25%	Reported crash density, severity-weighted crash density
Mobility	25%	Short-distance travel demand; access to transit
Equity	30%	CalEnviroScreen score [1]; median household income
Preservation	20%	Improvement to existing bike lane, crosswalk, or sidewalk
	100%	

1 *CalEnviroScreen* is a mapping tool developed by the California Office of Environmental Health Hazard Assessment that helps planners and policy-makers identify California communities that are most affected by many sources and effects of pollution. A location with a high CalEnviroScreen score experiences much higher such pollution burdens than one with a low score.

Finally, scored segments and freeway crossings were ranked and sorted into three tiers based on their relative intensity of need, with Tier 1 representing the highest intensity. The maps following this section show Tier 1 highway segments and freeway crossings in District 10. All the location-based needs on each highway segment and freeway crossing are assigned the same score and tier as the segment or freeway crossing itself.

This process provides a comparative indication of need, but active transportation needs like these are rarely addressed through independently developed projects. Needs at a given location should always be considered for incorporation into nearby projects on the SHS, regardless of their assigned tier. Caltrans has access to datasets with additional details describing the specific infrastructure conditions that resulted in individual needs being identified at specific locations. These details are intended to be used to support the project development process. The needs in this Plan will also be used to build Complete Streets performance targets used in the Caltrans project development process.



A paved shoulder along SR 108 in Tuolumne County can also serve as a bicycling route.

STORY MAP

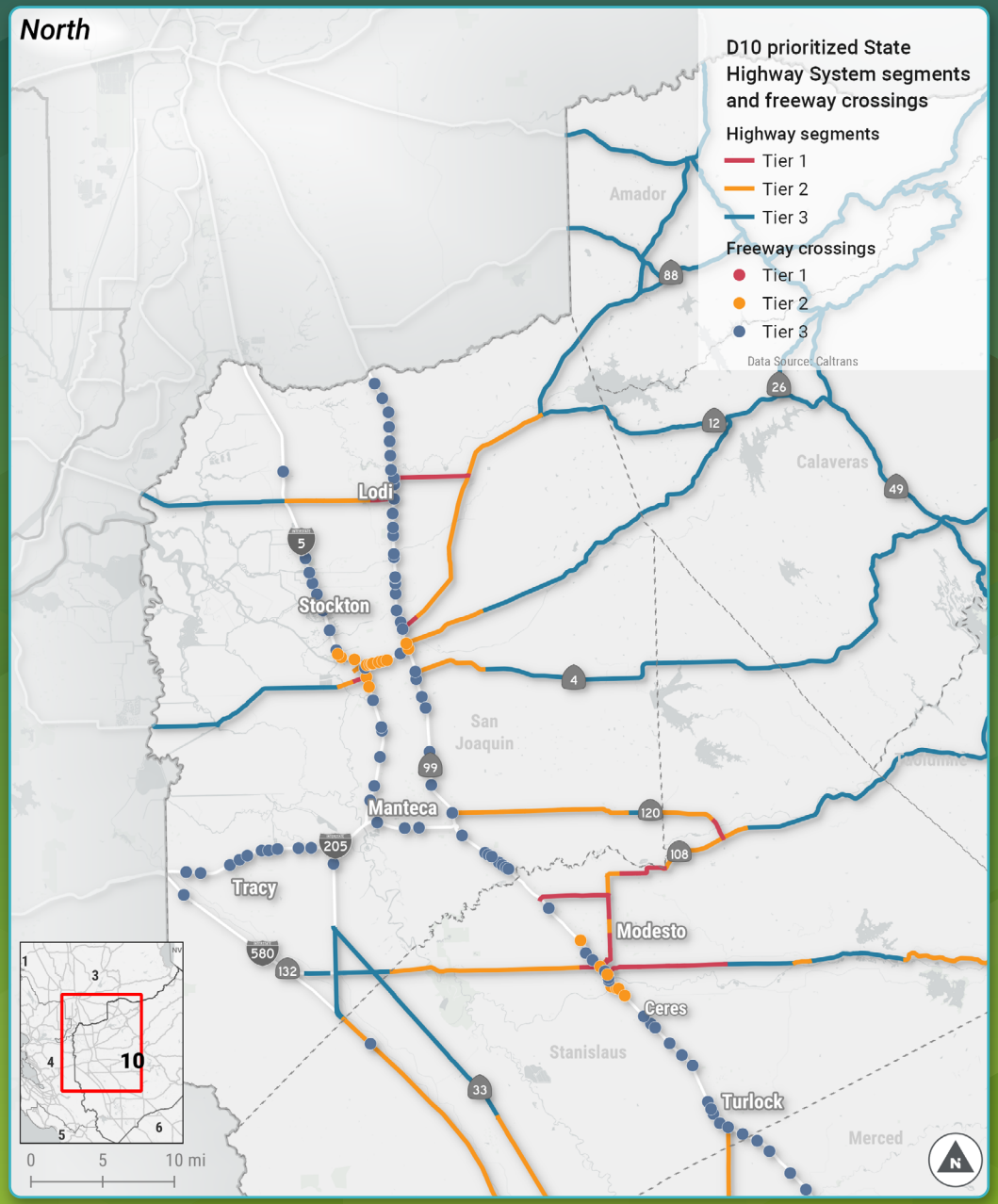
This Summary Report has a companion ***Story Map***. This interactive mapping tool provides greater detail on a full range of existing conditions measures and illustrates the individual and prioritized location-based needs. The map also provides additional information about each need:

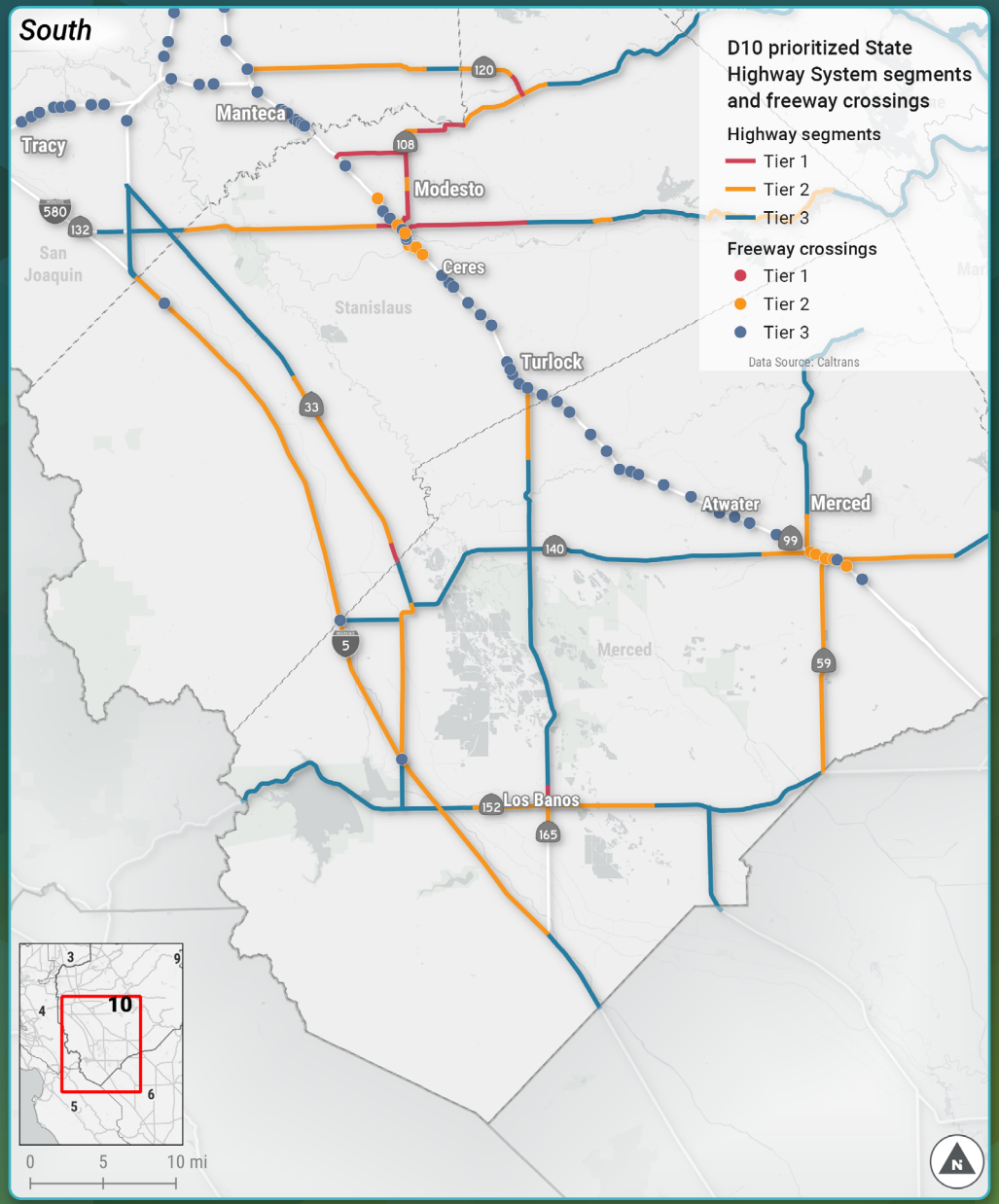
- Whether the need location is along or across the highway
- Whether the need is for bicyclists or pedestrians
- Relative priority (Tier 1, Tier 2, or Tier 3)
- Prioritization goal scores

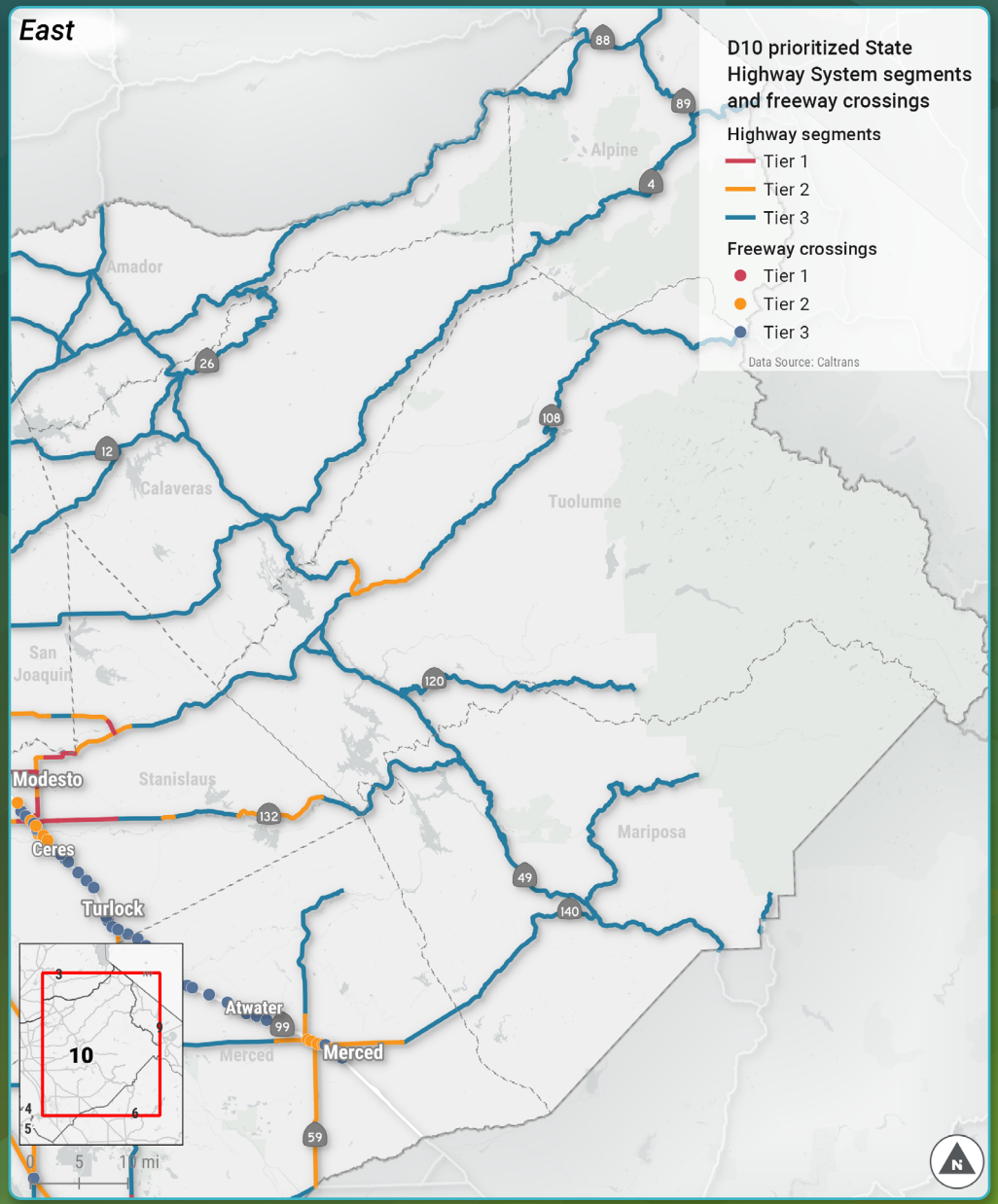
This information can help stakeholders and the public understand where needs and opportunities exist in their local community, the nature of those needs, and how those needs relate to the full picture of active transportation initiatives across the district.



Two kids walk and roll along the sidewalk on SR 165 in Hilmar, CA




South
D10 prioritized State Highway System segments and freeway crossings
Highway segments
Tier 1
Tier 2
Tier 3
Freeway crossings
Tier 1
Tier 2
Tier 3
Data Source: Caltrans
Manteca
Tracy
Modesto
Ceres
Turlock
Atwater
Merced
Los Banos
San Joaquin
Stanislaus
Merced
0 5 10 mi


East
D10 prioritized State Highway System segments and freeway crossings
Highway segments
Tier 1
Tier 2
Tier 3
Freeway crossings
Tier 1
Tier 2
Tier 3
Data Source: Caltrans
Alpine
Amador
Calaveras
Tuolumne
Mariposa
San Joaquin
Stanislaus
Merced
Modesto
Ceres
Turlock
Atwater
Merced
0 5 10 mi

NEXT STEPS FOR IMPLEMENTATION

The District 10 Active Transportation Plan serves as a critical step in implementing Caltrans' statewide vision for improving the walking and biking experience along the SHS in Alpine, Amador, Calaveras, Mariposa, Merced, San Joaquin, Stanislaus, and Tuolumne counties. Caltrans and partners in local agencies and community-based organizations all have important roles to play in supporting highway improvement projects that meet the needs of people walking and bicycling, including the needs identified in this Plan. Next steps for project implementation are described below.

NEXT STEPS FOR CALTRANS

LEVERAGE LOCAL PARTNERSHIPS

This Plan will be used to help identify subsequent planning efforts and specific projects located on or near the SHS. Early in the planning and project development process, Caltrans and local agency staff will meet to discuss and clarify local priorities and project-specific opportunities to address identified pedestrian and bicyclist needs in the local plan or project. This coordination can occur during meetings of Pedestrian and Bicycle Advisory Committees or in tandem with other stakeholder engagement efforts. Site visits with local partners will provide further understanding of the local context and connectivity between the local pedestrian network and the SHS.

IDENTIFY AND INITIATE PROJECTS

The pedestrian and bicyclist needs in this Plan provide baseline information that Caltrans will use to further understand issues at specific locations and to narrow the range of potential improvements that can be built to address those needs. Caltrans has further detail on the needs identified in this Plan, which the public can view on the project *Story Map*. Location-based needs include crossing and corridor needs:

Crossing needs

- Stressful crossings for bicyclists, pedestrians, or both
- Infrequent crossings
- Freeway interchange needs
- Other crossing needs identified through local input or by partner agencies



SR 49 in downtown Sonora, CA

Corridor needs

- Bicycle facility gaps
- Main street sidewalk gaps
- Sidewalks in fair or poor condition
- Sidewalks along higher-speed highways
- Other corridor needs identified through local input or by partner agencies

Active transportation elements are often integrated into other highway projects. This can be a strategy to leverage existing project resources to benefit active transportation projects. Caltrans is developing interim Complete Streets performance targets, which will inform District-led efforts to measure progress toward addressing the active transportation needs identified in this Plan. These performance measures will become part of an asset management strategy to invest in both existing facilities and gaps in the active transportation network.

FUND PROJECTS

Caltrans views all transportation improvements as opportunities to accommodate the needs of people biking and walking wherever possible on its highways, and many funding programs similarly require consideration of Complete Streets elements as part of projects. Funding is always the most challenging part of implementing any kind of project on the highway system. Developing a project funding strategy during project initiation is the strongest approach to securing funding for its implementation. These are the primary funding mechanisms for projects to meet the needs outlined in this Plan:

- The **State Highway Operation and Protection Program** (SHOPP) is the SHS's "fix-it-first" program that funds the repair and preservation, emergency repairs, safety improvements, and some highway operational improvements on the SHS. The needs identified in this Plan can be incorporated into the SHOPP and provide co-benefits to the primary purpose of the project. The baseline needs from this Plan will directly contribute to establishing interim performance targets that will set aside funds specifically for active transportation.
- The **Active Transportation Program** (ATP) is a competitive funding source that can be used internally or directed to local and regional agencies. Caltrans is eligible to compete for these funds or with partner agencies and local jurisdictions, which may also compete for these funds independently. This Plan helps identify and prioritize improvements that might be most competitive for ATP funds.
- **Senate Bill 1** (SB 1) establishes local and State transportation programs and funding to repair and enhance roads, bridges, transit, and other transportation assets. SB 1 provides opportunities to address active transportation needs while also infusing the ATP with an additional $100 million annually.
- **AB 617** (2017) requires the California Air Resources Board (CARB) and air districts to develop and implement additional emissions reporting, monitoring, and reduction plans to reduce air pollution exposure in disadvantaged communities. The San Joaquin Valley Air Pollution Control District within District 10 designated a portion of southwestern Stockton adjacent to I-5, SR 4, and SR 99 for this program in 2020. Six schools in the area will be subject to emissions monitoring. Included in the program are community grants funding mitigation of emissions releases by various sources. Grants may include funding for bicycle lanes and park and ride lots. Currently, there are no proposed bicycle facilities adjacent to the three freeways in the 26-square mile area, but they may be developed in the future in line with this program.



Modesto Area Express bus near SR 219 in Modesto.

- **Local and regional jurisdictions** may also contribute project funds to meet the capital needs of projects in this Plan. Funds generated by local sales tax measures, for example, can be used for matching grants or to provide additional financial leverage for projects.
- Caltrans can also coordinate with partner agencies that are eligible to apply for funds through the **Highway Safety Improvement Program (HSIP)**, the **Affordable Housing and Sustainable Communities Program**, and the **State Transportation Improvement Program (STIP)**.

TAKE DISTRICT-LEVEL ACTION

Each District plays a key role in achieving the goals and objectives of ***Toward an Active California***. District 10 staff can take the following actions to track progress and implement strategies that further those goals and objectives:

- Track implementation of pedestrian and bicycle improvements along and across the SHS in District 10.
- Provide guidance to local agency partners on the Caltrans approval process for Complete Streets improvements on the SHS.
- Identify and promote best practices from District 10 and local jurisdictions developing pedestrian and bicycle facilities on and along State Highway corridors.
- Develop recommendations based on best practices for future updates to Caltrans statewide guidance and policies.
- Explore opportunities to partner with local agencies and organizations on short-term pilot projects and events to promote walking and biking.
- Strengthen engagement with communities of color and low-income, rural, and tribal communities during planning and project development to understand their mobility and safety needs on the SHS.
- Collect additional data about the SHS and local networks, including more detailed data in places where potential for improvements is high.

NEXT STEPS FOR LOCAL AND REGIONAL JURISDICTIONS AND STAKEHOLDERS

COORDINATE AT THE LOCAL LEVEL

Local knowledge and expertise are critical for Caltrans and local agency leaders to understand the needs of people biking and walking at specific locations, which is in turn critical for identifying, funding, and implementing projects to address those needs. The public and leaders can help coordinate the gathering and sharing of that knowledge to advance projects. For example, members of the public can advocate for their local or regional leadership to undertake a study of local needs. Local and regional agencies can likewise lead those planning studies to identify relevant funding sources. This step should include community engagement to understand user experiences and priorities; funding is available from Caltrans to support this planning work through its Sustainable Communities Planning Grants, Urban Greening, Transformative Climate Communities, and other programs.

Project needs should also be incorporated into local general plans, specific plans, or other planning documents to address the gaps identified in this Active Transportation Plan; consistency across plans is a key factor in making projects attractive for funding.

PARTNER WITH CALTRANS TO DEVELOP PROJECTS

Local agency representatives are key partners with Caltrans in providing information about local needs and priorities related to the SHS. Coordination with Caltrans can strengthen projects that are led by local agencies and those led by Caltrans to better address needs for people walking on state highways and the streets and roads that connect to them. Local partners can provide critical input about how incorporating active transportation elements into projects will provide improved connections to the local road network.

SEEK FUNDING TO BUILD PROJECTS

Projects or plans on the SHS frequently include funds provided directly from Caltrans, such as through its Active Transportation Program or Sustainable Transportation Planning Grant Program. In addition to grant funding, Caltrans is also seeking opportunities to fund active transportation needs by incorporating them into projects funded by the SHOPP. Project funding packages sometimes include additional sources, such as local or regional sales tax measures, grants from the Greenhouse Gas/Air Resource Board (e.g., Sustainable Transportation Equity Projects), funds from the State Coastal Conservancy, funds from regional planning agencies, funds from the Transportation Demand Act, other gas tax revenue, or general funds.



A Class II bicycle lane on SR 219.

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- Michael Robinson, District 10
- Austin Sos, District 10
- Warren Alford, District 10
- Skip Allum, District 10

COMMUNITY PARTNERS

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- Kari McNickle, San Joaquin Bike Coalition
- Erin Kelly, Calavaras Council of Governments
- Tiffany Rodriguez, City of Patterson
- Andrew Malizia, County of Stanislaus
- Randall Jones, City of Turlock
- Tristan Osborn, City of Stockton
- Marilissa Loera, County of San Joaquin
- David Griffith, Alpine County

CONSULTANT TEAM

- Toole Design
- WSP
- Cambridge Systematics



CONTACTING CALTRANS

Additional information about this planning effort can be found on the District 10 Active Transportation Plan webpage at *catplan.org/district-10*. Caltrans District 10 staff can provide additional information about upcoming projects in your community, provide input, and coordinate on project identification, development, and implementation. District 10 staff contacts for the Active Transportation Plan are:

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One of Stockton's waterways below I-5



A bicyclist rides along the Calaveras River in Stockton, CA

ACTIVE TRANSPORTATION PLAN 2021

SUMMARY REPORT

Caltrans

DISTRICT 10