The list below defines key terms used throughout this plan document. While the definitions below apply to the Caltrans District 3 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. Highways that are not freeways are expressways or conventional highways.

Main Street: A segment of the SHS which serves as a primary arterial road within a community, often providing the main point of access into and out of the community. These segments can have speeds of less than 40 mph and serve pedestrians, bicyclists, transit riders, and drivers. Examples in District 3 include state route 32 in Chico and 20 in Colusa.

Pedestrian: In this document, the terms pedestrian, walk, or walking 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 movement 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 or biking and best achieve the State’s active transportation goals from Toward an Active California.


MESSAGE FROM THE DISTRICT 3 DIRECTOR

I am pleased to present the Caltrans District 3 Active Transportation Plan (CAT Plan) for the counties of Butte, Colusa, El Dorado, Glenn, Nevada, Placer, Sacramento, Sierra, Sutter, Yolo, and Yuba. The CAT 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 CAT Plan is the first step towards understanding and addressing the gaps in our bicycle and pedestrian network across District 3 and the needs of the people who rely on it. It will guide Caltrans investments to provide safe and convenient options for users to walk and bike to jobs, services, and recreation areas. Collaborating with over 300 partners from local and regional agencies, community-based organizations (CBO's), and advocacy groups has been central to the development of this plan and central to future implementation efforts. Through this collaboration we received over 2,400 public comments in addition to reaching over 300 partners.

As part of Caltrans’ implementation efforts, Caltrans District 3 anticipates allocating approximately $43 Million into active transportation on the State Highway System (SHS) in the upcoming 2024 State Highway Operations and Protection Program (SHOPP), which will be the first SHOPP cycle to have dedicated funding for active transportation. Our team is continuing to incorporate active transportation elements into our projects and embracing a complete streets approach to our planning, project development, operation, and maintenance activities.

The CAT Plan will allow Caltrans to continue investing in active transportation projects on the SHS, as well as being a guide for our partners when developing project scopes on their local networks. This plan provides valuable guidance by identifying and prioritizing gaps identified by our department and our public agency and community partners.

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 to implement the Caltrans District 3 Active Transportation Plan.

Amarjeet S. Benipal,
District 3 Director
PURPOSE AND OVERVIEW OF PLAN

This Plan implements the Vision Statement and Goals outlined 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 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 Caltrans Active Transportation Plan website.

» A companion online Story Map provides an opportunity to view and interact with a series of District 3 maps that highlight the pedestrian and bicycling needs and opportunities described in this report. The Story Map is available at the District 3 Story Map website.

District 3 Active Transportation Plan Process Timeline

WHAT’S INSIDE THE PLAN?

The goal of this Plan is to identify bicycle and pedestrian needs on, along and across the SHS and prioritizes highway segments and crossings to inform future investments. The results of this effort are shown in lists and maps of location-based needs, prioritized highway segments, and prioritized highway crossings.

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

STATE-WIDE CONTEXT

The goals of the Caltrans state-wide bicycle and pedestrian plan, Towards 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 Caltrans undertook to learn about pedestrian and bicycle needs directly from people who walk and bike along and across the SHS in District 3.

WALKING AND BICYCLING IN DISTRICT 3 TODAY

Pedestrian and bicyclist experiences on the SHS in District 3 today, and where there are opportunity areas to replace driving with walking and biking trips.

NEEDS FOR PEOPLE WALKING AND BICYCLING ON CALTRANS HIGHWAYS

Location-based needs identification and prioritization process to address existing barriers and gaps in the District 3 SHS bicycle and pedestrian network.

NEXT STEPS

Coordination, facilitation, and project development steps for Caltrans and regional partners.
STATEWIDE CONTEXT

In alignment with the vision described in Toward an Active California, this Plan establishes methods for identifying and evaluating pedestrian and bicycle needs on, along, and across the SHS. It focuses on increasing social equity throughout the planning process, strengthening community partnerships, and improving connections between state and local networks. Toward an Active California outlines four goals, which guided the development of the District 3 Active Transportation Plan:

» MOBILITY: Reduce dependency on single-occupancy vehicle travel through mode shift to bicycling, walking, and transit.

» SAFETY: Increase 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 expanding healthy transportation options for underserved communities;

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

The District 3 Active Transportation Plan is the second of five steps for delivering active transportation infrastructure in California, which builds upon the Towards and Active California Plan, as shown in the graphic on page 7. The work will continue with Caltrans collaborating with local partners to identify, fund, construct, and maintain pedestrian and bicycle infrastructure.

BUILDING A MORE EQUITABLE FUTURE

Caltrans has an important role to play in advancing equity in California so that everyone can thrive. The work must prioritize those who are most vulnerable, 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 underserved communities (see p10), 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 led to a disproportionate share of the latter being exposed to unhealthy environmental conditions and food insecurity. Low land values in these communities enabled highway projects and urban renewal that perpetuated poverty by dividing and displacing neighbourhoods and communities. The ultimate underserved community is the homeless or unhoused population. Homelessness was and continues to be fueled by government actions reducing services addressing mental health and drug dependency, unequal access to affordable transportation, and a housing affordability crisis impacting much of the West Coast.

Understanding this history, Caltrans continues not only to 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 vision for active transportation in California.

As part of that goal, the Plan’s prioritization metrics includes a CalEnviroScreen score and median household income as key factors in determining the prioritization level the location-based need received. Additionally, public engagement activities related to the District 3 CAT Plan were focused on locations near the SHS and within or adjacent to underserved communities.
## HOW CALTRANS MEETS ACTIVE TRANSPORTATION NEEDS

<table>
<thead>
<tr>
<th>STEP</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Toward an Active California sets statewide active transportation vision, goals, and policy</td>
</tr>
<tr>
<td>2</td>
<td>District 3 Active Transportation Plan locates needs on the SHS and establishes a baseline for assessing future progress</td>
</tr>
<tr>
<td>3</td>
<td>Projects that address those needs are identified by Caltrans and its partners (local agencies, community-based organizations, etc.)</td>
</tr>
<tr>
<td>4</td>
<td>Projects are funded through state or federal funding and grant programs or via local funding sources</td>
</tr>
<tr>
<td>5</td>
<td>Projects are constructed by Caltrans or by local agencies</td>
</tr>
</tbody>
</table>

### 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 with the goal of achieving zero bicycle and pedestrian injuries and fatalities. 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 to reflect its commitment to promoting safety for all modes and abilities on the SHS.
PUBLIC ENGAGEMENT

People who travel through their community every day have valuable first-hand knowledge about the challenges they face when walking and biking. Caltrans conducted public outreach to capture local concerns and priorities and develop a better understanding of the challenges faced by cyclists and pedestrians interacting with the SHS. Engagement efforts for this Plan were focused on the following objectives:

» Provide information to the public and stakeholders regarding the Active Transportation Plan.

» Seek participation from people who reflect the diversity of communities in District 3 with a focus on underserved communities (see p9).

» Collect public and stakeholder input regarding the location and type of bicycle and pedestrian improvements that will increase accessibility.

» Understand factors that influence District 3 residents’ willingness and ability to walk and bike in their communities.

» Develop a better understanding of walking and bicycling safety-related concerns on, along or across the SHS.

» Solicit stakeholder input on how the CAT Plan can support regional and local bicycle and pedestrian planning and implementation efforts.

CALTRANS MAP-BASED PUBLIC SURVEY

OVERVIEW

The District 3 project team made an effort to engage the public with the CAT Plan in a variety of spaces. Due to the COVID-19 pandemic and the uncertainties of restrictions on in-person gathering restrictions, engagement efforts were focused on circulating an online map-based survey. The team contacted K-12 schools, bike shops, and recreational walking and biking groups to ask their staff and constituents to participate in the public survey. Paper versions of the surveys were distributed to participating local libraries. Both the online and paper versions of the survey were available in English and Spanish. Tribes, MPOs-RTPAs, CBOs and agency partners were asked to complete a partner survey, which took the same form as the public survey but allowed for more detailed needs descriptions. As of August 31, 2021, more than 900 unique surveys have been completed.

DATA TRENDS

From the kick-off of the District 3 CAT Plan to the end of the public survey period in August 2021, the CAT Plan team received over 2,400 comments through the interactive online survey map. Roughly one-third of the comments received (37%) describe a need or concern related to walking, and two-thirds (63%) describe bicycling needs.

Common themes related to walking:

» Uncomfortable to walk because of heavy traffic or high vehicle speeds (587)

» Difficult to cross/no crossing opportunities (545)

» No sidewalk (406)

» No signage present (207)

Common themes related to biking:

» Uncomfortable to bike because of heavy traffic or high vehicle speeds (1,109)

» No bike lane (962)

» Difficult to cross/no crossing opportunities (548)

» No signage present (317)
INTERNAL AND EXTERNAL COORDINATION

The District 3 project team collaborated with internal offices, local and regional agencies, tribal governments, community-based organizations, and active transportation advocacy groups in a variety of ways. Participants in the 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 I represents the collaboration necessary within District 3 to ensure the best available data is incorporated into the Plan and that the Plan’s findings and priorities are understood by staff and management. This manifested into an Internal Working Group comprised of staff across all divisions who have a stake in the planning and implementation of active transportation projects, as well as the Public Information Office (PIO).

Tier II represents stakeholders with mobility responsibilities and other government and community-based entities with a demonstrated interest in active transportation. The team convened a Core Partner Group, combining representatives from MPO-RTPAs, County, and City partners from all counties in District 3. This group met regularly throughout the planning process and provided input on public engagement methods, information on existing conditions, and links to other plans and related efforts. This group assisted in reviewing technical work and public input, and contributed to the development of prioritization methods that balanced the needs of District 3’s communities.

Local and regional planning agencies contributed GIS data that identified walking and bicycling needs and planned projects across District 3. The District 3 project team also incorporated prior Caltrans planning efforts and existing plans developed by local and regional partners into the CAT Plan analysis. All Tier II stakeholders were invited to participate in a map-based partner survey, offering an opportunity to describe bicycle and pedestrian needs that were not captured in an existing plan. As a part of District 3’s focus on gathering input from underserved communities, longer form interviews were offered to representatives from CBOs working with underserved populations, allowing for our CBO partners to provide more context to the needs they identified.

The majority of comments received came from Tier III stakeholders, or the general public. Public input is an essential part of understanding the experience of walking and biking on or near the SHS and for “ground truthing” the existing conditions data collected from Caltrans internal sources and from local partners.

OUTREACH STRATEGY

HOW DID WE CONDUCT OUTREACH?

The success of the District 3 CAT Plan relies on feedback from the public across all parts of the District to ensure that local priorities and SHS user experiences are being accurately reflected in the Caltrans planning process. To this end, the CAT Plan team made virtual resources and physical materials available to local communities, and encouraged stakeholders to share links to the online public survey.

WHO DID WE REACH OUT TO?

- 125 K - 12 schools
- 24 colleges and universities
- 100+ CBOs
- 35 community centers
- 86 libraries
District 3’s focus on gathering input from underserved communities influenced outreach efforts. Examples of outreach to underserved communities included letters to Native American tribes, social media posts, bi-lingual press releases, a bi-lingual online map-based survey, bi-lingual paper surveys, and direct communication with contacts provided by regional planning partners. In addition to the outreach that has occurred, more concentrated effort is needed to engage communities that do not have convenient access to the internet and to historically under-represented communities dependent on multimodal transportation for their daily trips. Much of this collaborative outreach will occur beyond the publishing of this Plan and is to be a continuous endeavour between Caltrans, agency partners, community-based organizations and the public.

Because COVID-19 restrictions limited opportunities to host in-person town halls and hold conversations with residents in community spaces, the CAT Plan team made a concerted effort to connect with K-12 schools located on or near the SHS and local branch libraries. Schools were provided with links to the online public survey, sample email text tailored towards parents, and bi-lingual (English and Spanish) fliers with a QR code link to the survey. Libraries were also provided with online survey links and paper fliers, as well as printed paper versions of the online survey in English and Spanish to be made available to residents without reliable internet access.

**UNDERSERVED COMMUNITIES**

**WHAT IS AN UNDERSERVED COMMUNITY?**

Underserved communities are locations where residents may face significant and disproportionate environmental, public health and economic disadvantages. Underserved communities in District 3 were identified using six different Census data sets. If any given Census tract meets the threshold for at least three of the metrics listed below, they are considered an underserved community.

- Top 25% of Census tracts with the highest rates of single parenthood
- Top 25% of Census tracts with the highest rates of poverty where household income is below 80% of state-wide median income
- Top 25% of Census tracts with the highest rates of participation in food assistance programs
- Top 25% of Census tracts with the lowest rates of educational attainment
- Top 25% most affected Census tracts identified by CalEnviroScreen 3.0
- Top 25% most disadvantaged Census tracts identified by the Healthy Places Index
SUMMARY REPORT / Active Transportation Plan / CALTRANS DISTRICT 3

NEXT STEPS

CONTINUING CONVERSATIONS

The deep level of engagement included in this Plan’s development doesn’t end with its publication. District 3 will continue these conversations as the Plan is implemented and projects are developed to ensure the work reflects 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 planning efforts. Input that was available at the time this report was published are shown on the Story Map (see p5) that accompanies this report and has a filter for needs related to local and regional plans.

SURVEY RESULTS

WHERE WERE BICYCLE AND PEDESTRIAN NEEDS IDENTIFIED?

The CAT Plan team received comments through the online survey and paper surveys covering almost all parts of District 3. Bicycle and pedestrian gaps and needs were identified on nearly all Caltrans facilities in the District, and many segments and intersections contained both walking and biking comments. Listed below are the routes that received the most comments, the number of comments received, and suggestions for improvements based on written feedback:

US ROUTE 50 (409)
» Two-way bike path on north side of Folsom Boulevard in Sacramento
» Crossing improvements at Emerald Bay Road and Lake Tahoe Boulevard intersection in South Lake Tahoe

STATE ROUTE 32 (312)
» More crossing opportunities to connect apartment complexes across Nord Avenue in Chico
» Signal upgrades at Deer Creek Highway and Notre Dame Boulevard in Chico

INTERSTATE 80 (283)
» Sidewalk improvements along Bowman Road outside of Auburn
» Signal upgrades at Mace Boulevard interchange in Davis
WALKING AND BIKING IN DISTRICT 3 TODAY

To better understand the walking and 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.

LAND USE AND TRANSPORTATION CONTEXT

The SHS in District 3 includes 1,488 centerline miles of roadways that travel through various landscapes and land use contexts. Though a majority of the District’s highways exist in rural contexts, much of the system is located in the urbanized Sacramento metropolitan area, and some highways serve as Main Streets in communities such as Chico, Colusa and South Lake Tahoe. The SHS serves people differently depending on place type and highway access control. This section sorts land use and transportation context into four categories.

MAIN STREETS are areas where at-grade highways pass through community centers and provide access to destinations such as work, shopping centers, parks, and schools. In some communities, such as Sierra City, the state highway is the only through-road in town. In others, such as Oroville and Yuba City, the highway intersects many local streets as part of the grid network. District 3 uses a definition of Main Street that complies with SB 127. Though a relatively small proportion of the SHS in District 3 exists in a Main Street context, these corridors are among the locations with the greatest potential to encourage walking, biking and taking transit due to close proximity of housing and community destinations.

INTERCOMMUNITY RURAL CONNECTORS serve as the only link between small and rural communities, and between rural communities and larger or more urban places. An example of a rural connector is SR 20 in Colusa and Sutter Counties, where it serves as the main route between Meridian and Colusa. These connectors are most likely to be used by pedestrians and cyclists due to their function in linking communities. They make up just under ten percent of the SHS in District 3.

RURAL routes pass through undeveloped or sparsely settled areas such as farms, range lands, forest and park lands, mountain ranges and river canyons. These include both at-grade conventional highways and access-controlled freeways. Rural highways make up the majority of the SHS in District 3. Examples of rural routes include I-5 in Colusa County and SR 162 west of Willows.

URBAN routes pass through communities, often interrupting the local street grid and providing limited crossing opportunities. These include both at-grade conventional highways and access-controlled freeways. Pedestrians and cyclists are prohibited on the majority of urban routes in District 3. Interchanges (along with over-crossings and under-crossings) are critical links for people making walking and bicycling trips, but they can be challenging for pedestrians and cyclists where there are high-volume and high-speed traffic transitions between the freeway and local streets. Examples of urban routes in District 3 include I-80 in Sacramento County and SR 99 in Chico.

Paintersville Bridge (SR 160) south of Courtland, CA
SURROUNDING LAND USE CONTEXT

The SHS in District 3 includes 1,488 miles of roadway. The majority of the roadways in District 3 exist in a rural land use context, but the land uses in the greater Sacramento region are mostly characterized as urban. The differences in land use context mean that the needs of 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 on the SHS are high in rural areas and where walking and biking is impeded along Main Street or urban areas.
PEDESTRIAN SHORT TRIP OPPORTUNITY ZONES

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

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

Of the sections of the SHS where there is a high density of pedestrian short trip opportunities (trips under 1 mile), the vast majority are located within a Main Street context (more than 60 percent). Urban land use contexts have the next highest density of trips under one mile. Rural areas and intercommunity rural connectors have very few trips under one mile.
BICYCLE SHORT TRIP OPPORTUNITY ZONES

Many of the same environmental factors that influence whether or not a person will choose to walk for any given trip will also influence whether or not a person will choose to utilize a bike. As with pedestrian trips, distance is one of the simplest determinants of bicycle trips. Most able-bodied adults can comfortably make trips of 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 bicycle travel.

Of the sections of the SHS where there is a high density of bicycle short trip opportunities (trips under 3 miles), the vast majority are located within a Main Street context (more than 60 percent). Urban land use contexts have the next highest density of trips under three miles. Rural areas and intercommunity rural connectors have very few trips under three miles.
UNDERSERVED COMMUNITIES

The Plan defines District 3’s underserved communities as including low-income communities, communities of color, and tribal communities (see page 10). District 3 also relies on tools such as CalEnviroScreen and the Healthy Places Index to identify and locate underserved communities. State-wide, low income communities have reduced access to transportation resources that allow them to meet daily needs, and they are more likely to experience transportation cost burdens. Therefore, the SHS may act as a critical connector in these communities, especially for people who need to walk or bike along or across the SHS.

Underserved communities are located across District 3 in both urban and rural communities. One-third of the SHS in District 3 passes through an underserved community.
CROSSING THE HIGHWAY

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 are of low quality. The quality of crossings is 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. Crossings that span across many lanes may also dissuade pedestrians and cyclists from crossing the SHS.

Many of the highways in District 3 are two-lane highways, which are located mostly in Rural contexts. The vast majority of highways in a Main Street context (88%) are two-lane roads. These roads typically require shorter crossing lengths, which may be more appealing to pedestrians and cyclists. Many highway miles in Urban contexts, especially in the Sacramento region, can have 6 or more lanes. Crossings at these facilities tend not to be at-grade, suggesting opportunities for over- and under-crossings.
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 benefit people walking and bicycling and achieve the goals outlined in Toward an Active California. To identify these needs, a data-driven assessment of gaps and barriers that affect walking and bicycling was conducted on the system. This information is available for review in the online Story Map.

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 data.

At the beginning of the outreach process, we worked with our partners at local MPO-RTPAs, counties, and cities to collect all available local plans and consulted with our Core Partner Group to ensure that the CAT Plan team would be incorporating the most up-to-date versions of these documents. Since these needs have been vetted through a completed planning process, they qualify for continued Caltrans planning and implementation support (see p23). Bicycle and pedestrian facility needs identified in these plans that cross Caltrans roadway are included in this Plan to support local networks.

Caltrans also conducted outreach to the general public and to local agency partners to collect needs data via the public and partner online surveys. This 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. Caltrans will continue to collect public feedback beyond the publication of this Plan to address changes in needs and priorities as they shift over time.

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 on, along, or across the highway. An example of one such location-based need is a sidewalk gap along Sacramento Street (Hwy 49) in Placerville.

DATA ANALYSIS

HOW CAN THIS PLAN’S DATA BE USED?

This Plan provides a strong foundation for understanding walking and bicycling needs on the SHS in District 3. However, data-driven processes cannot fully capture all needs that exist on California’s highways. The absence of a need from the Plan’s datasets does not mean the need does not exist or is not important. Similarly, the prioritization criteria provide a sense of how areas of need align with the state-wide goals, but the analytic process may not always reflect the local significance of any particular walking or bicycling need. Needs that were not captured by this plan or that were not assigned to the top priority tier should still be considered for project development and funding.

Collaboration between Caltrans, its agency partners, and the public will be essential to all future project development activities. While this plan identifies general need locations and the type of challenge to walking and bicycling conditions that are present, these must be validated and refined by gathering more local knowledge, reviewing partner agency plans, collecting field data, and considering how that location on the SHS fits into the land use and transportation context.

Caltrans and its partners may consider solutions both on and off the highways. Where new linear walkways or bikeways are needed, there may be situations where an alignment away from the highway can provide the safest, most comfortable, and most direct route. For needs that relate directly to access issues on the SHS – such as crossing a highway or reaching a destination adjacent to a highway – improvements to the SHS will be most appropriate. Caltrans and its partners will work with local communities to understand their specific walking and bicycling needs and explore a range of possible solutions.
### TYPES OF ACTIVE TRANSPORTATION NEEDS

<table>
<thead>
<tr>
<th>Type</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td><strong>MAIN STREET SIDEWALK GAPS</strong></td>
<td>Main street locations lacking sidewalks on one or both sides of the road.</td>
</tr>
<tr>
<td><strong>SIDEWALKS IN FAIR OR POOR CONDITION</strong></td>
<td>SHS segments with sidewalks in fair or poor condition, as determined by Caltrans asset inventory data.</td>
</tr>
<tr>
<td><strong>SIDEWALKS ALONG HIGHER-SPEED HIGHWAYS</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>STRESSFUL PEDESTRIAN CROSSINGS</strong></td>
<td>Intersections located on conventional highways that are stressful to cross by walking. This analysis accounts for characteristics like the presence or absence of median islands and marked crossings, posted speed limits, and other factors.</td>
</tr>
<tr>
<td><strong>STRESSFUL BICYCLE CROSSINGS</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>INFREQUENT CROSSINGS</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>FREEWAY INTERCHANGE NEEDS</strong></td>
<td>These needs are at locations that meet various gap criteria, including the presence of a narrow sidewalks, a lack of sidewalks, an uncontrolled highway on- or of-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.</td>
</tr>
</tbody>
</table>
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. 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. This allows for individual needs to be grouped together with other projects on the system.

The second step was to score each highway segment and freeway crossing based on factors like those described in the Walking and Bicycling in District 3 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 an underserved 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 3 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 3 assigns these weights to safety, mobility, equity, and preservation in all of its work. Safety remains the highest priority for Caltrans.

Finally, scored segments and freeway crossings were ranked and sorted into three tiers based on their relative urgency of need, with Tier 1 representing the highest urgency. The maps following this section show prioritized highway segments and freeway crossings in District 3. 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 needs that can be addressed individually or jointly through the project development process. 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 identified individual needs. 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 to be used in the Caltrans project development process.

<table>
<thead>
<tr>
<th>GOAL</th>
<th>WEIGHT</th>
<th>MEASURE(S)</th>
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<tbody>
<tr>
<td>Safety</td>
<td>35%</td>
<td>Reported crash density; severity-weighted crash density</td>
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<tr>
<td>Mobility</td>
<td>30%</td>
<td>Short-distance travel demand; access to transit</td>
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<tr>
<td>Equity</td>
<td>20%*</td>
<td>CalEnviroScreen** score; median household income</td>
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<tr>
<td>Preservation</td>
<td>15%</td>
<td>Improvement to existing bike lane; crosswalk, or sidewalk</td>
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<tr>
<td>TOTAL</td>
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<td></td>
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</table>

* Included under the Mobility goal are two measures that we also consider to be Equity measures: Low-Income Latent Demand at 2.5 Miles and Low-Income Latent Demand at 1 Mile. The combined weight of all Equity measures and the two Low-Income Latent Demand measures equal a true Equity weight of 29%.

** 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.
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 urgency (High, Medium, or Low)
» 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.

Paved shoulder along SR 49 through Sierra County
NEXT STEPS FOR IMPLEMENTATION

The District 3 Active Transportation Plan serves as a critical step in implementing Caltrans’ statewide vision for improving the walking and biking experience along the SHS in Butte, Colusa, El Dorado, Glenn, Nevada, Placer, Sacramento, Sierra, Sutter, Yolo and Yuba 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.

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 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 and bicycle 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

- **Corridor needs**
  - Stressful corridors for bicycles
  - Intercommunity Connector sidewalk gaps
  - Sidewalks in fair or poor condition
  - Sidewalks along higher-speed highways
  - Sidewalk facility gaps
  - 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 new projects to 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. Funding is always the most challenging part of implementing any kind of project on the SHS. Many funding programs already require consideration of Complete Streets elements as part of projects. 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 that 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 work, emergency repairs, safety improvements, and 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 for active transportation.

» The Active Transportation Program (ATP) is a competitive funding source that can be used by Caltrans or local and regional agencies. Caltrans, partner agencies and local jurisdictions are eligible for these funds and may apply jointly or compete 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.

» 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). Partner agencies may also be eligible to apply for competitive federal grants.

TAKE DISTRICT-LEVEL ACTION
Each District plays a key role in achieving the goals and objectives of Toward an Active California. District 3 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 on, along and across the SHS in District 3.

» 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 3 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 state-wide 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 improvement 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. Consistent communication with local partners is necessary to identify, fund, and implement projects to address those needs. The public and leaders can help coordinate the gathering and sharing of local 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 and 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. Maintaining consistency between plans will help reduce miscommunication and ensure that local priorities are recognized.

PARTNER WITH CALTRANS TO DEVELOP PROJECTS
Partnerships between Caltrans and local agencies are important for identifying the local needs and priorities as it relates to the SHS. As the public does not see jurisdictional boundaries, collaboration between State and local agencies is critical to better address the needs of individuals walking and biking on the state highways and local street network. 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
Planning efforts 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 for local plans, Caltrans is also seeking opportunities to fund infrastructure projects that address active transportation needs by incorporating the CAT Plan 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.
ACKNOWLEDGEMENTS

This plan was developed through the combined commitment, energy, and guidance of current and past District 3 and Caltrans Headquarters team members, the District 3 Active Transportation Plan Core Partner Group, partner organization representatives, advocacy group members, and community members. In particular, the following organizations and individuals contributed significantly to the plan’s development and were instrumental in its completion:

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» McKenzie Metzger - Division of Transportation Planning

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» Colin Fredrickson - Planning, Local Assistance and Sustainability
» Johny Tan - Program and Project Management
» Diana Conger - Public Information Office
» Raquel Borrayo - Public Information Office
» Shahnna Thomas - Asset Management
» Ethan Hyde - Asset Management
» Mike Bartlett - Environmental Planning
» Maggie Ritter - Environmental Planning
» Deborah McKee - Native American Liaison
» Will Schilling - Corridor Management
» Patrick Rego - Right-of-Way
» Nicki Johnson - Landscape Architecture

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» WSP
» Cambridge Systematics

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» Terry Edwards - County of Butte
» Michael Azavedo - County of Colusa
» Frank Kennedy - City of Williams
» Jerry Barton - El Dorado County Transportation Commission
» Shanann Findley - County of El Dorado
» Melissa McConnell - City of Placerville
» Mardy Thomas - County of Glenn
» Wayne Peabody - City of Willows
» Ed Vonasek - City of Orland
» Kena Sannar - Nevada County Transportation Commission
» Tricia Tillotson - County of Nevada
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» Neal Hay - County of Sutter
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» Nicholas Burton - County of Yolo
» Sam Bunton - County of Yuba
» Daniel Peterson - County of Yuba
» Dane Schilling - City of Wheatland
» Victoria Cacciatore - Sacramento Area Council of Governments
» Kira Smith - Tahoe Regional Planning Agency
CONTACTING CALTRANS

Additional information about this planning effort can be found on the District 3 Active Transportation Plan webpage at catplan.org/district-3. Caltrans District 3 staff can provide additional information about upcoming projects in your community, provide input, and coordinate on project identification, development, and implementation. District 3 staff contacts for the Active Transportation Plan are:

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(530) 812-5049

Kevin Yount at Kevin.Yount@dot.ca.gov
(530) 513-0584
APPENDIX A

» 50 Corridor Transportation Management Association
» 50 TMA
» Academy for Change
» Alliant International University
» American Heart Association – Sacramento Chapter
» American River College
» Applegate Library
» Arbuckle Alternative High (Continuation)
» Arbuckle Elementary
» Arcohe Elementary
» Assistance League of Sierra Foothills
» Atown Bikes
» Auburn Bike Company
» Auburn Library
» Barry Elementary
» Bayliss Branch Library
» Bear River Library
» Berry Creek Rancheria of Maidu Indians of California
» Bhagat Puran Singh Health Initiative - Sac State
» Bhagat Puran Singh Health Initiative - UC Davis
» Bicycle Advisory Committee
» Bicycle and Pedestrian Advocates of Cameron Park/Shingle Springs
» Bicyclists of Nevada County
» Bike Davis
» Bike Friendly 50 Corridor Members - El Dorado County
» Bike Lab, Project Hero
» Bike Truckee
» Bitney Prep High
» Black Child Legacy Campaign
» Bob's Cycle Center
» Bowman Charter
» Breathe California
» Buena Vista Rancheria of Me-Wuk Indians of California
» Building Healthy Communities
» Butte College
» Butte County Community
» Butte County Library
» Cache Creek Conservancy
» Cachil Dehe Band of the Wintun Indians of the Colusa Community of the Colusa Rancheria
» California Montessori Project - Capitol Campus
» California Northstate University
» Camarado Springs Middle
» Camino Elementary
» Camino Polytechnic
» Capital Innovations Academy
» Center for Alternative Learning
» Central Middle
» Chabolla Community Center
» Charter University Prep
» City of Galt Parks & Recreation Office
» City Seminary of Sacramento
» Cold Stream Alternative
» Colfax Cyclist
» Colfax Library
» Colfax-Todds Valley Consolidated Tribe
» Coloma/Lotus Chamber
» Colusa Alternative Home
» Colusa County Free Library
» Come Back Butte Charter
» Community Mobility Group
» Community Resource Services
» Cool Davis
» Cordua Elementary
» Cosumnes River College
» Cosumnes River Elementary
» Covillaud Elementary
» CSU Chico
» CSU Sacramento
» D. W. Babcock Elementary
» Davis Bike Club
» Davis Waldorf School
» Destiny Christian Elementary
» Diamond Springs/El Dorado Community Advisory Committee
» Disabled Advocate
» Divide Chamber
» Donner Trail Elementary
» Doris Foley Library for Historical Research
» Downieville Branch Library
» Downieville Elementary
» Downieville Junior-Senior High
» Eastom Yumeka Maidu Tribe of the Enterprise Rancheria
» Edge Sports
» El Dorado Community Foundation
» El Dorado County Chamber of Commerce
» El Dorado County Commission on Aging
» El Dorado County Community Foundation
» El Dorado County Food Bank
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