SUMMARY REPORT

Caltrans

ACTIVE TRANSPORTATION PLAN 2021

DISTRICT 1

CONTENTS

A highway near Orick.

WHAT'S INSIDE THE PLAN?

This Plan identifies pedestrian and bicycle needs on and across the SHS and prioritizes highway segments and crossings to inform future investments. The Plan's main outputs are 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.

STATEWIDE CONTEXT
How the goals of the Caltrans statewide bicycle and pedestrian 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 Caltrans undertook to learn directly from people who walk and bicycle along and across the District 1 SHS.

WALKING AND BICYCLING IN DISTRICT 1 TODAY
What it is like to walk or bicycle along the SHS in District 1 today, and where there are opportunity areas to replace driving with walking and bicycling 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 1 SHS pedestrian and bicycle network.

NEXT STEPS
Coordination, facilitation, and project development steps for Caltrans D1.

KEY TERMS

The list below defines key terms as they are used throughout the Caltrans District 1 Active Transportation Plan ("Plan").

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.

Highway: Roads, streets, and parkways and connected infrastructure elements such as on- and off-ramps, bridges, and tunnels. This Plan often discusses highways in their land use contexts, as in *Rural* or *Urban Conventional Highways* and *Rural* or *Urban Freeways*.

Intercommunity connector: Highways linking small and rural communities to each other and to larger or more urban places. These routes are more likely to be used for bicycle and pedestrian travel than are other rural 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.[1]

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.

Bicyclist: This document uses the term bicyclists broadly to include people riding traditional bicycles and a wide variety of other human-powered devices that use typical bicycle facilities. This includes electric-assisted bicycles, recumbent bicycles, bicycles or tricycles adapted for use by those with disabilities, and many others.

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 and bicyclists between elements of the pedestrian or bicycle network. Examples include an uncontrolled highway on- or off-ramp crossing.

Location-based need: A specific location on the SHS where infrastructure does not sufficiently support walking or bicycling across or along the highway. These are the locations where changes would best achieve the State's active transportation goals from ***Toward an Active California***.

1 California Department of Transportation, "Main Street, California." https://dot.ca.gov/-/media/dot-media/programs/design/documents/main_street_3rd_edition_a11y.pdf.

Matthew Brady,
District 1 Director

MESSAGE FROM THE DISTRICT 1 DIRECTOR

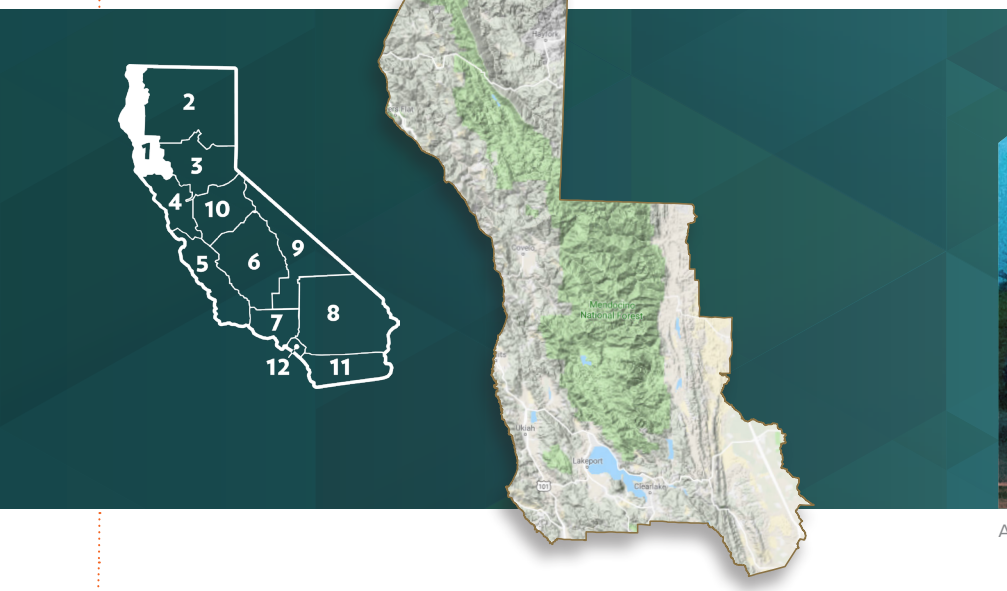
I am pleased to present the Caltrans Active Transportation Plan for District 1 (Del Norte, Humboldt, Mendocino, and Lake Counties). This plan furthers the State Bicycle and Pedestrian Plan, ***Toward an Active California*** (2017), which established statewide policies, strategies, and actions to advance active transportation safety, mobility, preservation, and equity.

Caltrans District 1 is already working to incorporate bicycle and pedestrian facilities into our projects. The District 1 Active Transportation Plan identifies and prioritizes needs based on best practices, public input, and close coordination with partners from local and regional agencies, community organizations, and advocacy groups. These data will be used early and continuously throughout planning and project development activities to ensure bicycle and pedestrian needs are addressed.

This plan is a significant step forward in understanding the needs of people walking and biking on the State Highway System in District 1, and there is more work to be done. As we implement this plan, we commit to continuing to refine performance measures, engaging the public to identify needs and solutions, and collaborating with our partners. I want to acknowledge and thank all who participated in the development of this plan, with special recognition of the Technical Advisory Group members. Their contributions were vital in producing a plan that was developed using a ground truth methodology, which reflects the community contexts and diversity of District 1. The Technical Advisory Group for this effort will serve as a springboard for a standing Pedestrian and Bicyclist Advisory Committee that will assist in the implementation of this plan and furthering complete streets efforts in District 1.

We look forward to working with our partners and communities to build a safe and sustainable active transportation network that serves people of all ages and abilities.

Matthew Brady,
District 1 Director



A “bike party” gathers in Eureka.

PURPOSE AND OVERVIEW OF PLAN

The Caltrans Active Transportation Plan for District 1 (the Plan) is part of a comprehensive effort to identify locations with bicycle and pedestrian needs in each Caltrans district across California, implementing Strategy M1.1 of ***Toward an Active California***. Caltrans staff will use the Plan to address active transportation needs along and across the State Highway System (SHS) in future construction or maintenance projects. Data and analysis developed in this plan will be used in asset management, as a basis for setting complete streets targets, and as a starting point during project development.

The Plan identifies challenges to people's ability to walk, bicycle, and reach transit on the SHS, which provides critical transportation routes in towns and cities across California. State highways serve as main streets, provide access to destinations people visit every day, and are often the primary routes connecting communities. When these communities are walkable, bikeable, and transit-rich, people benefit from improved air quality, health, social equity, quality of life, and economic opportunity. The Plan identifies gaps and barriers on the SHS and recommends priorities among need locations. This represents a crucial step in making walking and bicycling safer, more comfortable, and more convenient.

The Plan consists of two elements:

- This Summary Report provides an overview of walking and bicycling conditions on the SHS today, identifies locations where needs exist, recommends priorities, and describes next steps in the implementation process. The methodology for the planning analysis can be found on the District 1 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 1 maps that highlight the pedestrian and bicycling issues, needs, and opportunities described in this report. The *Story Map* is available at the District 1 Plan website.

People bicycling on US Highway 101.

District 1 Active Transportation Plan Process Timeline

STATEWIDE CONTEXT

Caltrans' statewide plan, ***Toward an Active California***, established the vision and goals that guided the development of this plan:

- **MOBILITY:** Increase walking and bicycling in California.
- **SAFETY**: Reduce the number, rate, and severity of bicycle and pedestrian involved collisions.
- **EQUITY:** Invest resources in communities that are most dependent on active transportation and transit.
- **PRESERVATION:** Maintain a high-quality active transportation system.

District active transportation plans represent an important next step in delivering active transportation infrastructure across California, as shown in the graphic below. A statewide effort has established common data and methods for identifying and evaluating pedestrian and bicycle needs along, across, and parallel to the SHS. Each Caltrans district will complete its own active transportation plan, using statewide methods and data while also tailoring data, analysis, and priorities to reflect its unique context and values. For each of these plans, District staff will chart a public process that focuses on increasing social equity, strengthening community partnerships, and improving connections between the state and local networks. After their completion, these plans will provide Caltrans with statewide tools to use in collaborating with regional and local partners to identify, fund, construct, and maintain pedestrian and bicycle projects.

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.

A state highway in Willow Creek.

HOW CALTRANS MEETS ACTIVE TRANSPORTATION NEEDS

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

STEP 2 District 1 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

Above: A person bicycles on the onramp to US Highway 101.

Below: A watercolor image of the downtown Gualala streetscape.

PUBLIC ENGAGEMENT

People who travel through a community every day have valuable first-hand knowledge about the challenges they face when walking and biking. Caltrans carried out public and stakeholder outreach to deepen its understanding of local contexts and priorities, invite broad public input, and foster relationships with local agencies and community groups.

The following goals guided District 1's outreach efforts:

- Share information about the Plan with the public, local partners, and stakeholders.
- Seek participation from people who reflect the diversity of District 1 communities, with a focus on equity priority communities and those who have not previously engaged with Caltrans.
- Collect input on concerns that affect whether people walk and bicycle in District 1's communities, along with suggestions for walking and bicycling improvements that people would like on the SHS.
- Link this plan with other local and regional planning and project development efforts.

MAP-BASED SURVEYS

Due to the COVID-19 pandemic and related restrictions to in-person engagement, the District 1 project team focused engagement efforts on online map-based surveys where the public and partners could identify locations with walking and biking challenges. To promote the online surveys, the project team used email, social media, telephone calls, and fliers to reach its community members. The team contacted community-based organizations, bike shops, recreational walking and bicycling groups, media outlets, tribes, culturally specific grocery stores, and agency partners to ask their staff and constituents to participate in the surveys and share the link with their networks. These efforts included bilingual outreach to Spanish speakers. As of April 9, 2021, nearly 500 people have taken the public survey. Notably, one-quarter of survey respondents reported household income below $50,000 and one in five identified as Black, Indigenous, and/or a person of color.

Comment themes from public surveys

CALTRANS MAP-BASED PUBLIC SURVEY

As of the writing of this report, members of the public have pinned nearly 1,500 comments on the interactive map. Approximately 40% of comments mention needs and concerns related to walking, and more than 60% mention biking needs or concerns. (Many pins mention both.)

Themes related to walking:

- Uncomfortable to walk because of heavy traffic or high vehicle speeds (438 comments)
- No sidewalk (410)
- Difficult to cross/no crossing opportunities (351)
- No signage present (150)
- Other walking needs and concerns (101)

Themes related to bicycling:

- Uncomfortable to bicycle because of heavy traffic or high vehicle speeds (719)
- No bike lane or bikeway (734)
- Difficult to cross/no crossing opportunities (308)
- No signage present (282)
- Other bicycling needs and concerns (137)

UNIVERSITY OF CALIFORNIA – BERKELEY STREET STORY

As of the writing of this report, people have made over 300 Street Story reports within ¼ mile of the SHS in District 1, most of which mention needs and concerns related to walking and/or bicycling.

Major themes include:

- Drivers not yielding to people walking or bicycling
- Unsafe vehicle speeds near walkways, bikeways, or crossings
- Poor conditions of walkways, bikeways, and streets
- Poor visibility

Members of a stakeholder organization in Humboldt County also helped promote public participation in the University of California-Berkeley's Street Story online mapping tool. Street Story gathers similar kinds of input to the two Caltrans map-based surveys, allowing the public to communicate their needs.

Comment themes for both the Caltrans map-based surveys and for Street Story are reported above. Individual geocoded comments for all three surveys have been recorded for use in future project development efforts.

COORDINATION WITH LOCAL PARTNERS

The District 1 project team collaborated with local and regional agencies, tribal governments, community-based organizations, and advocates in a variety of ways.

The team convened a Technical Advisory Group combining a wide range of partner representatives. 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. It helped review technical work and public input, and it contributed to the development of prioritization methods that balanced the needs of District 1's communities.

Local and regional planning agencies contributed GIS data that identified walking and bicycling needs and planned projects across District 1. Approximately one fifth of the needs analyzed in this plan were sourced from local and regional plans.

The District 1 project team also reviewed 79 existing plans developed by local, regional and tribal partners as well as prior Caltrans planning efforts. The team collected past public input and key takeaways related to pedestrian and bicycling needs, and documented them for use in guiding this plan. District staff also reached out directly to partners via email and calls to gather additional input.

WEBSITE

The District 1 project team maintained and regularly updated a project webpage (*https://www.catplan.org/district-1*), which includes the Public Engagement Plan and Technical Advisory Group meeting materials.

A person bicycles on US Highway 101 south of Eureka.

WALKING AND BICYCLING IN DISTRICT 1 TODAY

The District 1 project team conducted a detailed analysis to better understand existing walking and bicycling conditions and experiences along the SHS. The analysis examined many kinds of data about the SHS within District 1, and these are shown in full on the project ***Story Map***. This section summarizes the key findings from that analysis.

LAND USE AND TRANSPORTATION CONTEXT

The SHS in District 1 includes 941 miles of roadways that travel through diverse landscapes and community contexts; more than three-quarters of District 1's highway centerline miles are located in rural areas. The SHS serves people differently depending on place type and highway access control. This section sorts the land use and transportation context into six categories.

MAIN STREETS in District 1 are areas where at-grade highways pass through community centers and provide access to destinations such as work, shopping, parks, and schools. In some communities, such as Hiouchi, Willow Creek, Clearlake Oaks, and Gualala, the state highway is the only through-road in town and contributes to the community's unique identity. In others, such as Crescent City, Eureka, Middletown, and Fort Bragg, the highway intersects many local streets as part of a grid network. While main streets make up less than ten percent of the SHS in District 1, they represent locations with the greatest potential to encourage bicycling, walking, and taking transit due to close proximity of housing and community destinations.

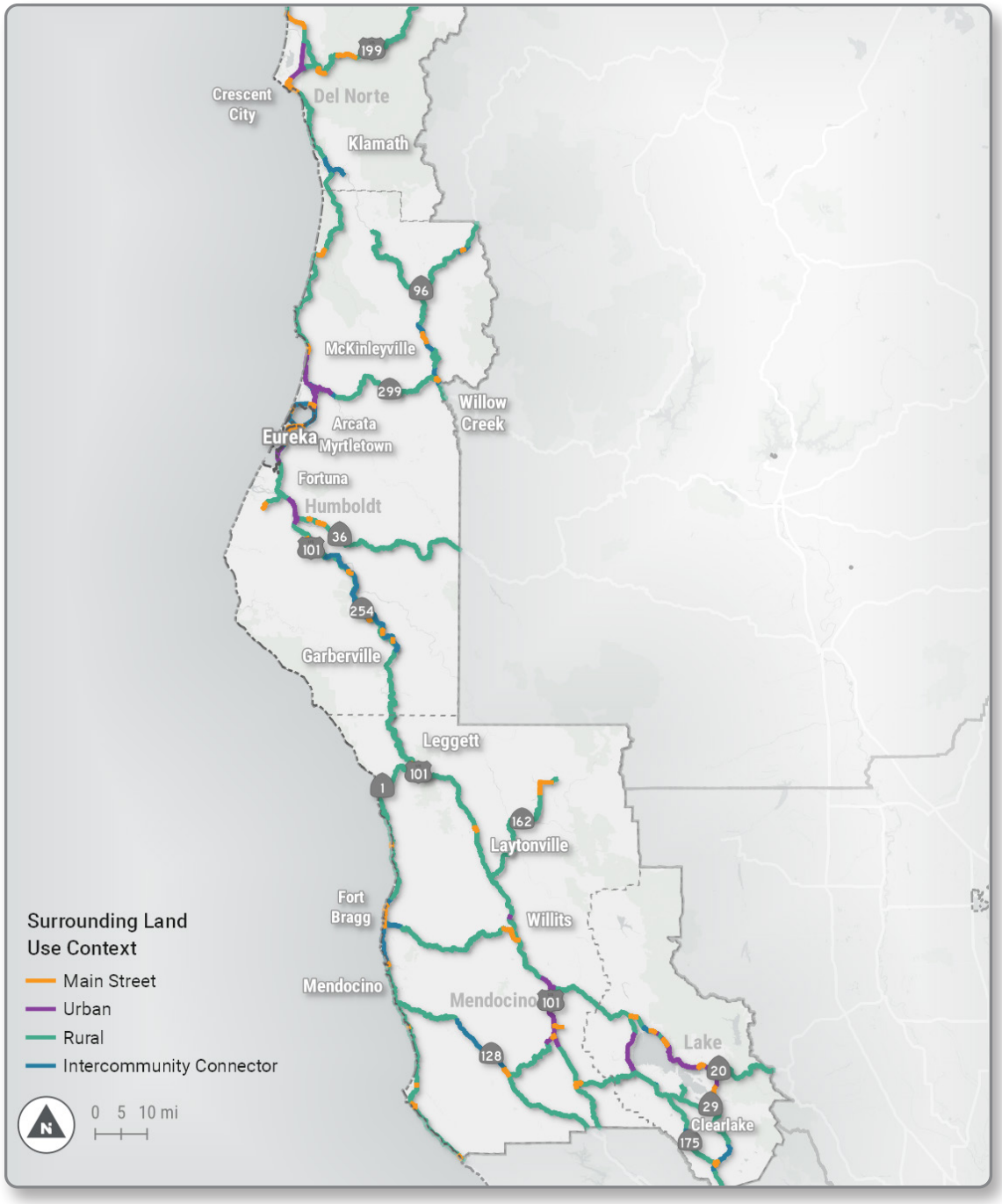
INTERCOMMUNITY CONNECTORS link small and rural communities to each other and to larger or more urban places. For example, SR 169 is the only road between Klamath and Klamath Glen, and US 101 in Humboldt County is the key connection between Arcata and Eureka. They are the rural highway type most likely to be used by pedestrians and cyclists due to their function in linking communities and their short average length (3 miles in District 1). They make up just over ten percent of the District SHS.

RURAL CONVENTIONAL HIGHWAYS are at-grade routes that pass through undeveloped or sparsely settled areas such as farm and range land, forest and park lands, mountain ranges, and river canyons. These highways make up the majority of SHS miles in District 1. Examples of rural highways include Last Chance Grade, SR 36 east of Carlotta, SR 1 between Leggett and the coast, and SR 29 between Lakeport and Lower Lake.

RURAL FREEWAYS traverse similar settings to rural conventional highways but are access-controlled and typically have multiple lanes in each direction, higher speeds, wider right-of-way, and fewer crossing opportunities. Examples of rural freeways include US 101 south of Klamath in Del Norte County, US 101 south of Scotia in Humboldt County, and the Willits Bypass. They represent less than ten percent of SHS miles in District 1.

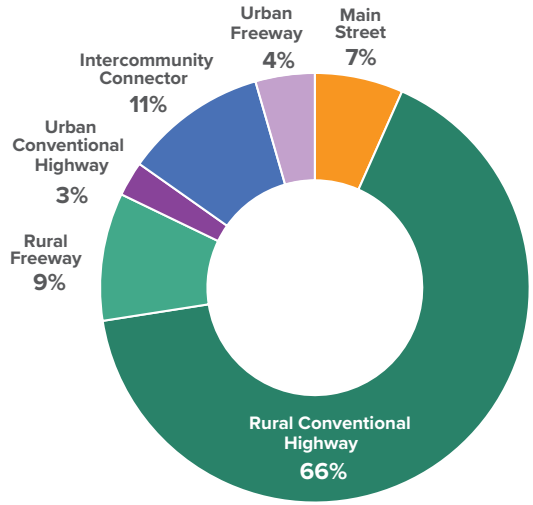
URBAN FREEWAYS are access-controlled highways that pass through communities, often interrupting the local street grid and providing limited crossing opportunities. People are generally prohibited from walking along freeways, though bicyclists may use them. Interchanges (along with over-crossings and under-crossings) are critical links for people making walking and bicycling trips, but they can be challenging to walk or bike on where

A person bicycles near the access ramps to US Highway 101.



high-volume and high-speed traffic transitions between the freeway and local streets. Urban freeways represent less than five percent of the District 1 SHS, with examples including US 101 through Fortuna, SR 29 through Lakeport, and US 101 through Ukiah.

URBAN CONVENTIONAL HIGHWAYS are at-grade routes passing through urban areas that have not been categorized as main streets. They make up less than five percent of the District 1 SHS. Examples include SR 20 near Clearlake Oaks.



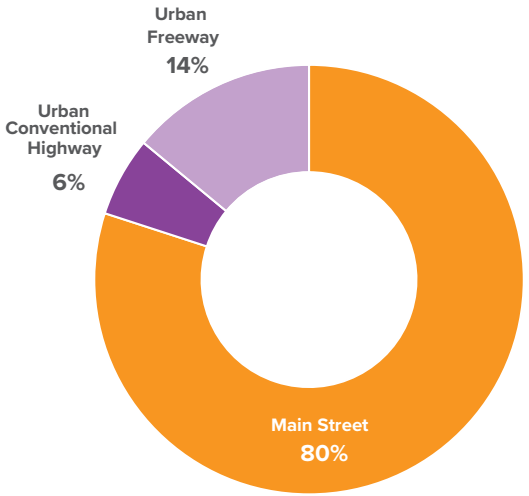
Distribution of District 1 SHS centerline miles by context type

WALKING AND BICYCLING 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 transportation. Distance is one of the simplest determinants of bicycle and pedestrian trips. Many adults can comfortably make trips of less than 1 mile on foot or less than 3 miles by bicycle (with electric bicycles making longer trips possible by reducing physical effort). By investing in safe, comfortable, and convenient walking and bicycling infrastructure in places where people frequently make short trips, Caltrans and its partners can encourage people to choose to walk or bicycle instead of driving.

The project team analyzed estimates of short trips from the statewide travel demand model to determine where short trips are most concentrated near the District SHS. These locations may have a higher potential to convert some driving trips to walking trips or biking trips by improving walkways, bikeways, and crossings.

As the charts in this section show, most very short trips (1 mile or less) occur in urban areas. Main streets—the context most likely to feature

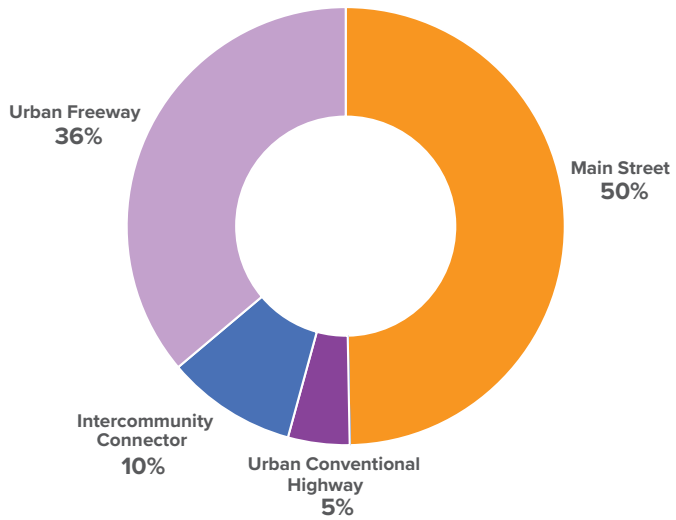


Distribution of total District 1 SHS centerline miles with high concentrations of 0-1 mile trips

housing and destinations in proximity—represent half of all SHS miles with high concentrations of very short trips. Short trips of 3 miles or less occur in a wider range of land use and transportation contexts but are most likely to happen in high concentrations near main streets, other urban highways or freeways, or intercommunity connectors. Although short trips in District 1 are most concentrated around population centers like Eureka and Fort Bragg, they also occur near small and rural communities.

No rural conventional highways or freeways show high concentrations of short or very short trips. These context types are found in areas where development is dispersed and where people must travel longer distances to meet their needs.

Improving walking and bicycling infrastructure on the SHS in places where many short trips occur can help shift those trips to active travel, moving the state toward meeting its mobility and sustainability goals. In District 1, most of these places are urban locations; rural areas offer fewer opportunities to convert driving trips to walking and bicycling ones. However, walking and bicycling improvements in rural areas are still important investments that can help meet other goals related to safety, equity, and preservation.



Distribution of total District 1 SHS centerline miles with high concentrations of 0-3 mile trips

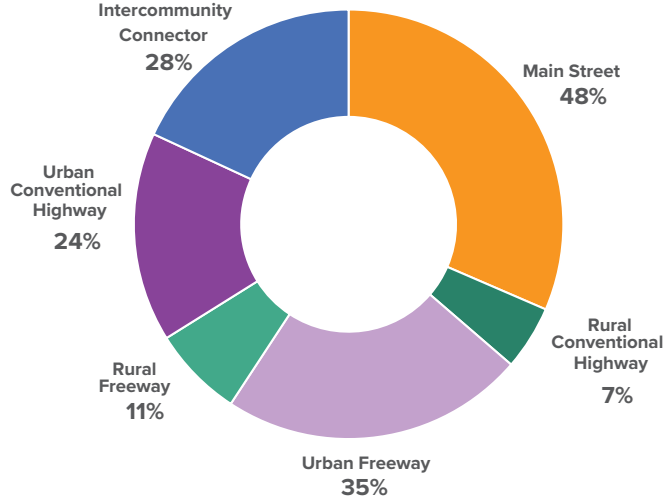
A main street highway in Hiouchi.

COLLISIONS INVOLVING PEOPLE WALKING OR BICYCLING

Collision history is a primary metric for safety. Pedestrians and bicyclists are considered vulnerable road users due to elevated risks of being injured or killed if struck by a vehicle. Between 2008 and 2019, traffic collisions that involved people walking or bicycling resulted in 133 deaths and 321 severe injuries across state and local roadways within District 1. Caltrans has developed a Towards Zero Deaths goal aimed at reducing the number, rate, and severity of collisions involving people walking and bicycling.

The District 1 project team analyzed the density of collisions that involved pedestrians or bicyclists and that occurred within 250 feet of the SHS. Places where six or more such crashes occurred in the analysis period (2015 to 2019) are considered to have a high density of crashes. Places with between one and five crashes are considered to have a medium density, and places with no documented crashes are considered low density. (Because not all collisions are reported and recorded in state databases, the project team chose not to describe places without documented crashes as having no crashes.)

Across the district, SHS segments where these crashes are recorded represent 15% of the state system. Main streets are overrepresented in crash statistics, as they generally align with population centers such as



Percentage of District 1 SHS miles by context type with one or more pedestrian and/or bicyclist involved collision, 2015-2019

Eureka, Fort Bragg, Mendocino, and Clearlake where proximity of housing and destinations supports short trips. Although main streets make up less than ten percent of total SHS miles in District 1, nearly half of all main street segments have at least one recorded crash. They are the context type that is most likely to have a high density of collisions, accounting for 64% of the district's SHS locations with high pedestrian-involved crash density and 100% of locations with high bicyclist-involved crash density. Main streets represent the District's major opportunity sites, where infrastructure investments that serve people walking and bicycling can do the most to prevent deaths and serious injuries in traffic collisions.

Urban freeways and urban conventional highways show elevated collision densities; as with main streets, this may be due to overall higher rates of walking and bicycling in urban areas. Intercommunity connectors are also disproportionately the sites of these kinds of collisions, likely due to the critical role they plan in supporting walking and bicycling between communities and across rural areas.

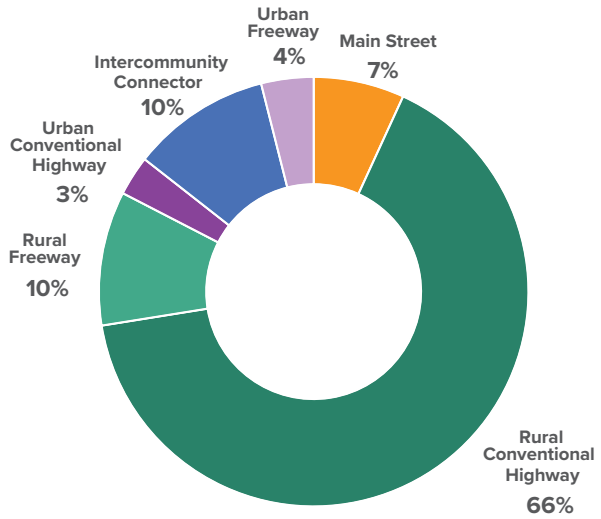
A bicycle lane runs alongside a highway in Gasquet.

EQUITY PRIORITY COMMUNITIES

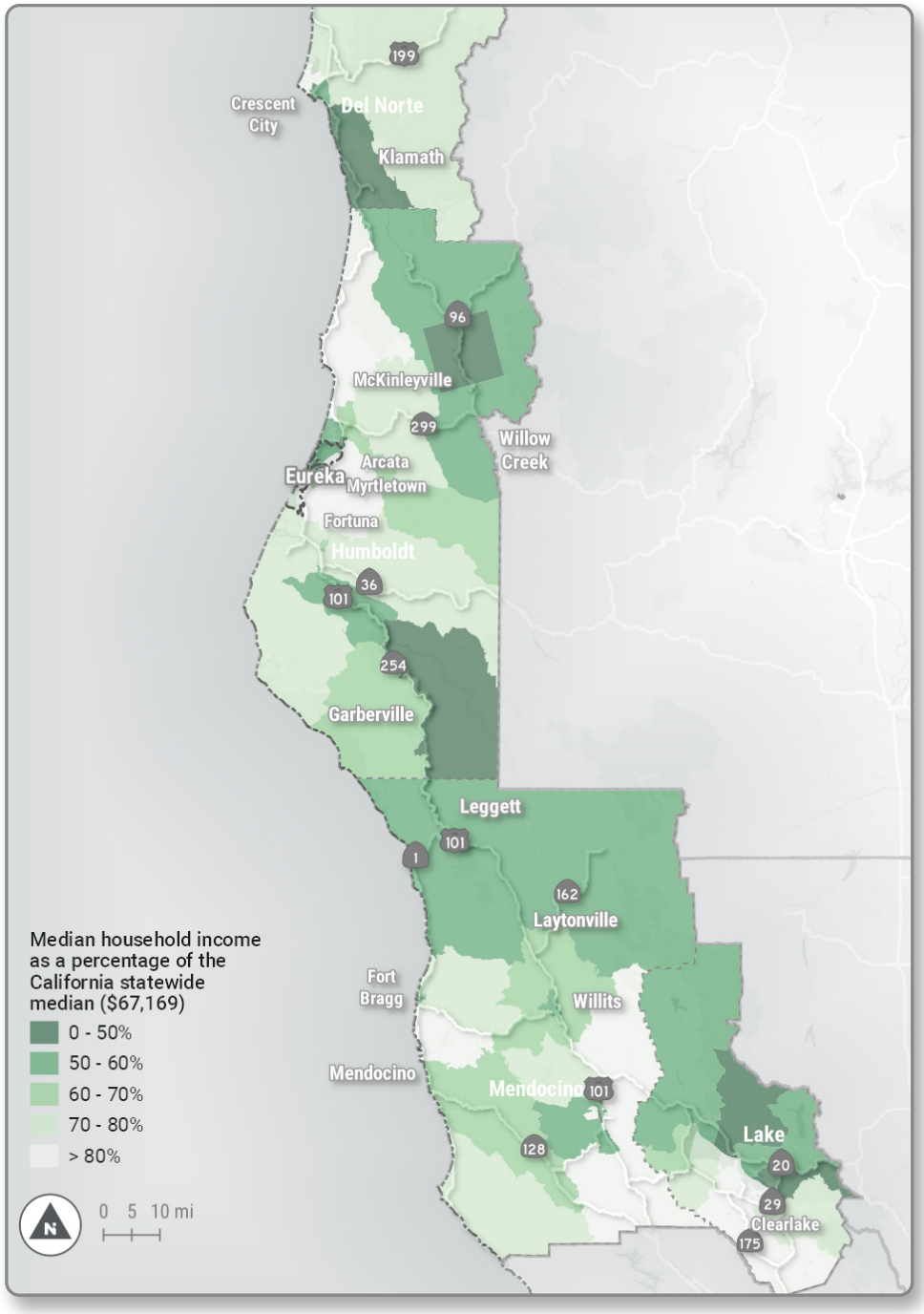
Social equity is an important goal of the Plan, alongside safety, mobility, and preservation (the other goal areas of Towards An Active California). It is critical that the experiences of equity priority and underrepresented communities inform Plan outputs and future project development decisions.

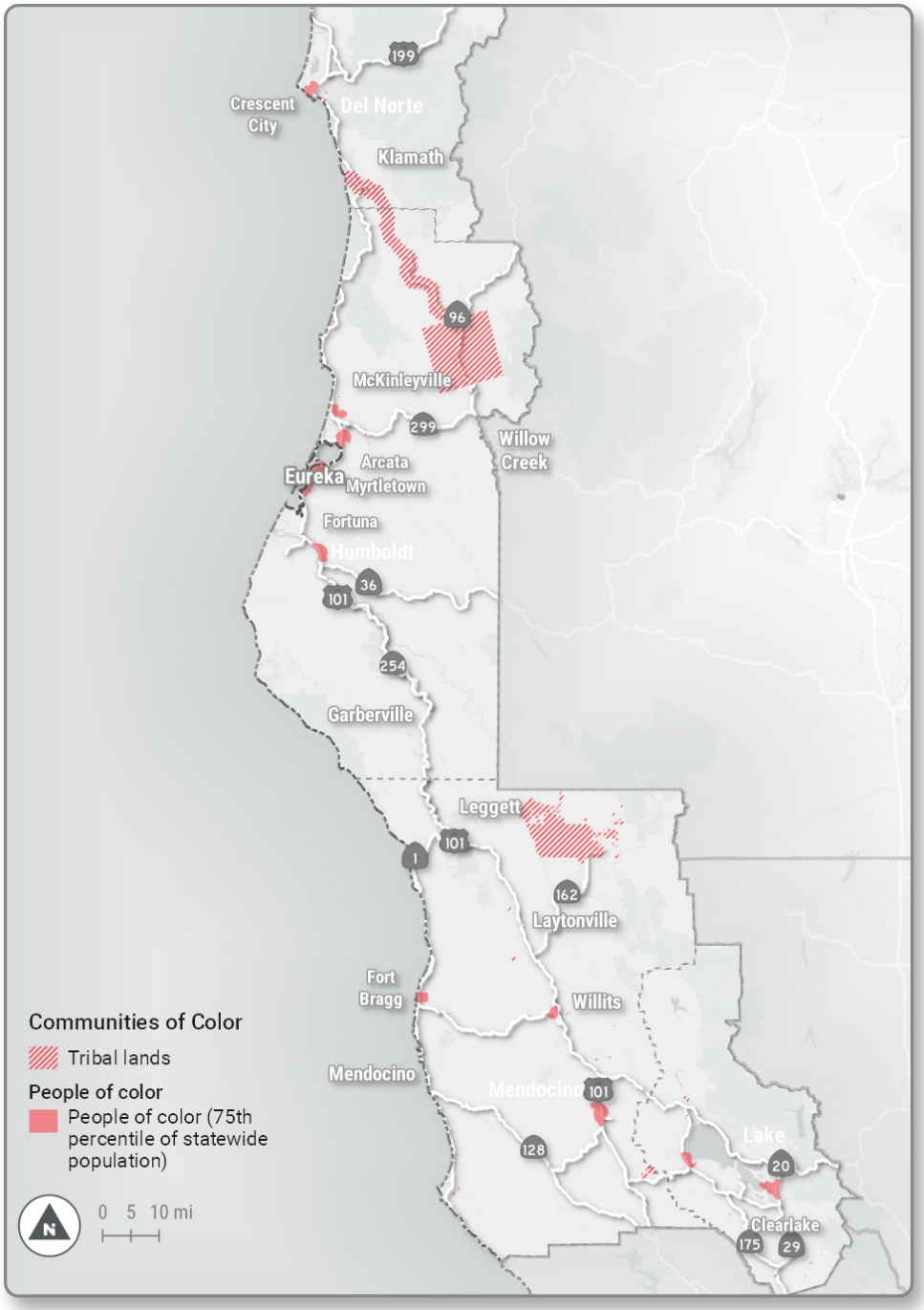
The Plan defines District 1's equity priority communities as including low-income communities, communities of color, and tribal communities. Statewide, low-income communities have reduced access to transportation resources that allow them to meet daily needs, and they are more likely to experience cost burdens of transportation. Communities of color and tribal communities are considered equity priority communities due to a range of past and present inequities. Historically, these communities were less likely to be included in public policy decisions and less likely to be served by transportation programs and investments. Statewide, people of color and indigenous people have lower access to transportation resources and are more likely to experience negative health impacts (such as asthma due to poor air quality) from transportation infrastructure.

Communities where median household income (MHI) is 80% ($53,735) or less of the statewide median ($67,169) can be considered equity priority communities. Improving bicycling and walking access along and across the SHS can help low-income households access economic and social opportunities without the financial burdens of vehicle ownership and



Distribution of total District 1 SHS centerline miles in communities where median household income is 80% or less of statewide median

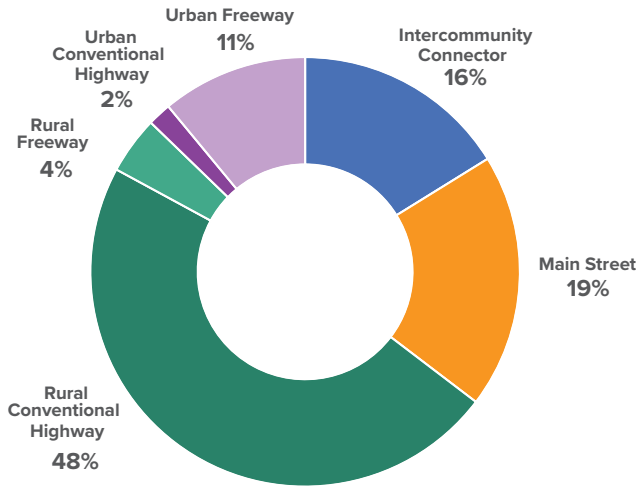




driving. Using income data from the 2017 American Community Survey 5-year estimates, the project team identified that most areas in District 1 fall below this 80% threshold. The map shows locations with the lowest median household income (50% or less), such as coastal Del Norte County south of Crescent City, Humboldt County east of US 101 and south of SR 36, and eastern Lake County.

The project team used a second measure indicating income-based needs, locating places where the SHS passes through census tracts with at least 75% student enrollment in the free and reduced-priced school meal program. While this measure is not mapped in the summary report, it did inform the prioritization process.

The project team mapped District 1's communities of color and tribal lands, which are considered equity priority communities. Census tracts with higher densities of people per square mile who identify as non-white or Hispanic on the American Community Survey (75th or higher percentile in District 1) represent locations where SHS improvements may serve greater numbers of people of color. Most of the locations with high numbers of people of color per square mile are urban areas, where overall population densities are highest. This map also shows locations of tribal lands, where SHS improvements may be more likely to benefit indigenous communities. Notably, the Yurok Reservation along the Klamath River, the Hoopa Valley Reservation in Humboldt County, and the Round Valley tribal lands in Mendocino County are also all locations with median household incomes at or below the 60% threshold. Overall, communities of color and tribal lands are most often located along main streets, intercommunity connectors, and urban freeways.



Distribution of total District 1 SHS centerline miles in communities of color and/or tribal lands

NEEDS FOR PEOPLE WALKING AND BICYCLING ON CALTRANS HIGHWAYS

The primary purpose of this planning effort was to identify and prioritize "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 in ***Toward an Active California***. To identify these needs, the project team conducted a data-driven assessment of gaps and barriers on the system that affect walking and bicycling. Planning partners and previous plans and studies also identified needs. This information is available for review on the online Story Map.

IDENTIFYING NEEDS

NEEDS IDENTIFIED BY AGENCY PARTNERS

Caltrans and its local and regional partners have documented the need for pedestrian and bicycle infrastructure along the SHS over time in various adopted plans and needs inventories. Where GIS for these plans was available, needs were incorporated into the data analysis described below. For areas without GIS data, the District 1 project team encouraged partners to complete the partner map-based survey.

The project team and planning staff reviewed existing plans for key takeaways for pedestrian and bicycling needs. The team then added these key takeaways to the partner survey.

NEEDS IDENTIFIED BY THE PUBLIC

As described in the Public Engagement section, the public identified needs using the Caltrans map-based survey and Street Story. These need locations were not assessed in this plan's data-driven process, but public input has been preserved as part of this plan's final data package to inform future project development efforts.

NEEDS IDENTIFIED BY DATA ANALYSIS

The project team conducted detailed automated and manual analyses of SHS data to identify needs of the following types.

TYPES OF ACTIVE TRANSPORTATION NEEDS

MAIN STREET SIDEWALK GAPS

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

INTERCOMMUNITY CONNECTOR NEED

Locations on the SHS identified as intercommunity connector where no Class I bicycle facility or sidewalk exists along at least one side of the road.

TYPES OF ACTIVE TRANSPORTATION NEEDS

SIDEWALKS IN FAIR OR POOR CONDITION

SHS segments with sidewalks in fair or poor condition, as determined by Caltrans staff during the Active Transportation Asset Inventory Pilot.

SIDEWALKS ALONG HIGHER-SPEED HIGHWAYS

SHS segments with sidewalks along roadways with a posted speed limit of 35 mph or higher.

STRESSFUL PEDESTRIAN CROSSINGS

Intersections that are stressful for people to cross by walking, located on at-grade highways that are not access-controlled. This analysis accounts for characteristics like the presence or absence of median islands and marked crossings, posted speed limits, distance from low-stress crossing opportunities, and other factors.

STRESSFUL BICYCLE CROSSINGS.

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

FREEWAY BARRIER LOCATIONS

Segments of the freeway where someone must make a long detour on the local network to reach the nearest place where they can cross to the other side of the freeway.

FREEWAY CROSSING NEEDS

Locations where freeway over-crossings, under-crossings, or interchanges exist but present challenging conditions for people walking and bicycling. Crossing needs include narrow sidewalk (or maintenance walkways too narrow to serve as sidewalks), a lack of sidewalks, uncontrolled or unmarked crossings at highway on- or off-ramps, or poor crosswalk visibility.

These analyses resulted in maps and lists of individual location-based needs, where gaps and barriers may exist for people walking and bicycling along or across the highway.

PRIORITIZING NEEDS

Need locations on the SHS were evaluated and prioritized according to the goals of ***Toward an Active California***: mobility, safety, equity, and preservation. Prioritization may inform future Caltrans efforts in seeking competitive project funds.

The first step in the prioritization process was to break the SHS within District 1 into smaller segments, such as areas around freeway crossings, between major intersections, at jurisdictional boundaries, and where the transportation and land use context changes. The project team scaled these segments to roughly align with segments Caltrans uses to develop improvement projects on the SHS, allowing individual needs to be grouped together with other projects on the system.

As a second step, each highway segment and freeway crossing need was scored based on measures aligning with the Walking and Bicycling in District 1 Today section of this report. These include the potential to shift short trips from driving to walking or bicycling; the history of pedestrian and bicyclist collisions; the presence of equity priority communities; and the condition of sidewalks, crosswalks, and bikeways along the facility. Each segment and freeway crossing received a score based on these and other factors.

The scoring calculations incorporated input on weights and measures assigned to each goal from ***Toward an Active California*** from the Technical Advisory Group, the Caltrans Internal Working Group, and the District 1 project team. The scoring approach summarized in the following table reflects local vision and priorities communicated by District 1's public and partners. These weights refer only to the data-driven prioritization in the Plan and do not mean that Caltrans District 1 assigns these weights to safety, mobility, equity, and preservation in all of its work. Consistent with the state's efforts to eliminate fatalities and serious injuries due to traffic collisions, safety remains the highest priority for Caltrans.

GOAL	WEIGHT	MEASURE(S)
Mobility	26%	1-, 3-, and 10-mile travel demand; destination density; access to transit; main street or intercommunity connector
Safety	29%	Reported crash density and severity; speed; proximity to schools
Equity	30%	Median household income; communities of color and tribal lands; equity destinations; community population densities of older adults, youth, and people with disabilities
Preservation	15%	Improvement to existing bike facility, crosswalk, or sidewalk
Total	100%	

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 tiered highway segments and freeway crossings in District 1.

This process provides a comparative indication of need, but active transportation needs like these are rarely addressed through independently developed projects. Regardless of their assigned tier, needs should always be considered when developing nearby projects on the SHS. 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 the Plan will also be used to build Complete Streets performance targets used in the State Highway Operation and Protection Program (SHOPP) and Transportation Asset Management Plan.

HOW TO USE THIS PLAN'S DATA AND ANALYSIS

This plan provides a strong foundation for understanding walking and bicycling needs on the SHS in District 1. However, data-driven processes cannot fully capture all needs that exist on the state'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 statewide 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 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.

When addressing walking and bicycling needs on the SHS, Caltrans and its partners may consider solutions both on and off the highways themselves. 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, or 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.

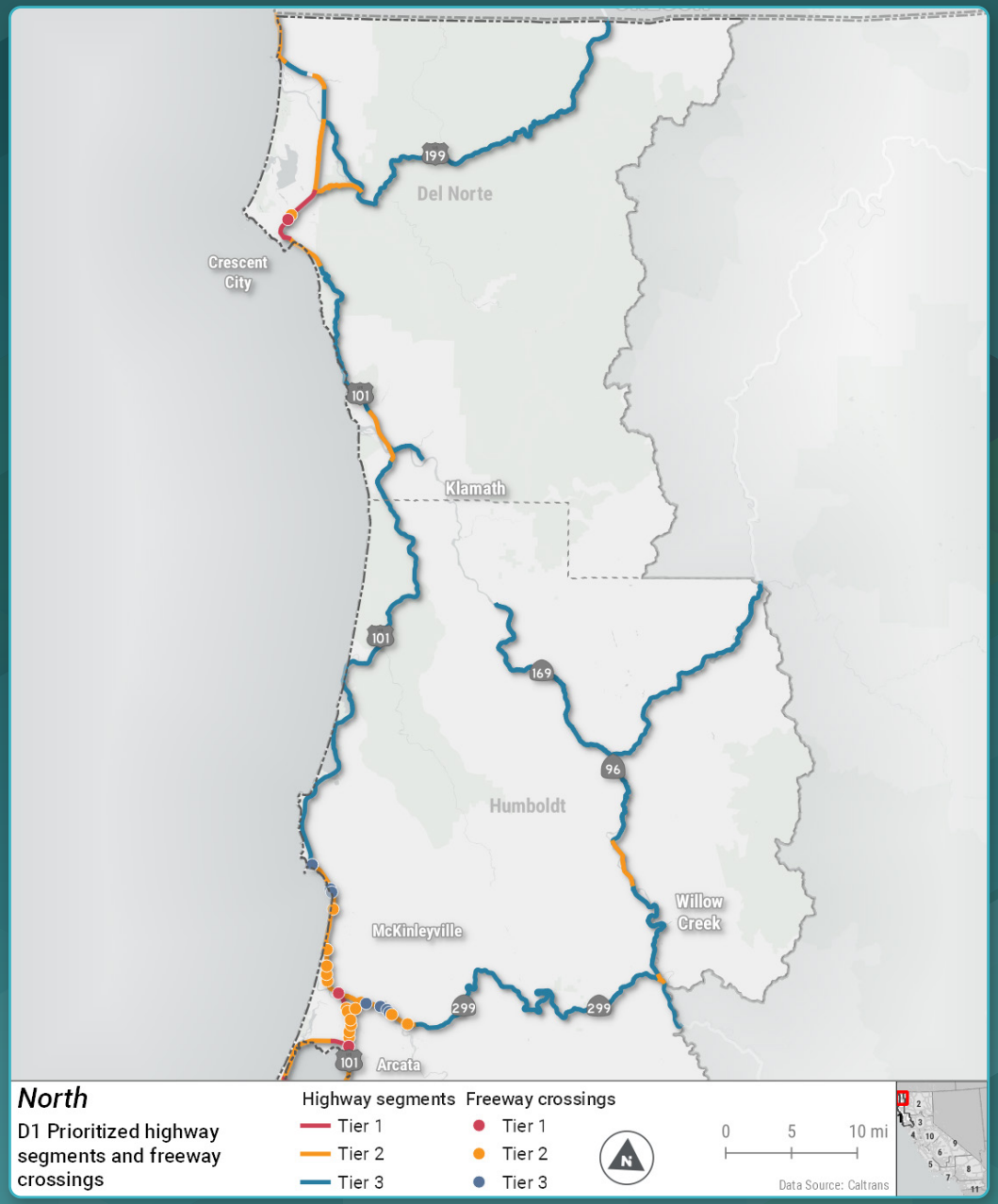
STORY MAP

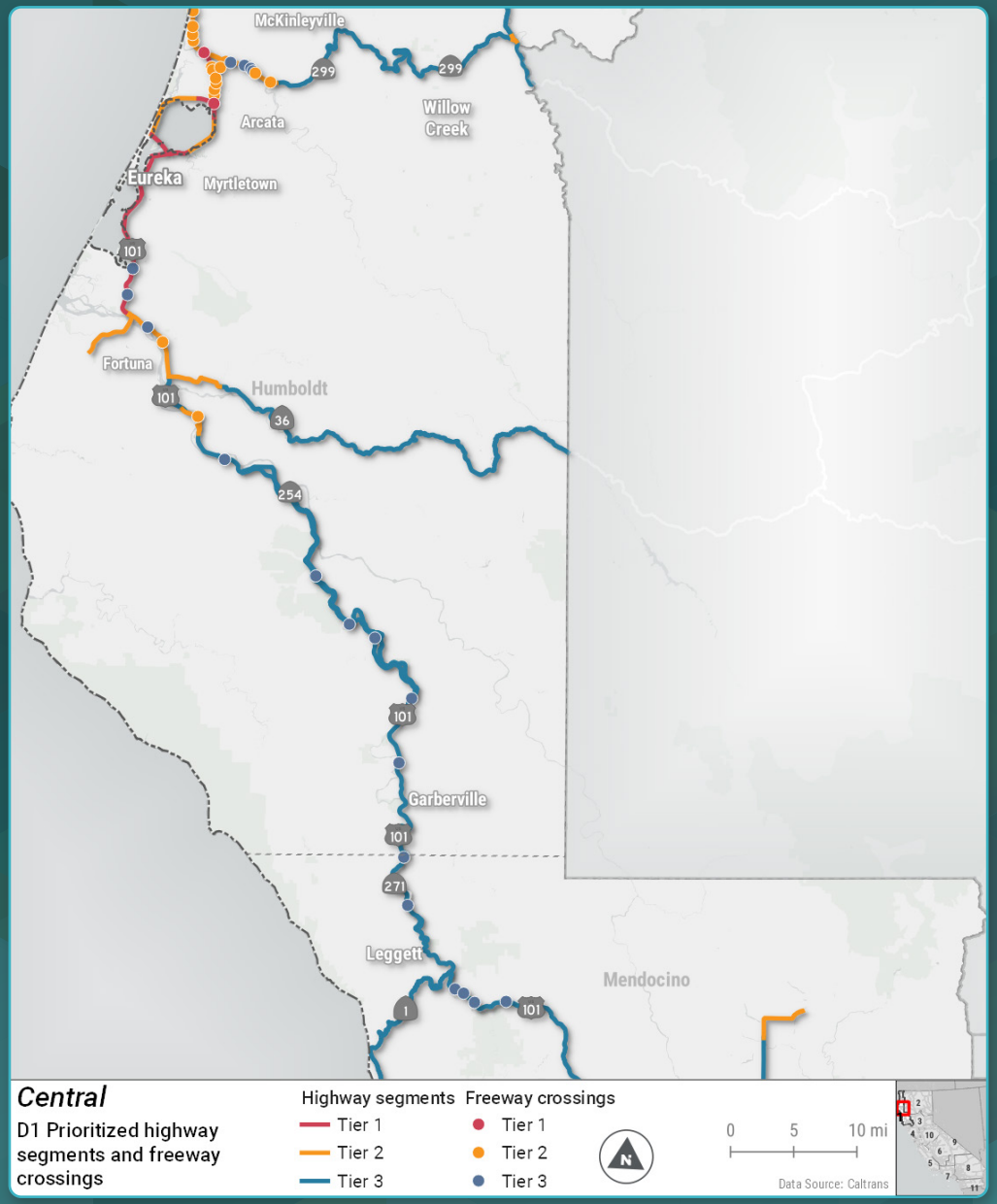
This Summary Report has a companion ***Story Map***. This interactive tool uses maps to provide a visual companion to this Summary Report. Its "Explore" section is a full-scale interactive map that provides even greater detail on a full range of existing conditions measures and that illustrates the individual and prioritized location-based needs. The map also provides additional information about highway segments with needs on them:

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

The Story Map and Explore Map can help stakeholders and the public understand where needs and opportunities exist in their communities, as well as the nature of those needs and how those needs relate to the full picture of active transportation conditions and needs across the district.

Two children bicycle on the Sunset Circle Multi-Use Trail.





Central

D1 Prioritized highway segments and freeway crossings

Highway segments: Tier 1, Tier 2, Tier 3

Freeway crossings: Tier 1, Tier 2, Tier 3

0 5 10 mi

Data Source: Caltrans

South

D1 Prioritized highway segments and freeway crossings

Highway segments: Tier 1, Tier 2, Tier 3

Freeway crossings: Tier 1, Tier 2, Tier 3

0 5 10 mi

Data Source: Caltrans

NEXT STEPS

This plan serves as a critical step in implementing the Caltrans vision for improving the walking and bicycling experience along the SHS in Del Norte, Humboldt, Lake, and Mendocino 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 Caltrans to take to address location-based needs are described below.

CONTINUE TO ENGAGE PUBLIC AND PARTNERS

Public engagement will continue to shape this plan even after its initial publication. District 1 staff plans to continue in-person outreach at community events when pandemic-related restrictions are lifted. As staff work on a permanent map-based platform for the public to communicate needs, they are exploring ways to incorporate partner agency data that document needs and proposed projects identified in local planning efforts. Moving forward, Caltrans will use survey data to validate its understanding of needs at particular locations and to inform project development. Since needs and priorities will shift over time, Caltrans will continue to collect input from the public and partner organizations beyond the publication of this plan.

INTEGRATE PLAN DATA INTO STATEWIDE DATABASES AND PROCESSES

District 1 will retain the data and analysis developed for this plan, including existing conditions, public and partner input, individual data-driven needs, and prioritized segments. This data package will support a range of future Caltrans activities, such as the management of statewide active transportation initiatives, setting Complete Streets targets, and tracking progress toward statewide goals and performance metrics.

ESTABLISH DISTRICT 1 PEDESTRIAN AND BICYCLE ADVISORY COMMITTEE

The District 1 Active Transportation Plan Technical Advisory Group will become a permanent D1 Pedestrian and Bicycle Advisory Committee upon completion of the D1 Active Transportation Plan. The specific goals of the committee are not yet developed.

State Route 1 in Elk.

CONTINUE TO EVALUATE NEEDS

This plan will be used to help scope planning efforts and projects located on or near the SHS. While the data-driven planning process provides information about the general location and nature of each need, this information is approximate and must be refined before solutions can be developed. The District 1 project team will continue to seek community input on needs through the map-based survey or Street Story. In-person outreach in equity priority communities will be a priority when COVID-19 guidelines permit. The District 1 project team will also pursue GIS data from plans produced by regional and local partners.

IDENTIFY AND INITIATE PROJECTS

District 1 staff has already begun using data from the plan to inform project nomination for the 2024 SHOPP. The District 1 project team will work with the Pedestrian and Bicycle Advisory Committee and regional partners to use the Plan-identified needs and priorities in scoping candidate planning projects and Senate Bill 1 competitive funding applications.

ACKNOWLEDGEMENTS

Thank you to everyone who completed the public survey or shared it with people they know.

This plan was developed through the combined commitment, energy, and guidance of current and past District 1 and Caltrans Headquarters team members, the District 1 Active Transportation Plan Core Team, 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:

TECHNICAL ADVISORY GROUP

DEL NORTE COUNTY

- Rosanna Bower, County of Del Norte Community Development Department
- Dave Gustafson, community member
- Tamera Leighton, Del Norte Local Transportation Commission
- Amber Leavitt, California Coastal Commission
- Brandi Natt, Yurok Tribe

HUMBOLDT COUNTY

- Beth Burks, Humboldt County Association of Governments
- Kevin Carter, City of Fortuna Public Works Department
- Colin Fiske, Coalition for Responsible Transportation Priorities
- Elaine Hogan, County of Humboldt Department of Health and Human Services
- Marcella May, Humboldt County Association of Governments
- Brandi Natt, Yurok Tribe
- Leslie Sanders, Trinidad Rancheria
- Hank Seemann, County of Humboldt Public Works Department
- Emily Sinkhorn, Redwood Community Action Agency
- Oona Smith, Humboldt County Association of Governments
- Christie Smith, Humboldt County Association of Governments
- Jesse Willor, City of Eureka Public Works Department
- Patricia Anne WinterSun, Humboldt Bay Bicycle Commuters Association

LAKE COUNTY

- Lisa Davey-Bates, Lake Area Planning Council
- Dana Lewis, People Services
- Terre Logsdon, Scotts Valley Band of Pomo
- John Speka, Lake Area Planning Council
- Clarissa Kincy, Lake Links

MENDOCINO COUNTY

- Nephele Barrett, Mendocino Council of Governments
- Julie Bawcom, Ukiah community member
- Sonja Burgal, Walk & Bike Mendocino
- Neil Davis, Mendocino County Health and Human Services
- Wade Gray, Fort Bragg community member
- Mo Mulheren, City of Ukiah City Council
- Tom Murphy, Gualala Municipal Advisory Council
- Tina Tyler-O-Shea, Mendocino County Health and Human Service
- Roland Spence, Laytonville Skate Park

CALTRANS PROJECT TEAM

- District 1 Active Transportation Plan Team, Internal Working Group, and Regional & System Planners
- Headquarters Active Transportation Plan Team

CONSULTANT TEAM

- Toole Design
- WSP
- Cambridge Systematics
- MIG
- Tierra Plan

CONTACTING CALTRANS

Additional information about this planning effort can be found on the District 1 Active Transportation Plan webpage at **https://www.catplan.org/district-1.** Caltrans District 1 staff can provide additional information about upcoming projects in your community, accept input, and coordinate on project identification, development, and implementation. Your District 1 staff contact is:

Alexis Kelso, **alexis.kelso@dot.ca.gov**, 707-498-0536

State Route 1 in Orick.

US Highway 101 near Klamath.

ACTIVE TRANSPORTATION PLAN 2021

SUMMARY REPORT

Caltrans

DISTRICT 1