



Freeport Boulevard Walk Audit Report August 2019

Prepared by WALKSacramento for the Freeport
Boulevard Transportation Safety Committee

INTRODUCTION

PROJECT BACKGROUND

The Freeport Boulevard Transportation Safety project is a joint initiative by neighbors from the Hollywood Park, Land Park, and South Land Park communities to envision and implement improvements along one of Sacramento's most heavily traveled thoroughfares. The project, which is led by the Freeport Boulevard Transportation Safety Committee, arose out of resident concerns for pedestrian and bicycle safety along Freeport Boulevard.

In early 2018, a fatal collision involving an elderly pedestrian occurred along the corridor at a previously marked crosswalk that had been removed by the City of Sacramento. The collision and subsequent discussions with the City about making safety improvements highlighted the dangers for pedestrians along the commercial corridor, especially those walking to one of the several schools in the area. Following the collision, dedicated neighbors involved in the Freeport Boulevard Transportation Safety Committee have worked to organize residents and establish a proactive vision for transportation along Freeport Boulevard between Sutterville Road and Blair Avenue.

PROJECT PROCESS

Shortly after the fatal collision at Oregon Drive and Freeport Boulevard, WALKSacramento began meeting with residents across the three nearby neighborhoods interested in advocating that the City restripe the previously removed crossing. While all intersections in California, unless marked otherwise, are legal pedestrian crossings, the City identified the existing marked crosswalk as deficient given the traffic volumes and speeds. In order to improve safety and bring the crosswalk into compliance with the City's own Pedestrian Crossing Guidelines, a traffic light or other similar control device would be required. With insufficient funds to make proactive improvements, the City elected to remove the marked crossing, the intent being to discourage pedestrian crossings at that location.

In discussing this concern with frustrated residents, it became clear that while the Oregon Drive crossing is a barrier, it is not the only challenging crossing or transportation safety issue along the corridor. In fact, residents have been contacting the City for quite some time to voice a variety of concerns including crossing safety, inconsistent bicycle facilities, and most commonly, traffic speeds. While specific improvements at troublesome locations like Oregon Drive would be welcomed by residents, the Freeport Boulevard Transportation Safety Committee recognizes that more comprehensive improvements along the corridor are necessary.

PROJECT CONTEXT

In addition to serving as a residential thoroughfare, Freeport Boulevard is a busy commercial corridor with a variety of destinations including popular ethnic grocers, restaurants, and boutique shops. Recently, Raley's has broken ground on developing a 44,000 square-foot shopping center, to be known as "The Park" along this segment of Freeport. In addition to the new shopping center, plans are expected for redeveloping the parcel previously occupied by Raley's. Presumed to be anchor developments for this area, these projects are likely to attract additional private investment along the Freeport corridor.

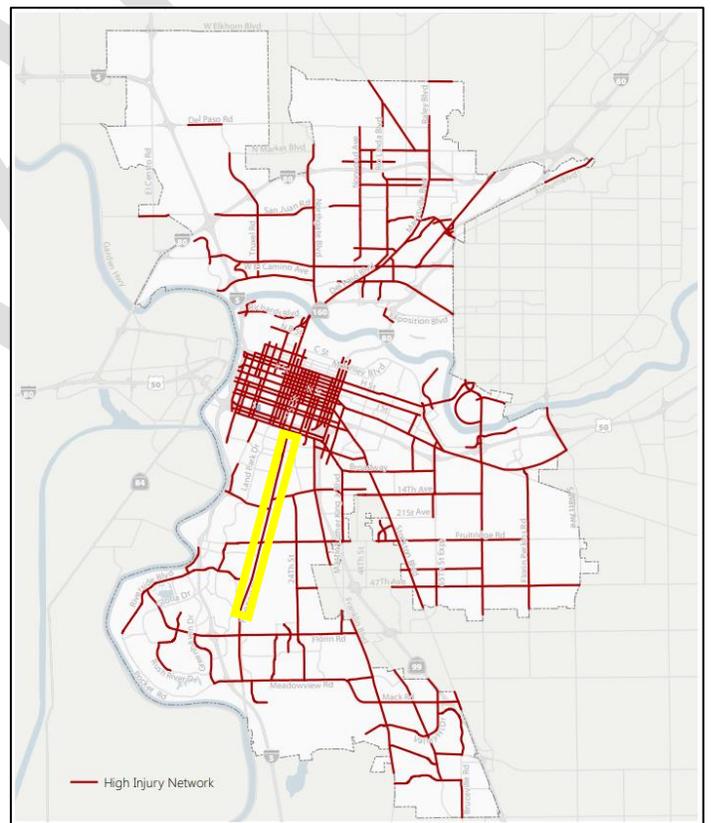
With regard to the streetscape environment, the new Raley's project will include a new traffic signal at Meer way, new buffered bike lanes along the project's frontage, and will create a dedicated left turn phase from Wentworth Avenue onto Freeport Boulevard.

This neighborhood-led effort also exists within the context of adopted City plans and recently completed projects. In 2018, the City of Sacramento adopted a Vision Zero Action Plan that seeks to eliminate all traffic related fatalities by 2027. The plan, which relies heavily on data, identifies top risk factors and the City's most dangerous streets. Unsurprisingly, many of the streets on the City's "High Injury Network" are arterial streets not dissimilar to Freeport Boulevard. The plan calls for systematic action on behalf of City departments to improve roadway conditions and promote safe behaviors. The plan has led to significant policy wins and new planning studies including a citywide school zone speed limit reduction and traffic safety plans for Sacramento's top 5 most dangerous corridors. While this segment of Freeport Boulevard does fall within the City's High Injury Network, the corridor does not rank as highly as many others in the City.

This segment of Freeport lies directly south of a portion of the road that has seen \$2.4 million in traffic safety improvements including a road diet,



Rendering of future Raley's development on Freeport.



City of Sacramento High Injury Network. Freeport Boulevard is highlighted.

enhanced bicycle facilities, and improved crosswalks. The project narrowed travel lanes from four to two to slow traffic and reduce crossing distances between 4th Avenue and Sutterville Road. While these improvements have slowed traffic along this segment and improved safety, because the roadway configuration opens back up to four lanes at Sutterville Road, traffic speeds also increase in the southbound direction. The Freeport Boulevard Transportation Safety Committee is interested in extending the safety, health, air quality, and economic development benefits of this project into their neighborhoods through similar improvements.



Freeport Boulevard north of Sutterville with traffic safety improvements.



Freeport Boulevard south of Sutterville without traffic safety improvements.

FREEPORT BOULEVARD WALK AUDIT AND SURVEY RESULTS

In May, 2019, the Freeport Boulevard Transportation Safety Committee partnered with WALKSacramento to host a community walk audit along the corridor. WALKSacramento is a regional nonprofit planning and advocacy organization that improves quality of life and health equity through community-centered policy and systems change in land use, transportation, and community development. A walk audit is a community assessment tool that engages residents in identifying barriers to active transportation and opportunities for making improvements. The goal of the Freeport Boulevard walk audit was to begin developing a consensus vision for balancing the street for people of all modes and abilities. The recommendations within this report are partially informed by the discussions and observations made during the May 11th walk audit.



Community members participate in a walk audit to identify barriers to active transportation and opportunities for improvement.

The Freeport Boulevard Transportation Safety Committee analyzed the portion of Freeport from Sutterville Road to Fruitridge Road during the walk audit. However, the Committee is dedicated to bringing improvements to the corridor that extend further south to Blair Avenue as well. This report includes recommendations for improvements from Sutterville Road to Blair Avenue.

The objective of this report is to establish a comprehensive strategy for active transportation investment along Freeport Boulevard that meets the goals of the community. The report summarizes community input and prioritization of strategies throughout this process and provides a clear understanding of the community’s vision for Freeport Boulevard. The report also summarizes opportunities for advocacy to elevate the community’s vision for Freeport Boulevard as a short-term priority.

This report is not a standard, specification, regulation, or official engineering study and should not be used for establishing civil liability. This report highlights needs and potential solutions within this community. The implementation of any strategy contained within this report should be made on the basis of an official engineering study at each location. The goal of this report is to identify community need for improvements and assist the City of Sacramento with prioritizing those needs based on future studies and available funding. As a summary of existing conditions, resident input, and transportation needs, this report does not guarantee improvements will be made, but should serve to inform future planning efforts by the City.

SURVEY RESULTS

To better understand the how residents in neighborhoods adjacent to this segment of Freeport Boulevard experience traveling and safety on the segment, the FBTSC created a community survey using Google Forms that could be filled out on-line or on paper. Survey respondents were recruited with a post about the survey on electronic media including Next Door and adjacent neighborhood association newsletters, social media and websites. The committee asked a range of questions about resident’s experience traveling along this segment of Freeport Boulevard, including transportation mode frequency in the segment, frequency of travel in the segment, top concerns about traveling on this segment, desired types of changes to improve the experience of traveling on the segment, reasons for traveling in the segment, what is most liked about the segment, and opinions about whether the segment feels safe to cross or travel along via various travel modes (bicycling, walking, wheelchair, bus, or automobile). Details of the complete summarized survey results are shown in Appendix A.

From March 7 to May 29, 2019, 223 people responded to the survey. The majority of respondents live in households with 1-4 people and a smaller portion of respondents live in households with more than 5 people. The majority of respondents ranged in age from 25 – 64, with smaller numbers under 24 and over 65. Table 1 shows that each of the surrounding neighborhoods are represented with Land Park, South Land Park, and Hollywood Park comprising 75% of the responses.

Table 1: Percentage of Respondents by Neighborhood

Neighborhoods with survey respondents by percentage:	
Hollywood Park/Carleton Tract	31%
Land Park	19%
South Land Park	13%
South Land Park Estates	12%
Curtis Park	10%
South Land Park Terrace	6%
Mangan Park	3%
Greenhaven/Pocket	2%
Brentwood	1%
Other	3%

PROJECT GOALS AND STRATEGIES

During the WALKSacramento-facilitated walk audit, participants were led through a series of activities with the intention of identifying goals for how Freeport Boulevard should function in order to meet the needs of residents. Goals include:

- Improving traffic safety and health for all residents
- Increasing access to alternative, low-carbon forms of travel such as walking, biking, and transit
- Ensuring that new development along Freeport Boulevard contributes to creating a safe walkable and bikeable environment
- Identifying improvements that make walking and bicycling comfortable for people of all ages, abilities, and backgrounds, including investing in continuous pedestrian and bicycle networks
- Increasing productive communication between the Freeport Boulevard Transportation Safety Committee, other residents, and the City in the pursuit of streetscape improvements

In order to accomplish these goals, walk audit participants identified the following strategies:

- Slow traffic and provide more separation between active modes of travel and motor vehicles
- Increase the safety and number of street crossings and intersections
- Activate the street to encourage more walking and biking
- Engage with the City's economic development department to plan new development to be consistent with the community's transportation goals
- Prioritize improvements for people using transit and families getting to and from school



Community members brainstorm strategies for achieving a safe and walkable Freeport Boulevard.

EXISTING CONDITIONS

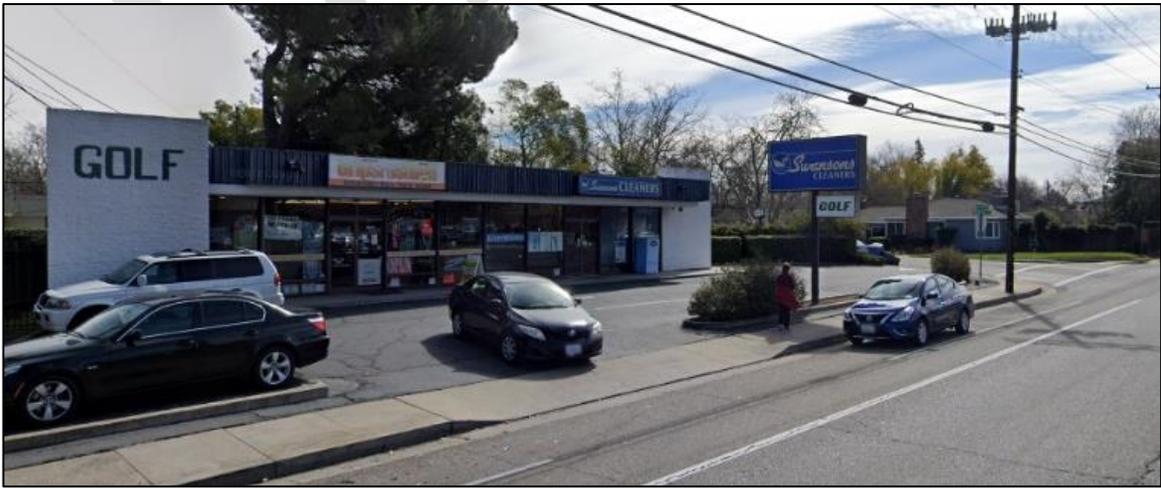
NEIGHBORHOODS AND LAND USES

The Freeport Corridor between Sutterville Road and Blair Avenue is adjacent to several neighborhoods in Sacramento including Hollywood Park, Carleton Tract, Land Park, South Land Park, Freeport Manor, and Mangan Park. These neighborhoods are mostly residential with the exception of commercial uses along Freeport Boulevard. Several schools and parks, including the large regional William Land Park, make up some of the most prominent destinations within the three communities.

Land uses along Freeport Boulevard involve a mix of residential businesses including chain drug stores and restaurants, strip commercial uses, ethnic markets and large-scale grocers, banks, and other relatively small neighborhood serving business. With the exception of the three large lots off of Potrero Way and Wentworth Avenue, nearly all businesses are separated from the backs of sidewalks by a single row of parking or less, helping to create more of a neighborhood feel along the corridor. The tradeoff however is that in many instances, parked cars in parking lots encroach upon pedestrian space. Other than commercial businesses, there are handful of blocks where residential fences back up to the sidewalk. There are five private and public schools either along the corridor or no more than ¼ of a mile off of Freeport Boulevard.



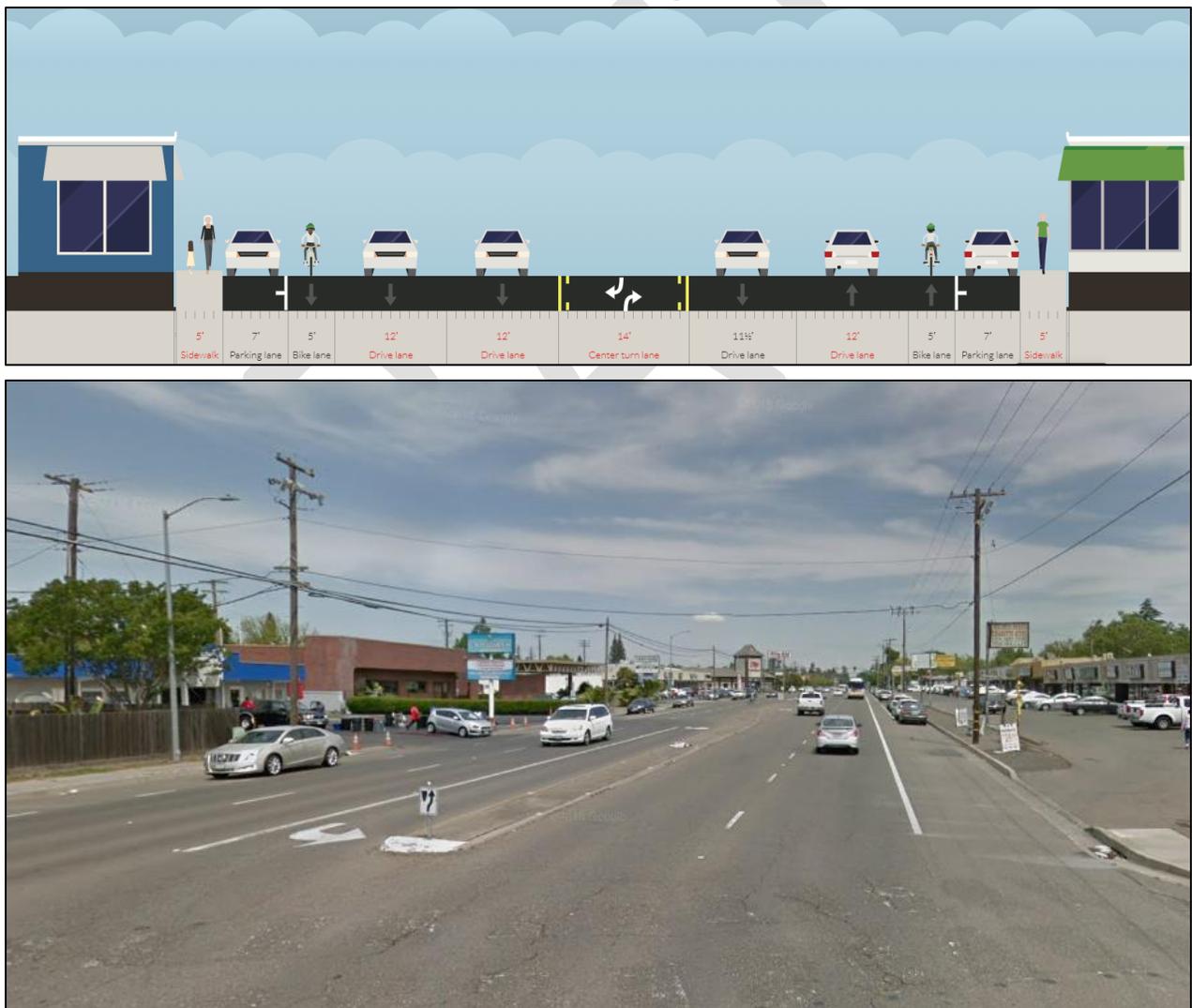
Neighborhood associations involved in the Freeport Boulevard Transportation Safety project.



Example of the types of commercial retail located along Freeport Boulevard.

AUTOMOBILE NETWORK

This portion of roadway is signed at 35 miles per hour and is estimated to carry between 21,000 and 29,000 automobile trips per day. The portion along William Land Park between eastbound and westbound Sutterville road is signed at 30 miles per hour. Residents on the walk audit expressed concern that traffic usually flows 10-15 miles an hour faster than posted speed limits during non-peak hours. Along the corridor there are consistently two lanes for vehicles in either direction with turn lanes at all signalized intersections and intermittently mid-block. The two travel directions are separated by a median strip that includes landscaped areas along certain portions. Travel lanes appear to be between 12 and 14 feet wide. While Freepoint Boulevard is not necessarily a high speed or high capacity corridor, wide travel lanes, minimal roadway narrowing, and relatively long distances between stop controls enable higher speeds and create a less welcoming pedestrian environment.



Example of the typical streetscape along Freepoint between Sutterville and Fruitridge.

PEDESTRIAN TRAVEL

Sidewalks and Amenities

The pedestrian environment along Freeport Boulevard varies in terms of level of comfort and accommodation. For the most part, there are consistent five-foot sidewalks along the corridor. The exception includes the frontage along a handful of businesses between Irvin Way and Oregon Drive where there is no sidewalk. There is only one approximately 85-foot stretch of sidewalk that includes a landscaped buffer in front of Oto's Marketplace. The walking environment along Freeport Boulevard is inconsistently and sparsely shaded. There are few pedestrian amenities or placemaking strategies such as seating areas, plazas, public art, or parklets. There is no pedestrian-scale lighting along the corridor.

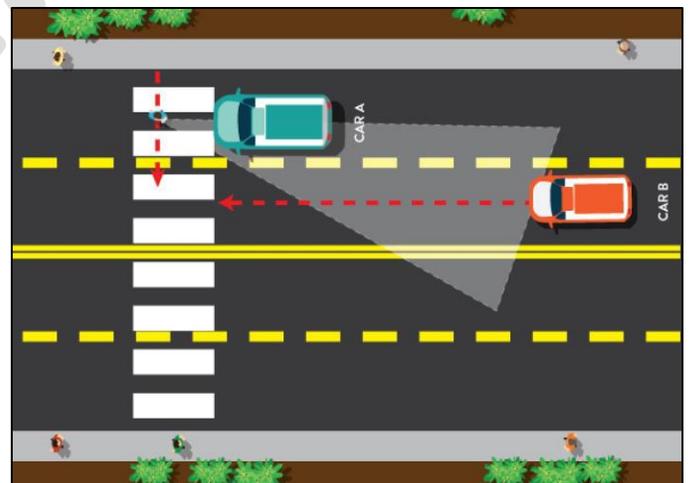
Accommodation for those with mobility impairments, consistent with the American's with Disability Act (ADA) is inconsistent, with several intersections still needing upgraded ADA curb ramps and detection strips. There is an abundance of driveways along both sides of Freeport Boulevard which creates an uncomfortable walking condition as well as several potential conflicts between motor vehicles and pedestrians. Sightlines along Freeport Boulevard are good, as there are few visual impediments.



Abundance of driveways and proximity to vehicle travel lanes contribute to an uncomfortable pedestrian environment.

Crossings

Crossing Freeport Boulevard is a challenge for pedestrians. Despite there being five marked intersections across Freeport Boulevard, there are several intersections that do not include marked crossings, including Virginia Way and Oregon Drive. All marked crossings across Freeport Boulevard are at signalized intersections, except at Meer Way, where pedestrians must cross without the aid of any stop controls. Starting at the north end of the Freeport Boulevard segment, marked crossings across the street begin to be spaced further apart closer to Fruitridge Road. The next nearest marked pedestrian crossing north of Fruitridge Road is approximately 1,420 feet away. All crossings of Freeport Boulevard are multiple-threat crossings where pedestrians must cross multiple lanes of traffic in one direction when crossing. These crossings are riskier for pedestrians as the vehicle in the second lane may not yield for the crossing pedestrian. These are most dangerous at intersections without stop controls. Most crossings parallel to Freeport Boulevard across side streets do include marked crossings.



Multiple vehicle travel lanes in one direction creates an unsafe crossing environment for pedestrians, as Car A blocks Car B's view of the pedestrian and increases the likelihood of a collision.

There are no Lead Pedestrian Intervals at any of the signalized crossings along or across Freeport Boulevard. Lead Pedestrian Intervals prioritize pedestrian movements by allowing three additional seconds at the beginning of the phase to enter the intersection and begin crossing before any vehicle movements are allowed. Walk audit participants noted that crossing times across Freeport at large intersections such as Fruitridge Road may not be sufficient for elderly or mobility impaired pedestrians.

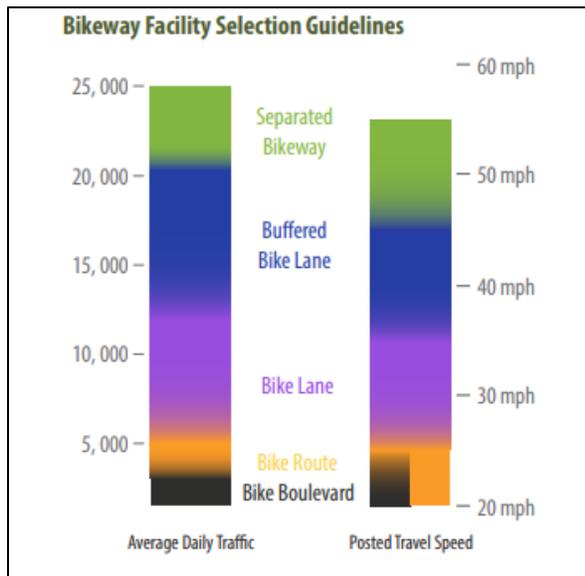
In general, while the pedestrian environment along Freeport Boulevard is adequate but uncomfortable, the accommodation for pedestrians crossing Freeport Boulevard is poor. The crossing environment either requires pedestrians to cross without the aid of stop controls or markings, or expects pedestrians to divert significantly out of their way to use a marked, signalized crossing.



Example of the pedestrian crossing environment at an unmarked, signalized crossing at Oregon Drive.

BICYCLE TRAVEL

Bicycle travel is accommodated along Freeport Boulevard in five-foot Class II bike lanes. Class II bike lanes are only designated by paint and include no additional buffering from motor vehicle or parked cars. Bike lanes typically become right-turn pockets approximately 100 feet before most stop-controlled intersections, requiring people on bikes to share the lane with turning vehicles. According to the City's bicycle facility selection criteria, a street with an ADT of 16,000 and traffic speeds of 35 mph should have at minimum, buffered bike lanes. There are no green painted areas at conflict zones, bicycle intersection treatments, or bicycle detection at intersections. Despite strong neighborhood demand to be able to bike into downtown and being the only continuous north-south route in the area, bicycles are minimally accommodated along Freeport Boulevard.



Bike lanes become right-turn pockets when approaching major intersections.

TRANSIT FACILITIES

There are three bus routes that provide transit service along the Freeport Boulevard corridor: 62, 205, and 252. Bus stops vary in terms of comfort provided to riders. There are 12 stops along this corridor with the majority of stops only including a sign or bench. Only three stops include shade structures. Most stops do not include lighting, trash receptacles, or direct pedestrian crossings.



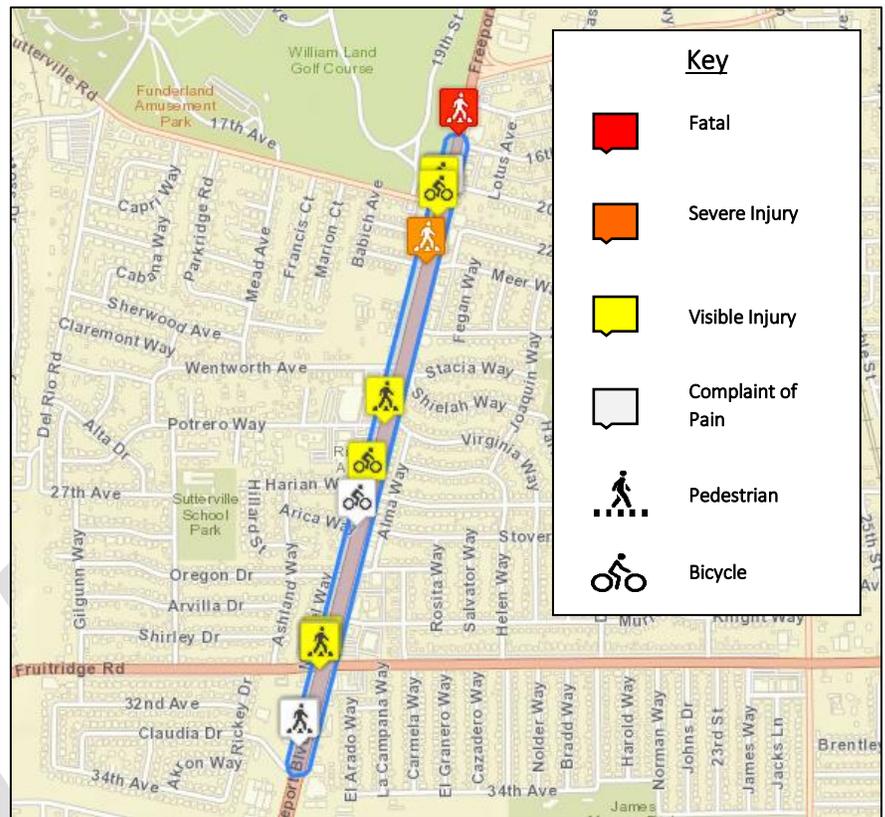
Typical bus stop along Freeport Boulevard.

COLLISIONS

Between 2013 and 2017, there were 15 reported collisions involving motorists and non-motorists along Freeport Boulevard between Sutterville Road and Fruitridge Road.¹

One third of pedestrian collisions during this time period were caused by vehicles not yielding to pedestrians in crosswalks, reflecting observed behaviors of drivers and indicating a need for improved crossing conditions along the corridor. Other pedestrian collisions were attributed to unsafe speeds and failure to yield to pedestrians on sidewalks when crossing driveways.

It should be noted that data is not yet available for recent collisions from 2018 and 2019. In particular, the fatal collision at Oregon Drive is not currently reflected in the data.



Traffic injuries on Freeport Boulevard from 2013-2017.

Table 2: TIMS Injury Summary Statistics: Pedestrian and Bicycle Injuries 2013-2017 along Freeport Blvd between Sutterville Rd and Fruitridge Rd

Involved With	Fatal	Severe Injury	Visible Injury	Complaint of Pain	Total
Bicycle	0	1	4	4	9
Pedestrian	1	1	2	2	6
Total	1	2	6	6	15

¹ UC Berkeley Transportation Injury Mapping System: ATP Maps and Summary Data, available at <https://tims.berkeley.edu/tools/srts/>. Accessed January 2020.

RECOMMENDATIONS

The following recommendations reflect the goals and strategies identified by community members on the walk audit on May 11, 2019. Most recommendations focus on corridor-wide improvements, including streetscape changes, traffic calming, crossing and intersection improvements, and pedestrian and bicycle facility improvements.

ID	LOCATION	REPORTED OR OBSERVED CHALLENGES	RECOMMENDED IMPROVEMENTS
1	Streetscape Freeport Boulevard – Sutterville Road to Blair Avenue	<ul style="list-style-type: none"> Higher than posted traffic speeds Poor yield rates for pedestrians Multiple-threat crossings Long crossing distances Inadequate accommodation for people on bikes ADA compliance issues 	<p>Consider extending the road diet north of Sutterville Road to Fruitridge Road. Reduce travel lanes to one in each direction with center turn pockets. Install new buffered or protected bicycle facilities. Upgrade ADA facilities. Use green lane markings to highlight conflict zones such as driveways. Reducing lanes would narrow crossing distances and create more space for greater bicycle and pedestrian accommodation.</p> <p>If a road diet is infeasible given traffic volumes, consider narrowing travel lanes, installing additional planted median islands, buffered bicycle lanes, and curb bulb-outs. Traffic calming and greater accommodation for bicycles is necessary along the corridor.</p>

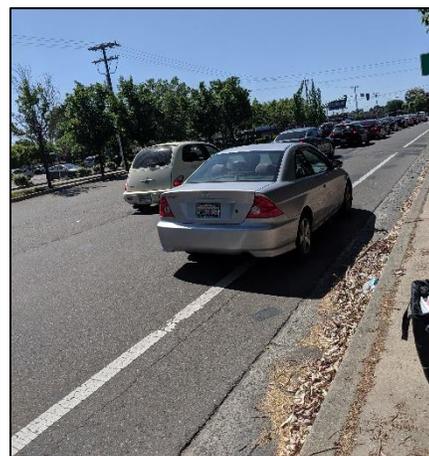
VISUALS



Example of desired streetscape improvements, including a road diet, buffered bike lanes, and traffic calming.



In many segments along the corridor, there are opportunities to reallocate road space for buffered bike facilities.



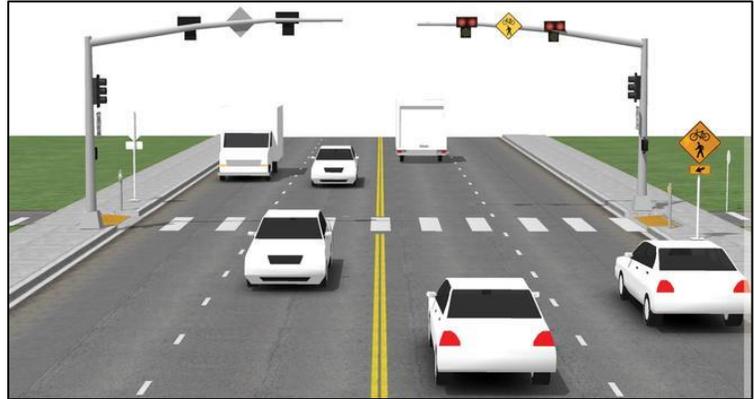
Greater separation of bike lanes will reduce conflict with vehicles.

ID	LOCATION	REPORTED OR OBSERVED CHALLENGES	RECOMMENDED IMPROVEMENTS
2	Oregon Drive and Freeport Boulevard Potrero Way and Freeport Boulevard	<ul style="list-style-type: none"> Poor yield rates for pedestrians Multiple-threat crossing Unmarked, non-stop controlled crossing across five lanes is the most direct neighborhood connection to two elementary schools. 	Prioritize Oregon Drive and/or Potrero Way for crossing improvements consistent with the Pedestrian Crossing Guidelines. A full signalized intersection or Hybrid Pedestrian Beacon would enable safer crossings and greater interaction between the two neighborhoods.

VISUALS



Current crossing conditions at Oregon Drive.



Example of desired crossing improvements, including a marked and signalized crossing to enhance safety.

ID	LOCATION	REPORTED OR OBSERVED CHALLENGES	RECOMMENDED IMPROVEMENTS
3	Intersections Freeport Boulevard – Sutterville Road to Blair Avenue	<ul style="list-style-type: none"> Poor yield rates for pedestrians Multiple-threat crossings Long crossing distances Insufficient crossing times 	Install Lead Pedestrian Intervals (LPIs) in order to improve pedestrian visibility at crossings. Install curb bulb-outs to reduce crossing distances and slow vehicle turn movements onto and off of Freeport Boulevard. Increase pedestrian crossing times, especially at larger intersections including Fruitridge Road and Sutterville Road. Install high visibility crossings at Oregon Drive and along other routes to school across Freeport Boulevard.

VISUALS



Current crossing conditions at a signalized intersection.



Example of a curb bulb-out at a signalized intersection.

ID	LOCATION	REPORTED OR OBSERVED CHALLENGES	RECOMMENDED IMPROVEMENTS
4	Sidewalks Freeport Boulevard – Sutterville Road to Fruitridge Road	Overabundance of driveways along Freeport Boulevard creates an uneven and uncomfortable walking experience for pedestrians. Multiple driveways also create more potential conflicts between motor vehicles and pedestrians/bikes. Sidewalk gaps create an inconsistent walking environment.	Consolidate driveways along Freeport Boulevard. Work with property owners to complete sidewalk gaps, plant additional trees with sufficient space to achieve full canopy coverage, and install outdoor seating and other pedestrian amenities. Identify opportunities to increase the number of sidewalk segments separated from the roadway by planter strips.

VISUALS



Current sidewalk and driveway conditions. Sidewalks are inconsistent and driveways are prevalent.



Example of desired sidewalk improvements, including separation from vehicle travel lanes and landscaping with tree shading.

ID	LOCATION	REPORTED OR OBSERVED CHALLENGES	RECOMMENDED IMPROVEMENTS
5	Amenities Freeport Boulevard – Sutterville Road to Blair Avenue	Lack of tree shading creates a hot and unwelcoming pedestrian and bicycle environment. The lack of shading also creates glare for drivers traveling east and west across the corridor.	Widen median islands along the corridor to plant additional trees. Trees not only provide shade that reduced the urban heat island effect, but have been shown to slow traffic speeds by creating visual narrowing. Work with property owners and the Sacramento Tree Foundation to plant trees along the corridor.

VISUALS



There is some existing tree shading in medians, however tree shading is inconsistent along the corridor. Additionally, wide roadway provides opportunities for tree shading along sidewalks and bike lanes.

ID	LOCATION	REPORTED OR OBSERVED CHALLENGES	RECOMMENDED IMPROVEMENTS
6	Transit Stops Freeport Boulevard – Sutterville Road to Fruitridge Road	Only ¼ of the bus stops along the corridor offer shade structures for transit riders. Several stops are only demarcated by a sign post. Increased accommodation for riders at stops is known to create a more pleasant rider experience and attract more riders.	Work with SacRT to upgrade bus stops along Freeport boulevard to include shade structures, benches, and trash receptacles. Prioritize pedestrian crossing improvements near transit stops.

VISUALS



Many bus stops on Freeport lack shade and other amenities. Benches often take up a significant portion of the sidewalk.



Bus stops are often located mid-block and lack direct, safe, and convenient crossings for pedestrians.

APPENDIX A

DRAFT

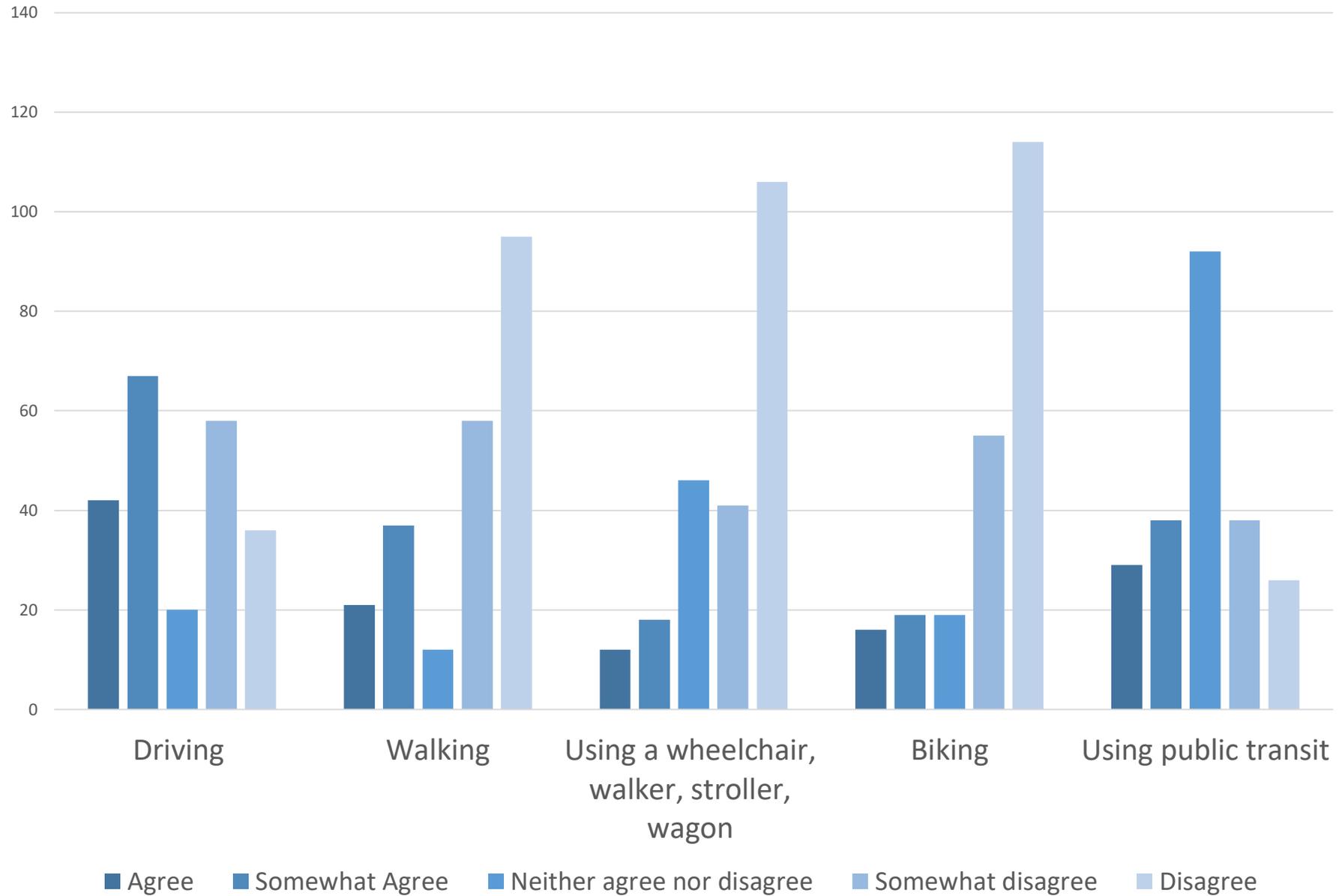
Freeport Boulevard Transportation Safety Community Survey

Conducted by:

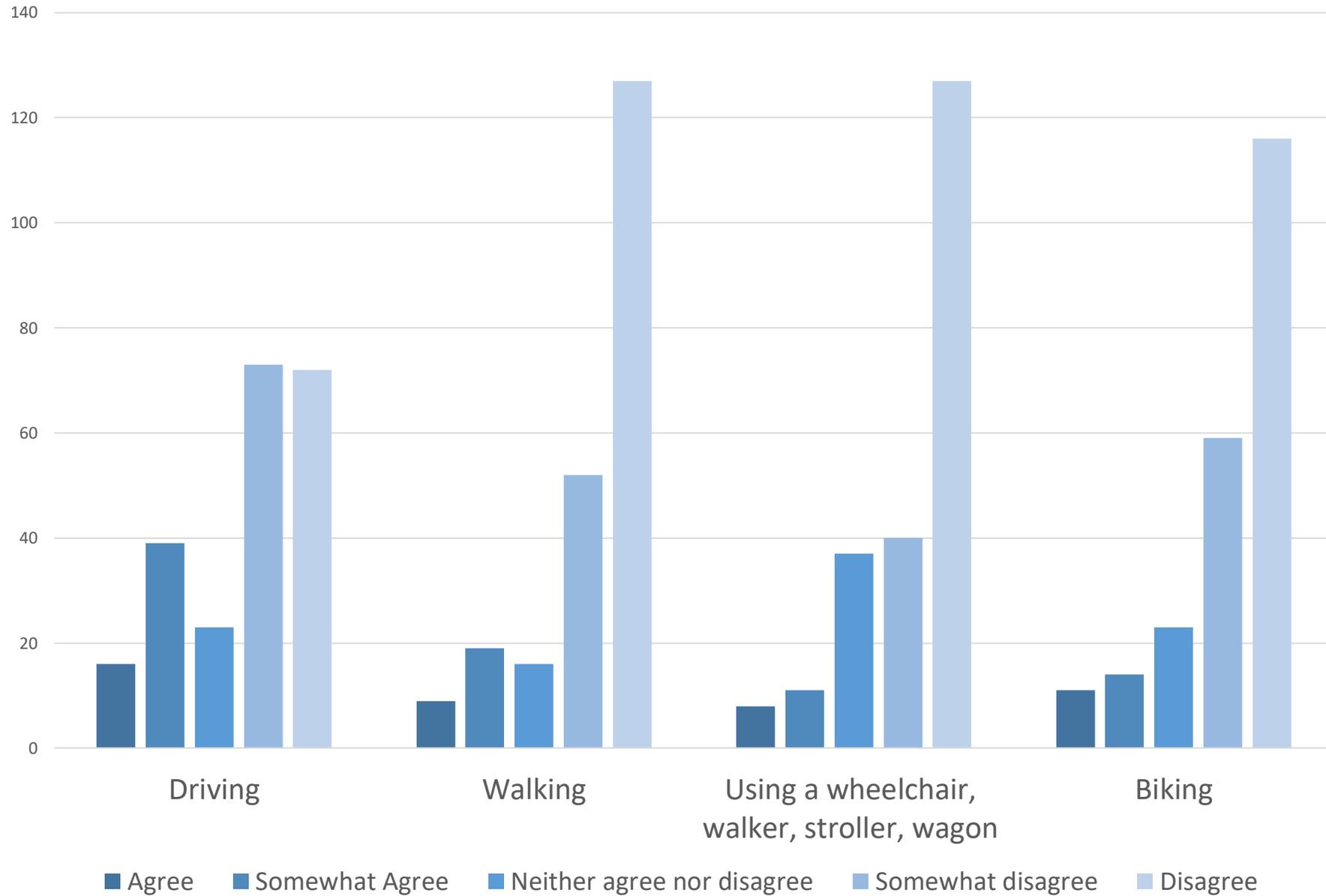
Freeport Boulevard Transportation Safety Committee

March-May 2019

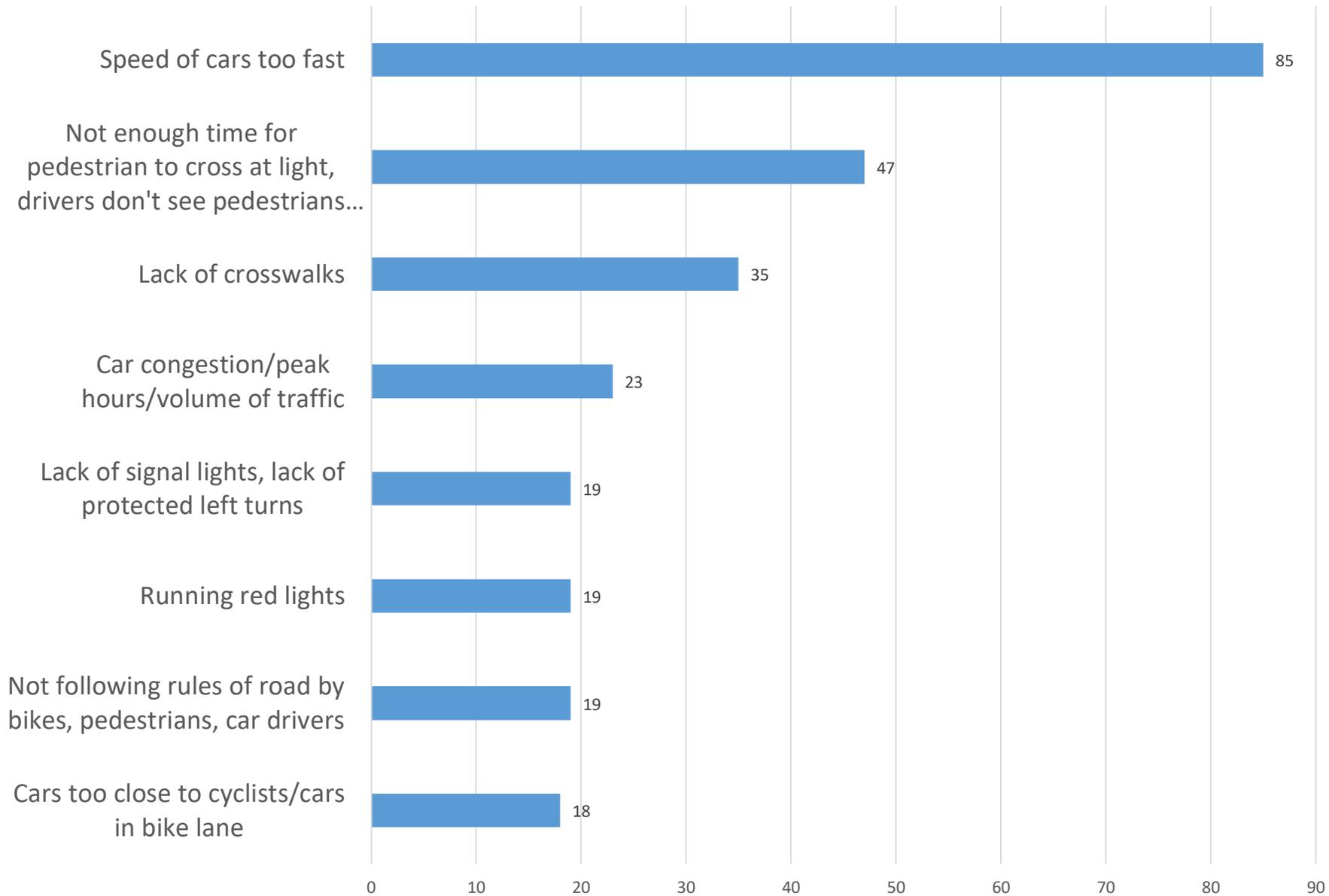
It is safe and convenient to travel along Freeport while...



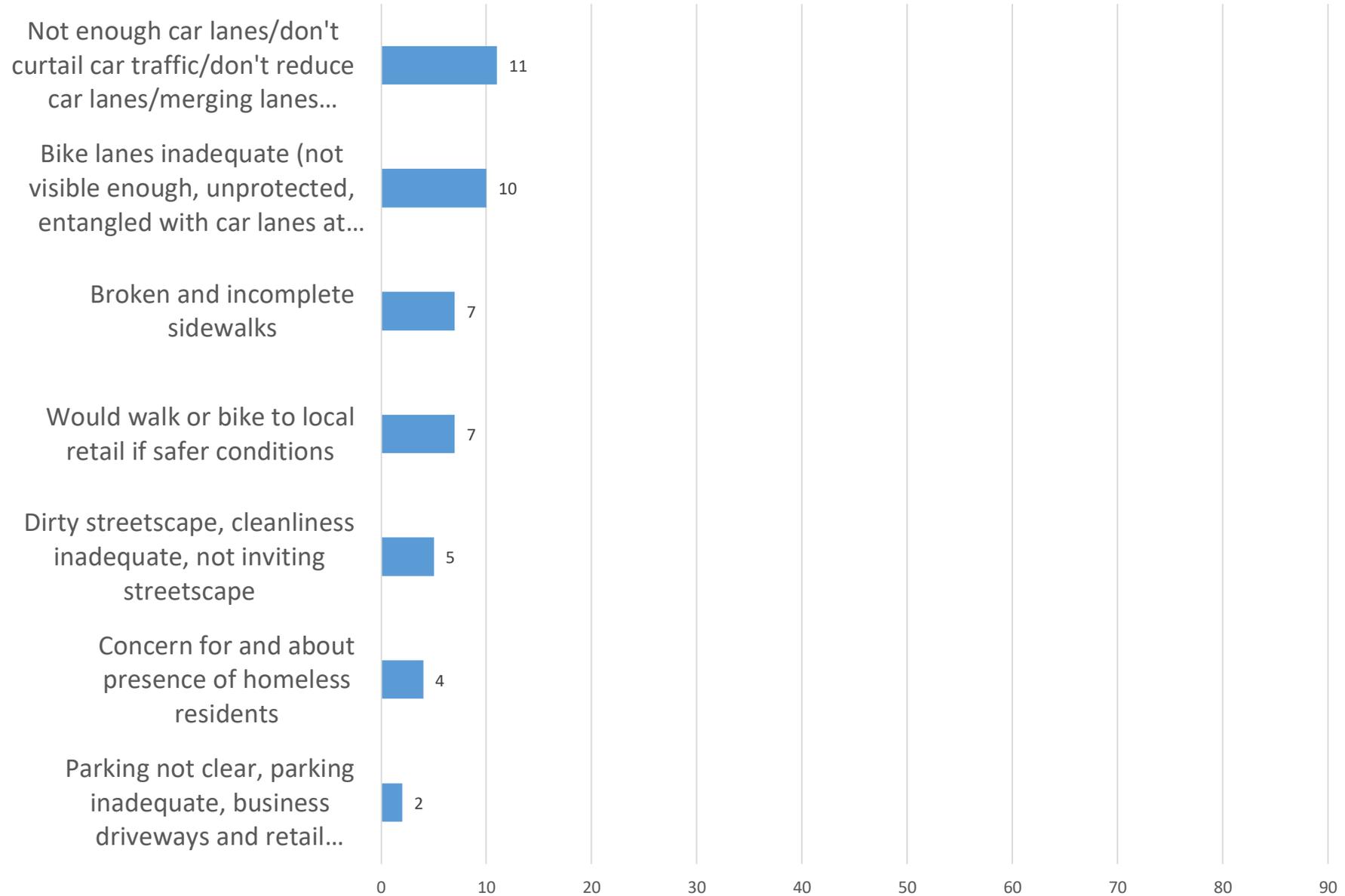
It is safe to and convenient to cross Freeport while...



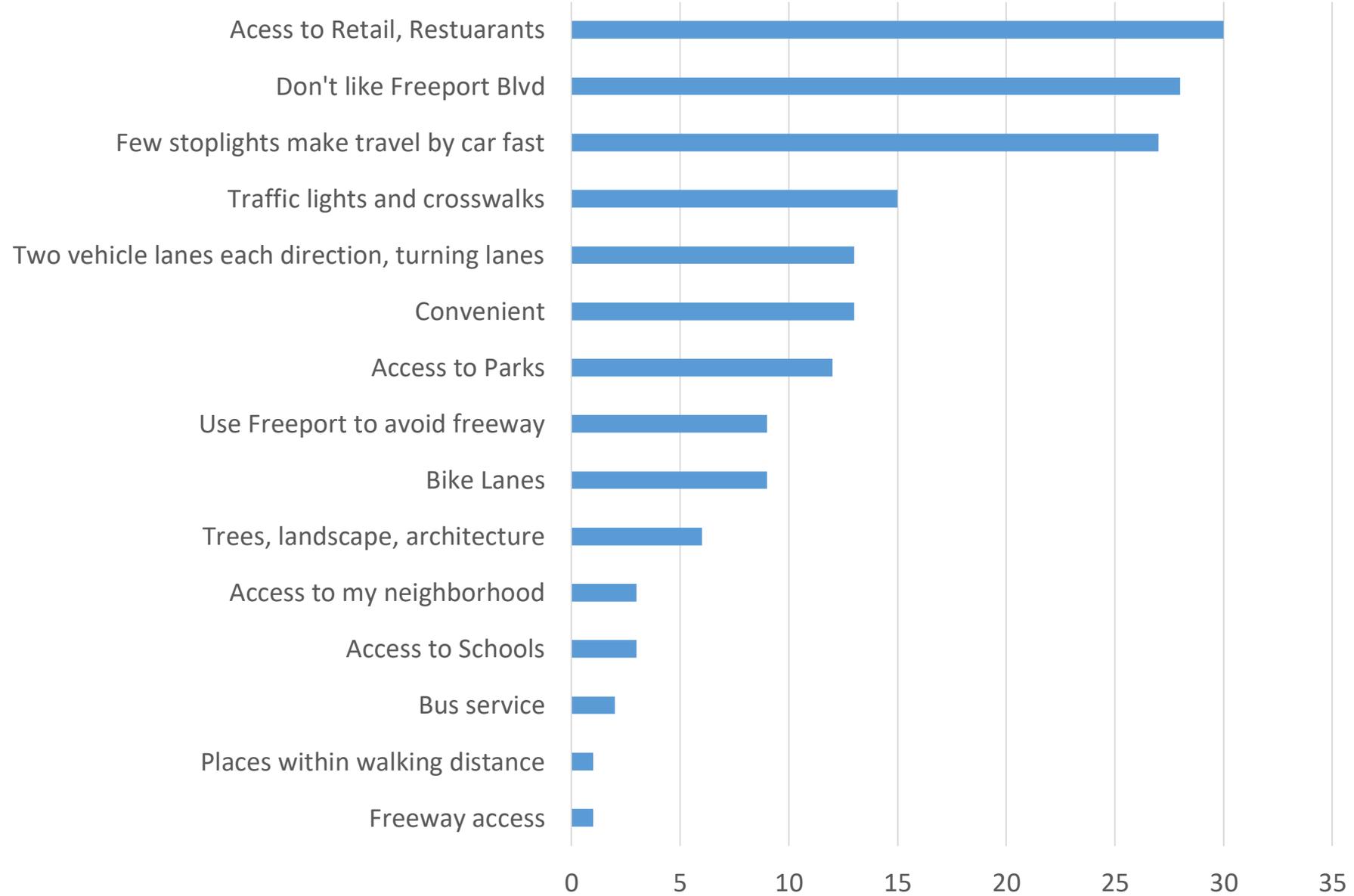
What concerns you most about traveling on or across Freeport Boulevard? (Top 8)



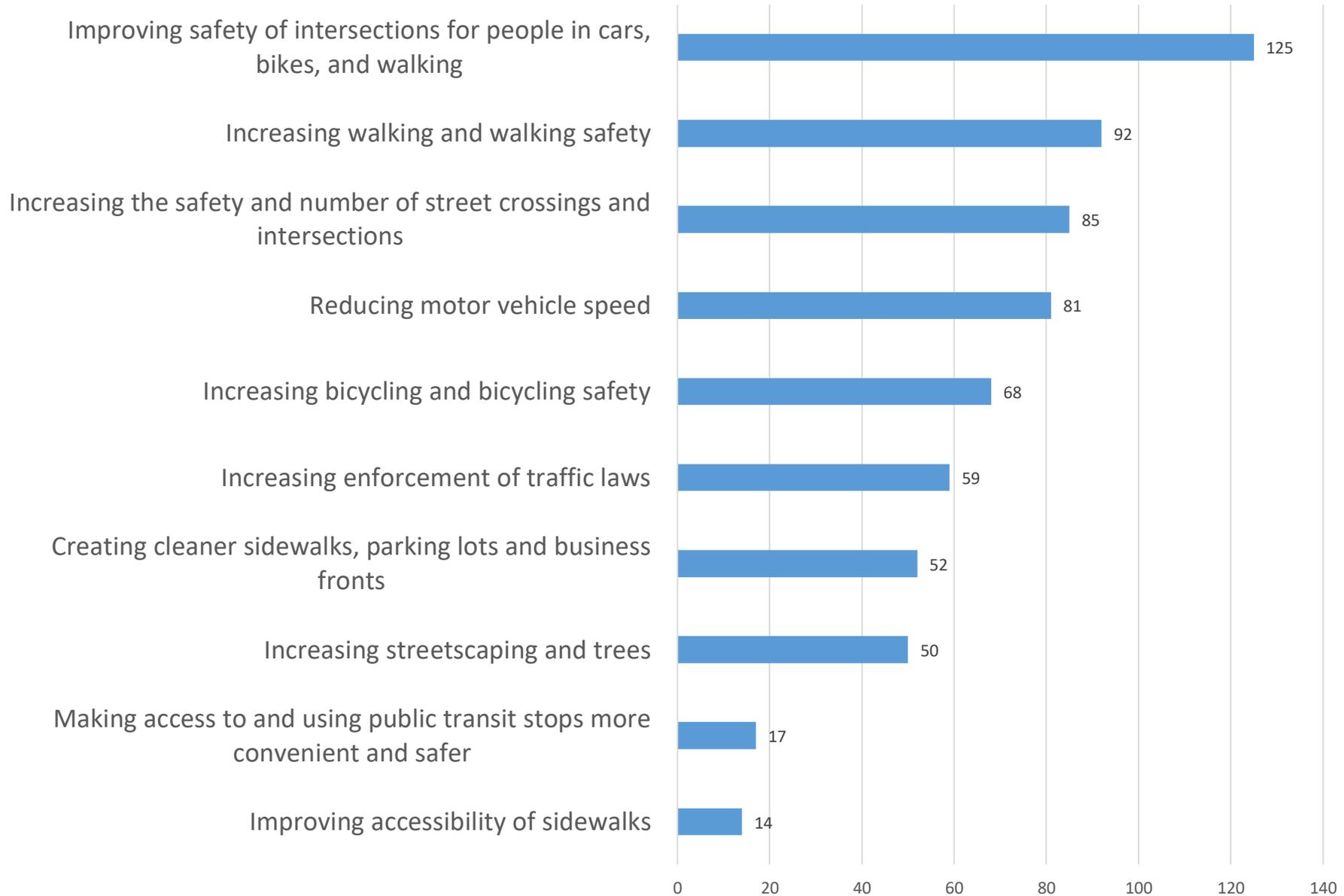
What concerns you most about traveling on or across Freeport Boulevard? (Bottom 7)



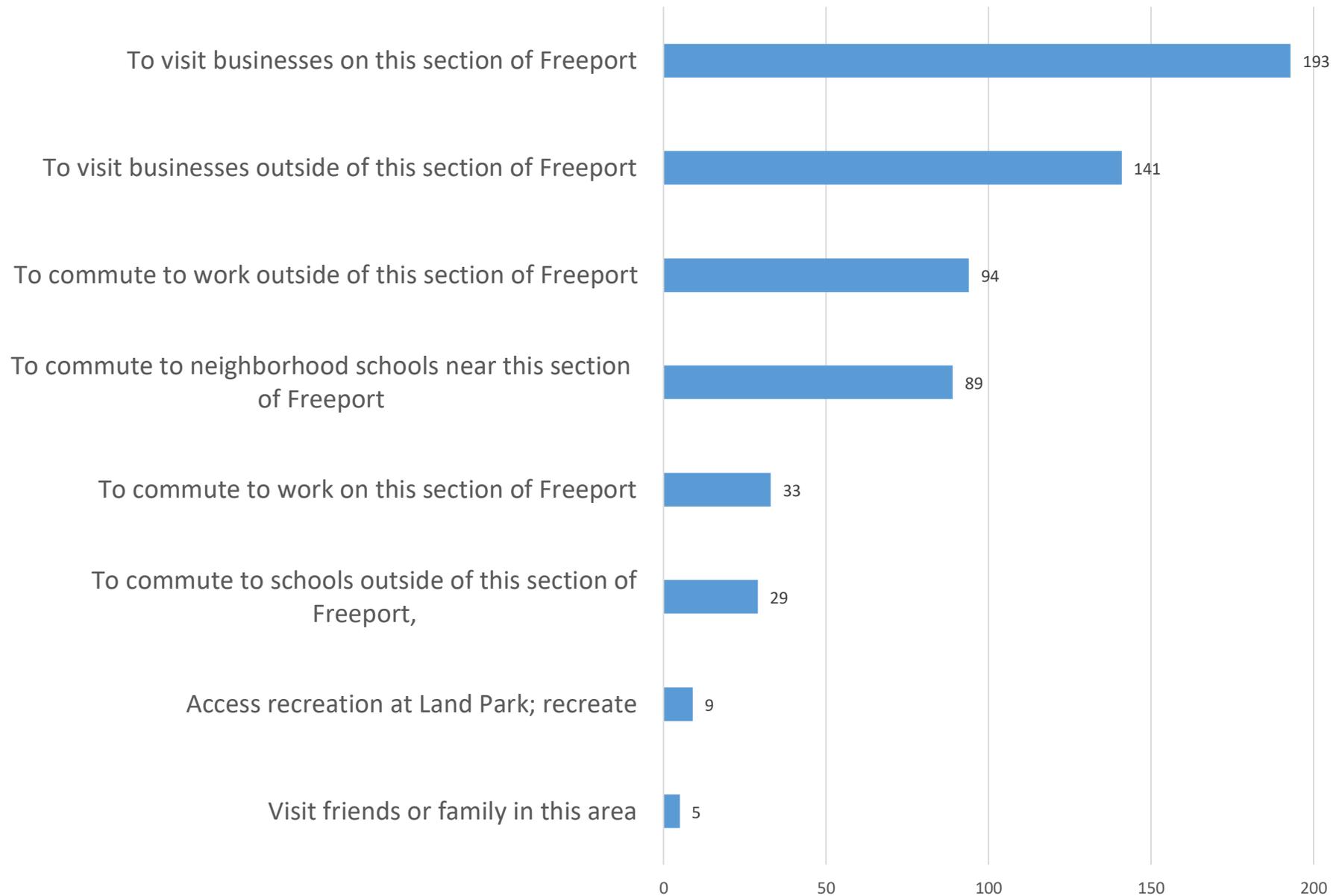
What do you like most about traveling on or across Freeport Boulevard



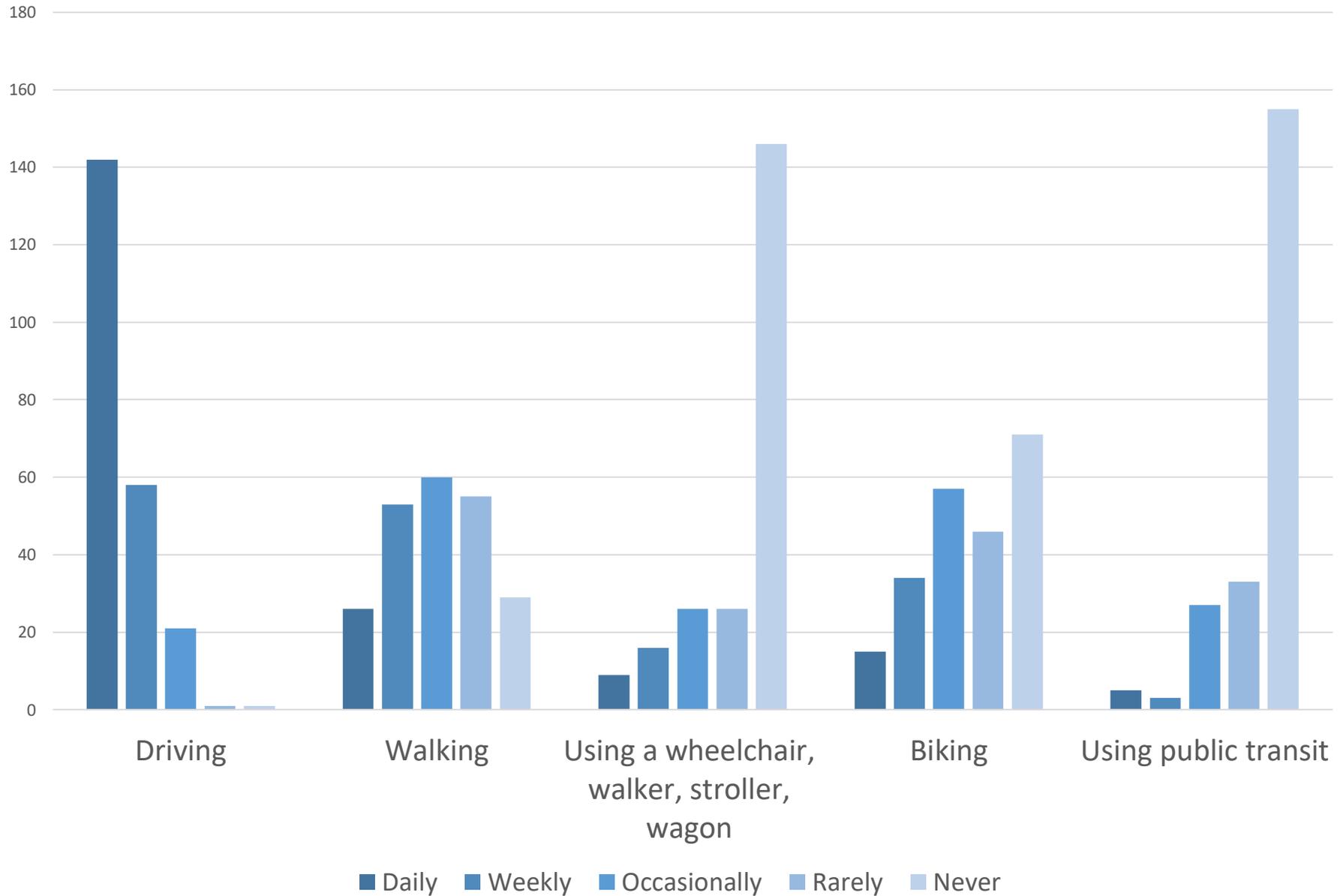
Top 3 priorities for changes



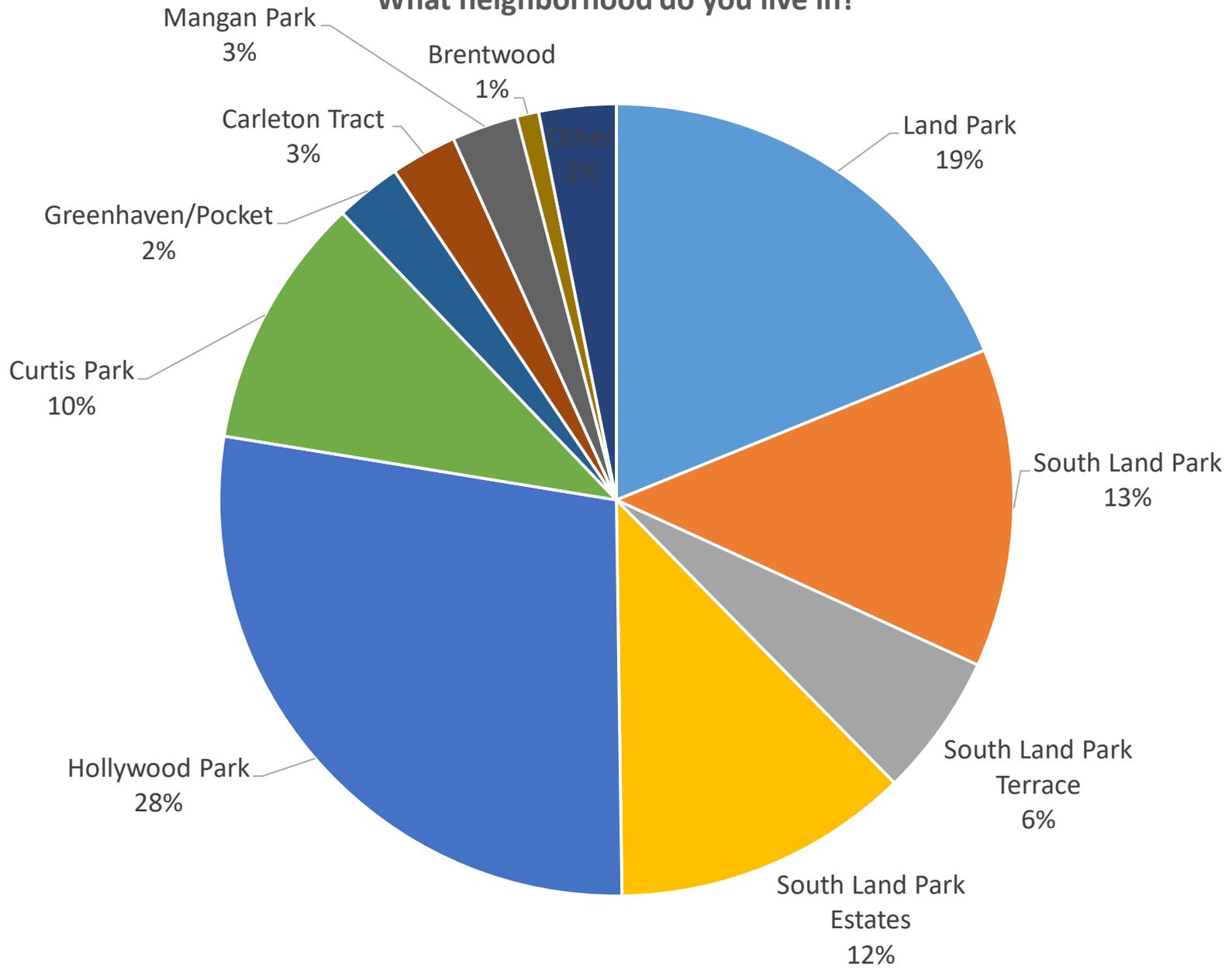
Why do you travel on or across Freeport Blvd?



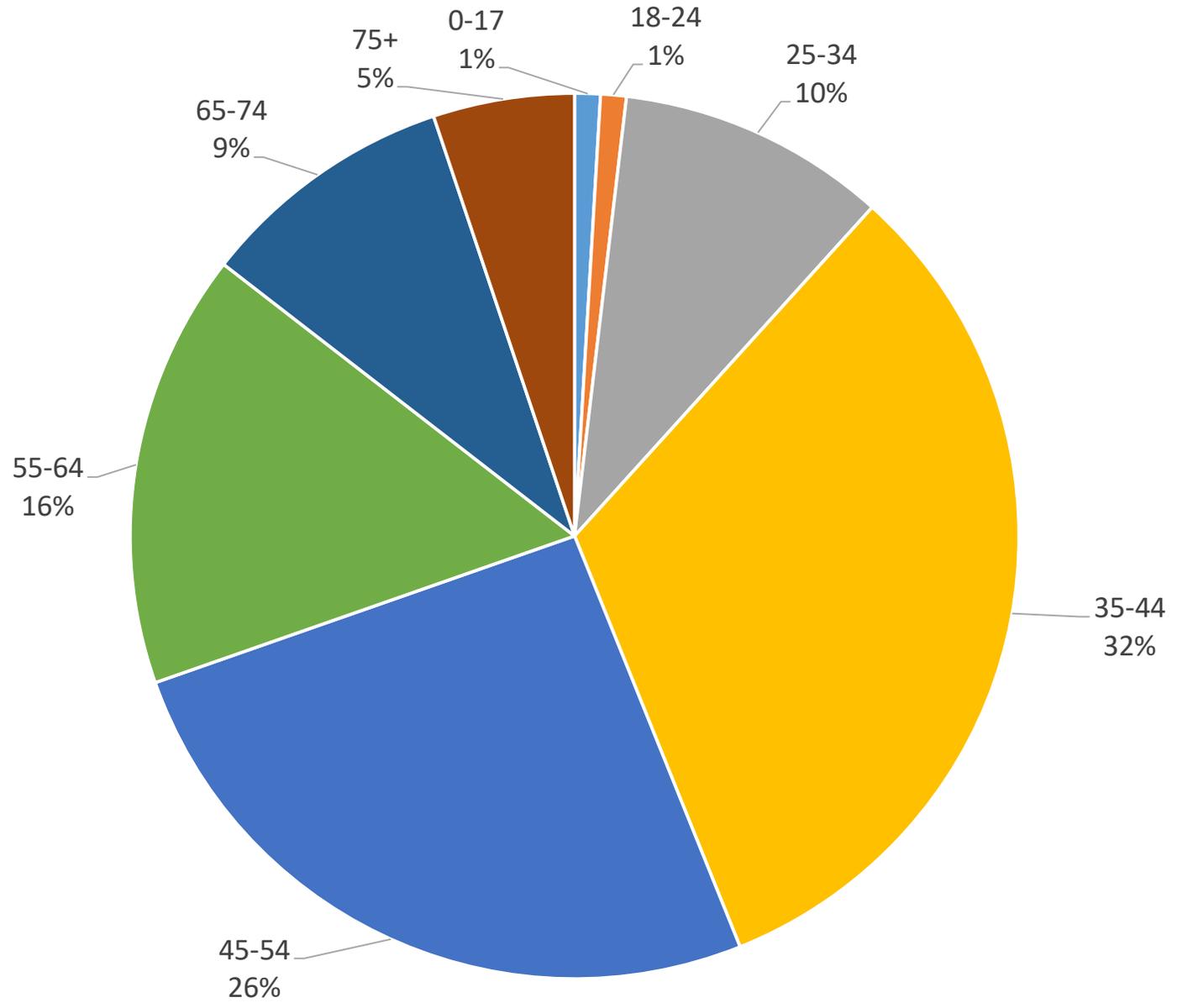
How frequently do you travel across or on Freeport Blvd. by



What neighborhood do you live in?



What is your age?



Including yourself, how many people currently live in your household?

