

# FRANKLIN BOULEVARD

## COMPLETE STREET PLAN

OCTOBER 2019



**FRANKLIN  
BOULEVARD**

Our Street, Our Future  
Nuestra Calle, Nuestro Futuro





# FRANKLIN BOULEVARD COMPLETE STREET PLAN

October 2019



**MIG, INC.**

BENNETT ENGINEERING SERVICES

FEHR & PEERS

ESA

# ACKNOWLEDGEMENTS

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The Franklin Business Association (FBBA)

The Historic Monterey Trail District (HMTD)

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Walk Sacramento

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# FRANKLIN BOULEVARD COMPLETE STREET PLAN

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# CHAPTER 1

INTRODUCTION + BACKGROUND



# 1 INTRODUCTION

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Franklin Boulevard is the spine of the Curtis Park, North and South City Farms, Oak Park and Soin Estates neighborhood – connecting people to businesses, schools, shopping centers, arts and cultural centers, parks and playgrounds. The boulevard has significant historical and cultural context for Sacramento. It was part of the original Monterey Trail that connected Sutter’s Fort to Monterey and the El Camino Real in the mid-1800s. In the mid to late 20th century the area became home to a rich mosaic of ethnically, culturally and economically diverse communities. However, the boulevard is now in need of desired enhancements to improve safety, aesthetics and overall functionality.

Building on several recent grassroots community efforts, the City of Sacramento initiated the Franklin Boulevard Complete Street Plan project in 2017 to focus efforts to work with the community to enhance Franklin Boulevard with greater street tree canopy, more landscaping, pedestrian and bicycle facility improvements, designated on-street parking, and traffic calming. To meet these objectives, the City identified the need to consider a reduction in the number of through travel lanes from a five-lane road to a three-lane road . A lane reduction would create the right-of-way required to accommodate a corridor configuration that will serve the needs of the community through the development of a “Complete Street.”

This Project is intended to be implemented in phases as funds become available. It provides an overarching framework to guide further and future implementation and is intended to serve as an expression of both past and current community goals and desires.



*Aztec dancers at the Annual Sacramento Hispanic/Latino Parade*



## WHAT IS A COMPLETE STREET?

A “Complete Street” is a corridor planned, designed, operated and maintained so that it adequately accommodates all users, including pedestrians, bicyclists, transit riders, delivery vehicles and motorist. This approach to streetscape design and programming, results in many benefits for the local community, including providing better connections to

neighborhood amenities and destinations, improving access to businesses, and ultimately transforming the boulevard into an active, healthy, flexible and engaging place that sustains a rich environment for people of all ages and abilities to live, work and play.



## PROJECT PURPOSE AND BACKGROUND

The purpose of this project is to improve pedestrian and bicycle mobility and safety, enhance connectivity, provide access for all users to businesses, ensure the roadway serves all users and provides safer traffic movements. In addition, this Complete Street Plan will identify a specific palette of urban design strategies and streetscape elements that can help establish a unique identity celebrating the cultural diversity of the corridor and supports the broader goal of creating a strong and vital business corridor that promotes a healthy and safe environment to live and work.

The Complete Street Plan provides a clear starting point for subsequent design work, such as preliminary engineering, and is intended to be used as an over-arching framework for improvements within the public right-of-way (ROW).

The Project is funded through preliminary engineering (including environmental, public outreach, and conceptual design) by means of a Sacramento Area Council of Governments (SACOG) Community Design Grant and local funds.



## PROJECT AREA

The Project Area covers approximately 1.7 miles on Franklin Boulevard between Sutterville Road/12th Avenue to the South City Farms neighborhood and the City of Sacramento/Sacramento County limits at approximately 38th Avenue. The boulevard, which runs in a north-south direction, is currently a five-lane arterial within the Historic Monterey Trail District, connecting key civic destinations and amenities including the Maple Community Center, St. Rose Catholic Church, restaurants, retail, mixed-use and light industrial.



## PLANNING PROCESS

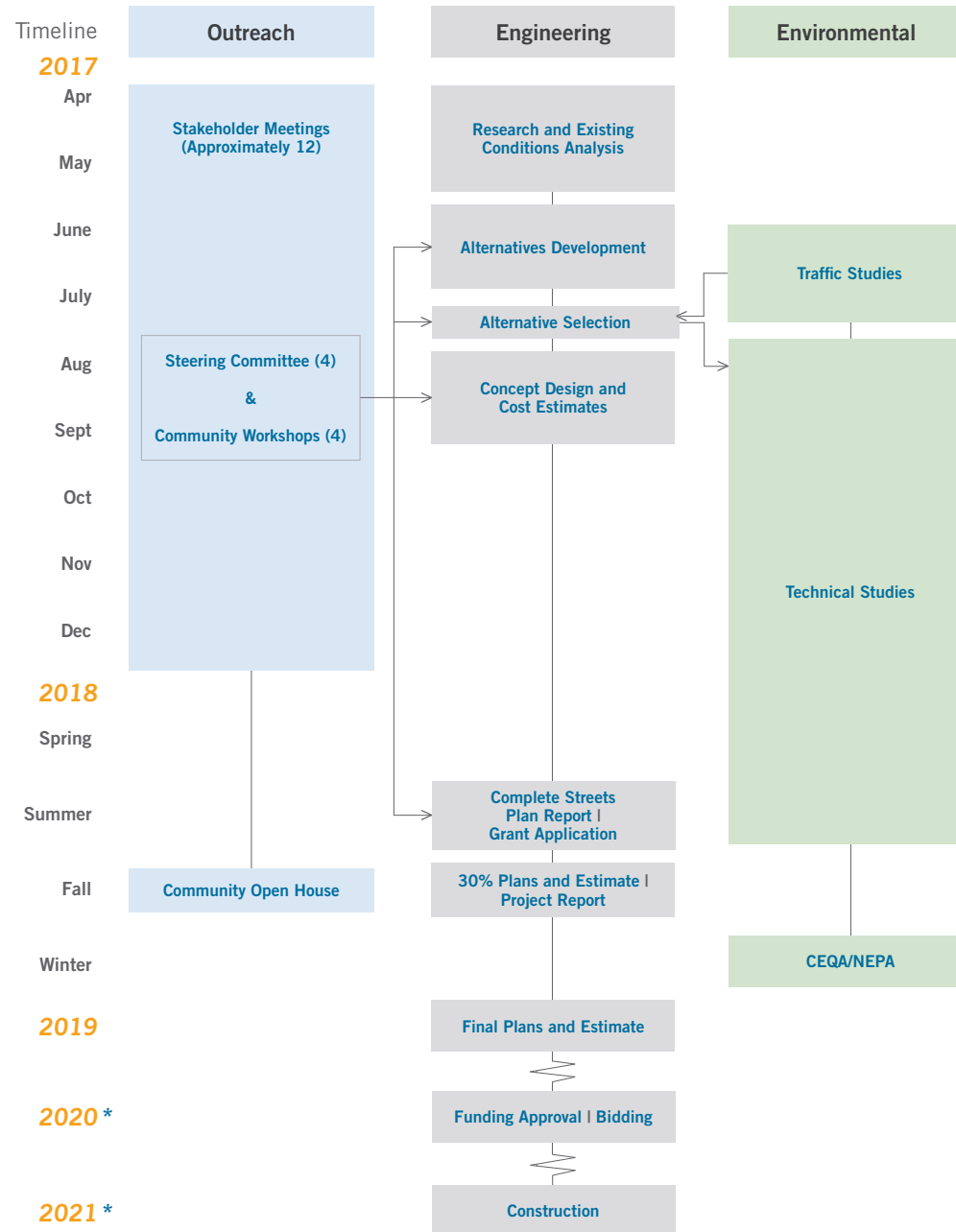
The project is a collaboration between a broad cross section of the community, organizations and agency partners. Beginning in 2016, the City of Sacramento and a consultant team worked with different public agencies, community organizations, community members, stakeholders and a steering committee to develop a plan that is visionary, reflects community needs, and is ready for implementation when funds become available. This Project Team worked closely with the community and stakeholders during every step of the design process to ensure community desires and needs were incorporated.

Key milestones in the planning process included a robust community engagement process (further documented below). Various stakeholder meetings and community workshops were held throughout the process including a walking tour, design charrettes in both English and Spanish, pop-up events, and intercept surveys. Workshops were tailored to actively involve the community from visioning and initial design to evaluation of preliminary and refinement of complete street concepts. The preferred concepts were presented to the community on several dates including at the community open house.

Throughout the project, the Project Team regularly met with the steering committee, made up of community members, community organizations, the Franklin Boulevard Business Association, La Familia Counseling Center, Sacramento Area Council of Governments, WALKSacramento, Sacramento Area Bicycle Advocates, St. Rose Catholic Church, Ethel Phillips Elementary School, Office of Sacramento County Supervisor Phil Serna, Office of Sacramento County Supervisor Patrick Kennedy, and the Office of Sacramento City Council Member Jay Schenirer.

# Franklin Boulevard Complete Streets

## Delivery Process



\*PS&E/Construction dates are dependent on funding



## COMMUNITY ENGAGEMENT PROCESS

The Project Team, in collaboration with the Franklin Boulevard Business Association and La Familia Counseling Center, designed the planning process to include many opportunities for local community, businesses and stakeholders to be heavily involved and provide ideas and feedback. This included English and Spanish language in-person stakeholder meetings, large community workshops and events, intercept surveys, on-line surveys and regular email updates. The following is a summary of the major community engagement opportunities that took place during the project.

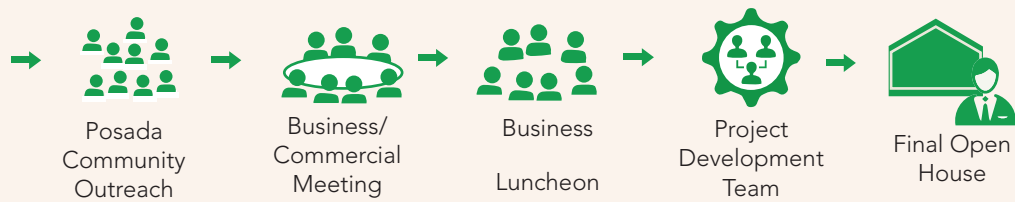


Participants at Community Workshop #1

## Community Engagement



## Community Engagement cont.





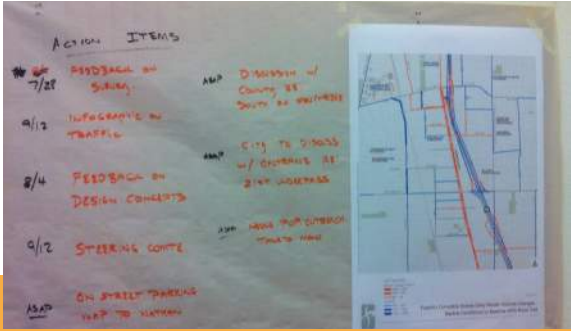
FRANKLIN BOULEVARD COMPLETE STREET PROJECT

**FRANKLIN BOULEVARD**  
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Nuestro Calle, Nuestro Futuro



### PROJECT WEBSITE

The Project Team launched a project-specific web-page in 2017 that included project information, meeting dates and locations, community input summaries, draft concepts and designs, and a link to an on-line preference survey. The Project Team regularly updated the web-page throughout the project as new material became available. The community also had the ability to sign up for email updates through the web-page.



### STEERING COMMITTEE

The Project Team formed a Steering Committee during the initial phases of the project to help refine and guide the planning and design process. The Steering Committee was composed of key community members, community partners and partnering agencies, including The Franklin Boulevard Business Association, The Historic Monterey Trail District, La Familia Counseling Center, Sacramento Area Council of Governments, WALKSacramento, Sacramento Area Bicycle Advocates, St. Rose Catholic Church, Ethel Phillips Elementary School, Office of Sacramento County Supervisor Phil Serna, Office of Sacramento County Supervisor Patrick Kennedy, and the Office of Sacramento City Council Member Jay Schenirer. The Steering Committee met five times at key milestones to share ideas, obtain feedback, and coordinate outreach efforts to ensure the community was fully engaged in the project.



## STAKEHOLDER INTERVIEWS

The Project Team conducted various stakeholder interviews. Stakeholder included business owners, community organizations representatives, and City and County officials. The goals of the interviews were to gain a better understanding of current mobility issues facing the project area; discuss the relationship between the project area issues and other community concerns; identify specific opportunities as they relate to the project; and discuss and identify potential design opportunities that celebrate the area's culture while also stimulating economic growth.



## WALKING ASSESSMENT/ COMMUNITY WORKSHOP #1

In June 2017, The Project Team, local business owners, representatives from Council Member and Board of Supervisor offices, and dozens of community members conducted a walking assessment along a portion of the project corridor. The walking assessment provided an opportunity to critically analyze and discuss key issues and opportunities, while also documenting existing conditions and envisioning the future of Franklin Boulevard.

The walking assessment was immediately followed by a community workshop that provided an opportunity for the community to learn more about the project and provide specific design ideas. After a brief presentation by the consultant team, small break out groups were asked to complete two exercises. The first exercise consisted of affirming and expanding the community's vision for the future of the corridor. The second was a mapping exercise that allowed each group to use precedent images and text to describe where needed improvements were desired along the corridor.



## COMMUNITY WORKSHOP IN SPANISH #2

In July 2017, the Project Team with the help of La Familia Counseling Center organized a Spanish-language workshop with local Latino and immigrant community members. The workshop was held at the Maple Neighborhood Center and many of the participants were parents of children attending center classes. The workshop was a duplicate version of the first community workshop and consisted of a brief presentation by the consulting teams and the city followed by small group activities tailored to affirming and expanding the community's vision and providing input on needed streetscape improvements through imagery and text.

The entire meeting was conducting in Spanish, food from a local Franklin Boulevard restaurant was provided and child care services were offered. A diverse group of parents and young teens contributed to the meeting.



## NATIONAL NIGHT OUT INTERCEPT SURVEY

On August 1, 2017, the Project Team attended the Nation Night Out Event hosted by The Franklin Boulevard Business Association, Historic Monterey Trail District, and La Familia Counseling Center. During the event, the consultant team conducted over 50 intercept surveys. The survey included six questions that were designed to provide a deeper understanding of what places along the corridor people visited the most, where the community would like to prioritize improvements, and what the overall vision is for the corridor. The surveys were administered in both Spanish and English.



## ONLINE COMMUNITY SURVEY

In November, the team released a bilingual on-line community survey in which participants were asked to provide their input on the proposed pedestrian, bicycle, vehicular and transit improvements to Franklin Boulevard. Participants feedback would ultimately ensure the improved safety and comfort of all users on Franklin Boulevard.



### POP-UP EVENT

As part of the 12th Annual Sacramento Hispanic/Latino Parade and the 61st Annual St. Rose/St. Patrick’s Harvest Festival held on October 8, 2017, the Project Team created a physical “mock-up” of potential streetscape design options in the parking lot of the Kavanagh Community Center at St. Rose’s Church. As part of the pop-up event, the Project Team provided a series of visuals displaying amenity options, realistic visualizations and concept rating boards. Over 200 people participated in the pop-up event and walked or biked through the design mock-up and provided their input through the rating boards and surveys.



### COMMUNITY WORKSHOP #3

On October 10, 2017, the Project Team organized a design workshop in which preliminary design options were presented to the community. The community was able to see visualizations of the two concept designs proposed for Franklin Boulevard, along with detailed complete street features for landscaping, community assets, bike and pedestrian features and placemaking. The workshop consisted of a short presentation by the Project Team.



## POSADA COMMUNITY OUTREACH

The Project Team, in collaboration with the Historic Monterey Trail District attended a La Famila Counseling Center sponsored “posada” as a holiday event for families on December 15, 2017. The event was a community gathering with gifts, food, photos and resource tabling. The Team set up a table and shared information about the project with interested community members. This event was primarily attended by the local Latino community and thus the majority of the engagement was conducting in Spanish.



## BUSINESS/ COMMERCIAL MEETINGS

The Project Team organized two English and Spanish meetings to follow-up with businesses on Franklin Boulevard. The team provided an overview of the project and reviewed the schedule and funding. The Team reviewed all the outreach activities to date and the community preferences. The Team allowed time for a presentation from the traffic engineering consultants.





## BACK TO THE BLVD POP UP SUMMARY

On Sunday September 15, the Franklin Blvd Business District coordinated a “Back to the Blvd” event to celebrate Mexican Independence Day. The event was planned as a classic car parade and show, and approximately 8 blocks on Franklin Blvd would be closed to traffic. As part of the event, the Franklin Blvd Complete Streets project was asked to create a pop-up outreach tent with tactile planning component – a full-scale mock-up of the planned improvements for Franklin Blvd. Thus, the pop-up outreach event included a canopy tent on the street, posters with visualizations and maps of planned improvements, and temporary striping treatments to demonstrate the envisioned travel lanes, bike lanes, and green areas.





## BACK TO THE BLVD POP UP SUMMARY

Although difficult to estimate with precision, thousands of people attended the event and hundreds stopped at the tent to review the posters, examine the full-scale simulation, and to discuss the project with City of Sacramento Public Works Department staff and representative from Bennett Engineering, MIG Inc., and Fehr & Peers, all part of the consultant team leading the design effort. Some bicyclists also took the opportunity to test ride along the new bike lanes. The vast majority of people that the stopped to discuss the project expressed excitement and approval of the planned changes.



# DOCUMENT OVERVIEW

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## CHAPTER 1: INTRODUCTION + BACKGROUND

This chapter outlines the Plan's background and purpose, provides an overview of recent and current planning efforts, summarizes the community input process, and outlines the organization of the plan document.

## CHAPTER 2: EXISTING CONDITIONS

This chapter synthesizes the existing conditions present in the study area, highlights the regional and local context, and identifies key assets, challenges and opportunities facing the project planning and design process.

## CHAPTER 3: OVERALL DESIGN FRAMEWORK

This chapter conveys the community's desired vision for the future of Franklin Boulevard and summarizes the overall Design Framework. The Design Framework is strategic and divides improvements into two phases: Near-Term (e.g., projects that can be funded and implemented quickly) and Longer-Term (e.g., projects that require more resources or funding to achieve).

## CHAPTER 4: COMPLETE STREET DESIGN CONCEPT & PLACEMAKING ELEMENTS

This chapter explains the key elements of complete street design and placemaking elements. Complete street elements are instrumental in shaping the design of Franklin Boulevard to be a more inclusive, welcoming and multi-modal street. Placemaking elements contribute to the overall character of the street that are inclusive of the district's culture and identity. This chapter also showcases the two proposed complete street design concepts.

## CHAPTER 5: IMPLEMENTATION

This chapter identifies the approximate cost of various streetscape improvements and prioritizes them based on prospective financing tools and strategies to best move the project forward towards completion.





# CHAPTER 2

EXISTING CONDITIONS



# 2 EXISTING CONDITIONS

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At the beginning of the planning process, the Project Team conducted a thorough assessment of existing conditions related to the physical and community aspects in the project area. This analysis became the basis for understanding challenges and opportunities facing the boulevard. The following is a summary of project area's existing conditions inclusive of the local and regional context, assets, challenges, and potential opportunities. The existing conditions analysis was conducted and refined through on-site analysis, review of past and concurrent planning projects, traffic reports (see Attachment 1) and feedback from the community received at stakeholder

interviews and community workshops. Future implementation of the streetscape improvements (described in later chapters) needs to build on the existing assets, work to directly address challenges and maximize the many promising opportunities for the project area.





## REGIONAL AND LOCAL CONTEXT

The project area is located approximately three miles south from The State Capital in Sacramento, within the Historic Monterey Trail District, a commercial corridor that is situated primarily along Franklin Boulevard between Broadway (located in the City of Sacramento) and Turnbridge Drive (located within the County of Sacramento), and functions as a major gateway into Sacramento. As the District's name suggests, the project area is rich with heritage, diverse cultures and established neighborhoods. The corridor hosts a wide mix of land uses which includes a variety of retail, mix-use, light industrial and manufacturing. Franklin Boulevard runs parallel to State Route 99 (SR 99) on the east and Union Pacific Railroad Lines/Sacramento Regional Transit's Blue Line Light Rail on the west. Due to the limited west and east connections created by SR 99 and the railroad/light rail lines, the boulevard functions as a main north/south collector roadway.

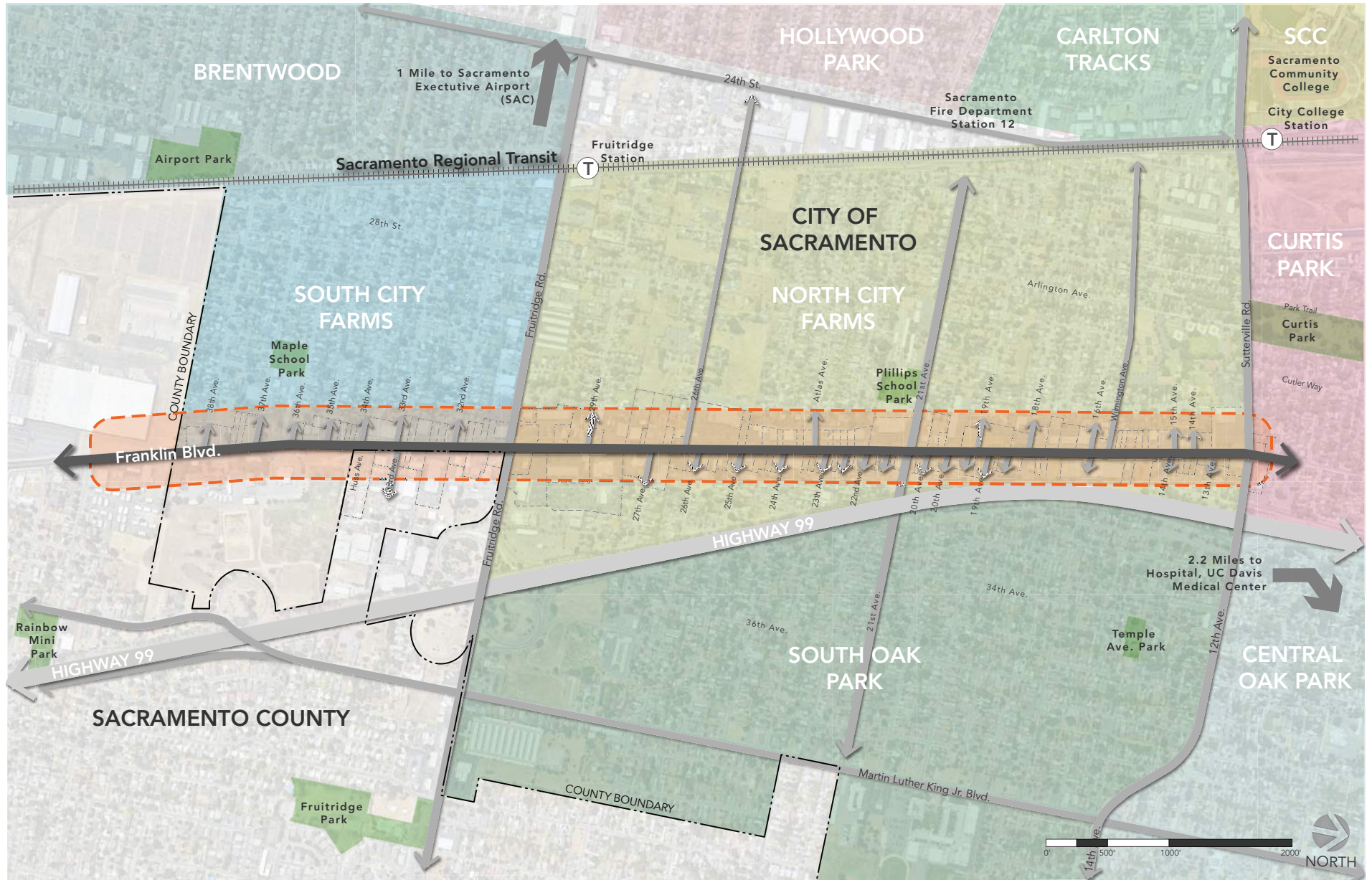
In the early 1800s during both Spanish and Mexican governance, Franklin Boulevard was a key section of the Monterey Trail and served to connect some of the original settlements in Sacramento to those in Stockton and Monterey. At that time, Franklin Boulevard was a key entry point into what is now The City of Sacramento.

After the Mexican-American War and eventual California statehood, Franklin Boulevard continued to be a critical corridor for transporting goods and locating businesses.

The 1900s brought much change to the corridor. During the mid-1900s, the boulevard was renamed to Franklin Boulevard, and the corridor experienced much growth. The introduction of State Route 99 in the 1960s shifted traffic onto the freeway and off from Franklin Boulevard. The 1980s brought some much-needed improvements and at some point, between these changes, Franklin Boulevard went from a two-lane arterial to a five-lane arterial. Despite these many changes, Franklin Boulevard has always been a regional arterial serving the Sacramento County and the City of Sacramento along with its surrounding neighborhoods.

Today, Franklin Boulevard is characterized as a diverse mix of commercial uses and is home to 600 businesses and over 160 property owners. More recently, the re-purposing of the Maple Elementary School into the Maple Community Center along with various planning projects throughout the project corridor will help further enhance the position of Franklin Boulevard as a major commercial and mixed-use corridor within the City.



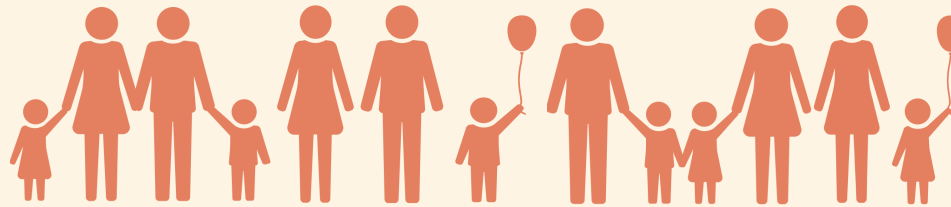


# DEMOGRAPHICS

Franklin Boulevard



The North Franklin neighborhood is roughly contained within a three-census tract area bounded by Sutterville Road to the north, Highway 99 to the east, Turnbridge Road to the south and the Union Pacific Rail Line on the west.

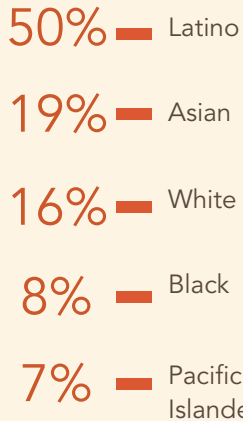


North Franklin is home to an ethnically diverse and youthful population experiencing significant long-term socioeconomic disparity when compared to Sacramento County as a whole.

 **40%**

Approximate percentage of residents that are foreign born with one of every four being non-citizens, a rate almost three times that of the country

North Franklin Residents  
Race and Ethnicity



(Source: 5 year ACS 2007-2012)

**50 YRS**

Number of years North Franklin has been one of Sacramento's most diverse neighborhoods



**84%**

Percentage of the population that is non-white

 **57%**

Percentage of residents that speak a language other than English with Spanish, Hmong, Mien, Ukrainian, and Hindi being the most prevalent



Percentage of Franklin residents that are under the age of 25



**11,000**

Approximate number of residents that live in North Franklin neighborhood

North Franklin is also home to one of the largest concentration of Latinos in the county. Combined with the increasing number of South East Asian immigrants, the North Franklin neighborhood has one of the youngest populations in the county.



38% of residents over 18 and 35% of children under 18 are linguistically isolated (speak English "less than very well")

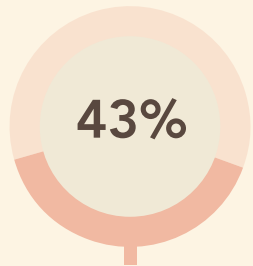
# HOUSING

Franklin Boulevard



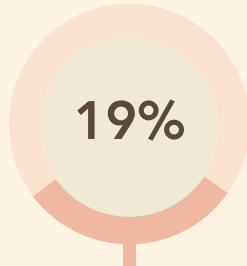
## Homeownership Rates in North Franklin Census Tract

*Bowling Green*



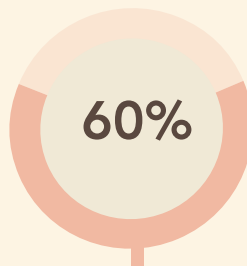
Owner occupied

*South City Farms*



Owner occupied

*North City Farms*



Owner occupied

57%

Renter occupied

40%

Renter occupied

81%

Renter occupied



75%

Most target area residents moved into the area after 2000



60%

Sacramento countywide home ownership rent



40%

North Franklin neighborhood home ownership rent

# WEALTH AND HEALTH

Franklin Boulevard



## Annual Household Income In Sacramento County



Average Annual Household Income for Sacramento County = \$65,184

## Annual Household Income In North Franklin Census Tract

### Bowling Green



(54% of county average)

### South City Farms



(41% of county average)

### North City Farms



(43% of county average)



Data from the California Environmental Protection Agency (CalEPA) also documents serious public health concerns in North Franklin. The agency's CalEnviroScreen 2.0, an environmental health screening tool, evaluates multiple pollution sources in an area to determine a neighborhood's vulnerability to pollution's adverse effects. The screening tool measures a pollution burden, which consists of pollution exposures and environmental effects, and measures population characteristics such as socioeconomic factors while identifying sensitive populations (e.g. health status and age). The screening tool identifies census tracts that are disproportionately burdened by multiple sources of pollution and environmental conditions in addition to high concentrations of minority residents.

North Franklin census tracts rank among the most impacted census tracts in the state in terms of vulnerability to the effects of pollution and poverty:



Bowling Green

Top 25%



South City Farms

Top 15%

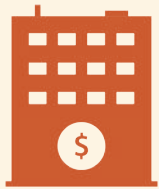


North City Farms

Top 5%

# BUSINESS

Franklin Boulevard



600

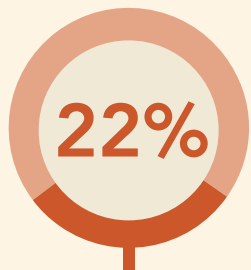
Number of businesses that contribute to the North Franklin PBID



Majority Small Business

A majority are small type business that contribute to place-making and sense of community

## Number of Years North Franklin Businesses Have Been Operating



Percentage operating under two years



Percentage operating from 3-5 years



Percentage over 15 years

Out of 50 Businesses Surveyed



45%

Percent of businesses that think shoppers come from the immediate North Franklin area



61%

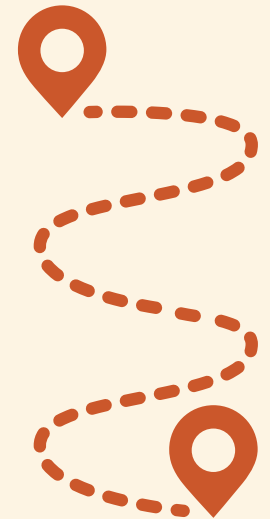
Percent of businesses that view their business on Franklin Boulevard as a local shopping destination

35% of respondents indicated that a number of their clients come from different parts of the region

45% of respondents indicated that they have clients from beyond the region that frequent their place of business



Business owners still consider the Franklin corridor as a family business district (44%) and a retail district with unique specialty shops and restaurants (46%)



53%

Most respondents also viewed their business as a regional shopping destination



## ASSETS

The Franklin Boulevard corridor connects a diverse array of places - linking several neighborhoods within the City of Sacramento as well as unincorporated area of Sacramento County. As a starting point for this project, it is key to understand its many positive attributes including its endurance, rich history and community investment present along the corridor. Recognizing and capitalizing on these strengths will help create a distinctive complete street plan that is unique to Franklin Boulevard. The following identifies key community assets:



*12th Annual Sacramento Hispanic/Latino Parade*



## THE FRANKLIN BOULEVARD BUSINESS ASSOCIATION

Since 1985, the project corridor has been under the care and guidance of The Franklin Boulevard Business Association (FBBA), a not-for-profit collaborative of local business owners and stakeholders. Initially formed to fund and manage cleanup efforts, the FBBA has been critical in establishing and supporting the interests of its members and community by assisting in the creation of a healthy and safe place to live, work and play; promoting and supporting the diverse culture and set of current and future businesses within the district; assisting and supporting with both public and private investments.

## ESTABLISHED BUSINESSES AND PUBLIC SERVICES

One of the greatest assets for the Franklin Boulevard corridor is the wide variety of established businesses and public services that contribute to and tie the community together. These unique and diverse businesses are independent and dominated by family and intergenerational owned and operated businesses ranging from restaurants to specialty shops to panaderias. Similarly, there are many different retail, commercial and other employment

areas that provide needed services and goods that not only support the local residential neighborhoods, but also draw a customer base from around the city and region.





## RICH MIX OF LOCAL AND REGIONAL DESTINATION

The Franklin Boulevard Corridor has many destinations that attract people at a local and regional level. Some of these include key assets that serve many needs for both the local and the regional community. Some of these destinations include St. Rose Catholic Church, St. Patrick Academy, La Familia Counseling Center, and the Maple Neighborhood Center.

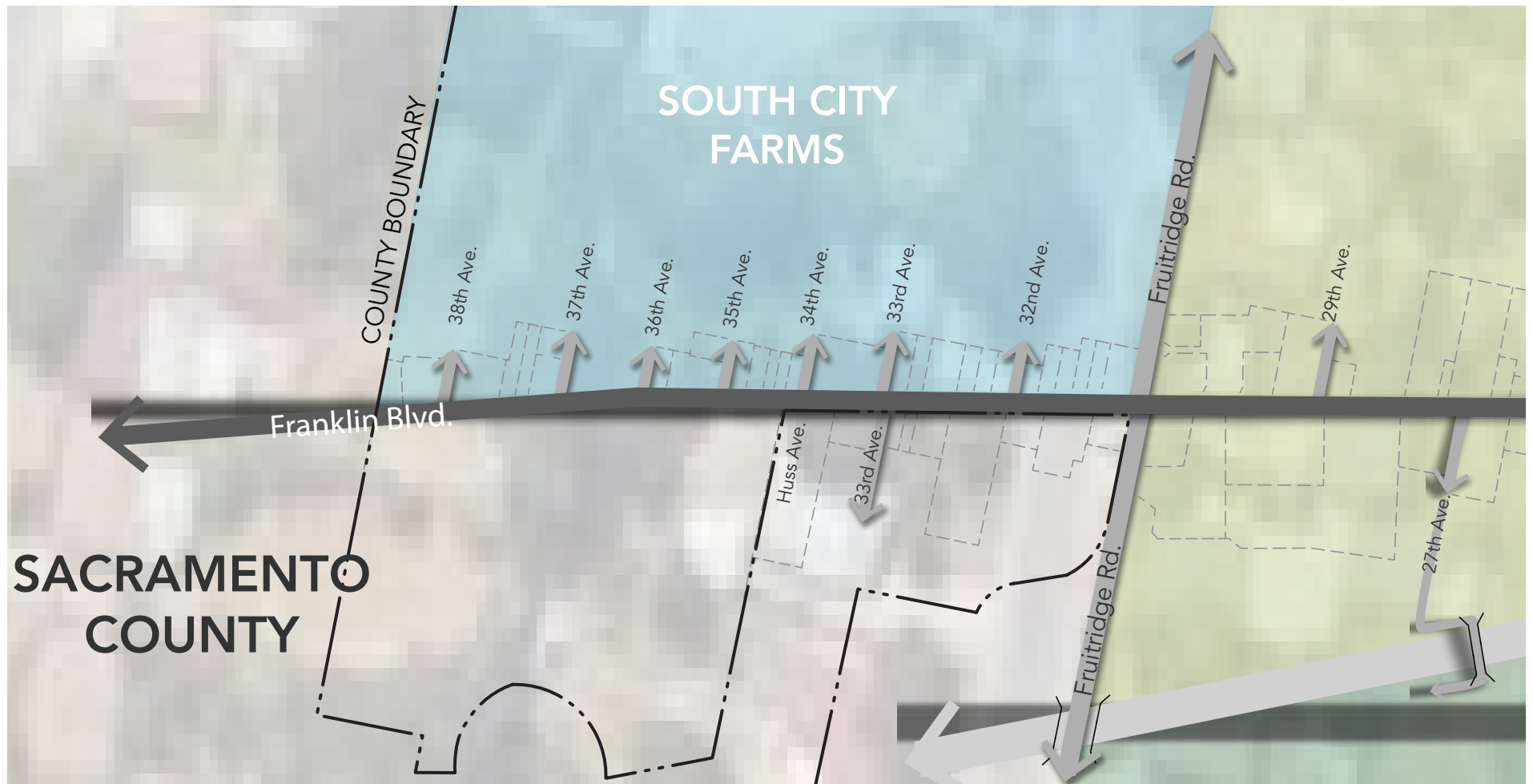
In addition to the larger destinations, the Monterey Trail District is home to over 600 diverse business. Many of these businesses are small and locally owned. Combined, these different local and regional destinations provide an opportunity to find ways to move different people with different needs through Franklin Boulevard corridor efficiently, safely and comfortably.



## ESTABLISHED AND DIVERSE NEIGHBORHOOD

Another great asset within the Franklin Boulevard is the wide variety of established neighborhoods that tie and contribute to community. The two main neighborhoods with direct connection to the project corridor include the North City Farms and the South City Farms neighborhoods. These two diverse neighborhoods consist of primarily single-family homes. Currently there are no community neighborhood organizations which represent either of these

two neighborhoods. Other neighbors not within the project's limit of work area, but physically connected or adjacent to the broader Franklin Corridor include Curtis Park, North Oak Park, Central Oak Park, South Oak Park with additional neighborhoods located with the County of Sacramento.



**Legend:**

- South City Farms
- North City Farms
- South Oak Parks
- Curtis Park
- Central Oak Park





## COHESIVE COMMUNITY AND POLITICAL INVESTMENT

There are also a critical wealth of community and political investment long present in the area. Local residents, business owners and associations such as The Franklin Boulevard Business Association, along with community groups and organizations such as La Familia Counseling Center, The Hmong Innovation Politics (HIP), and the UC Davis Neighborhood Support Project, have been actively involved in land use, mobility and other planning decisions for decades along the corridor. This has been done in collaboration with each other and through genuine grass root efforts.

In concert with the community's investment in the Franklin Boulevard corridor, there is also a strong political investment which has contributed to the short and long-term success of this area. Elected and appointed officials, City staff and other associations including The Sacramento Area Council of Governments (SACOG) are invested in finding solutions that meet the needs of the community.



## COMMUNITY SUPPORT FOR ART AND CULTURAL PRESERVATION

October 2017 celebrated the 12th annual Sacramento Hispanic/Latino Parade. The event is presented by La Familia Counseling Center and the Franklin Boulevard Business Association and consists of a festival of cultural music, dancing and parade floats in celebration of Hispanic and Latino Culture. As with past years, the Parade was followed by the 61st Annual St. Rose Fall Festival, a community event that offers an afternoon filled with food, music and entertainments including children festival games and activities.



## CHALLENGES AND OPPORTUNITIES

A key first step in developing an implementable complete street plan for the corridor is to understand the primary opportunities and challenges facing Franklin Boulevard. Strategically, building on key opportunities and recognizing the challenges that the corridor presents will help to ensure a successful planning effort. Key challenges and opportunities include:

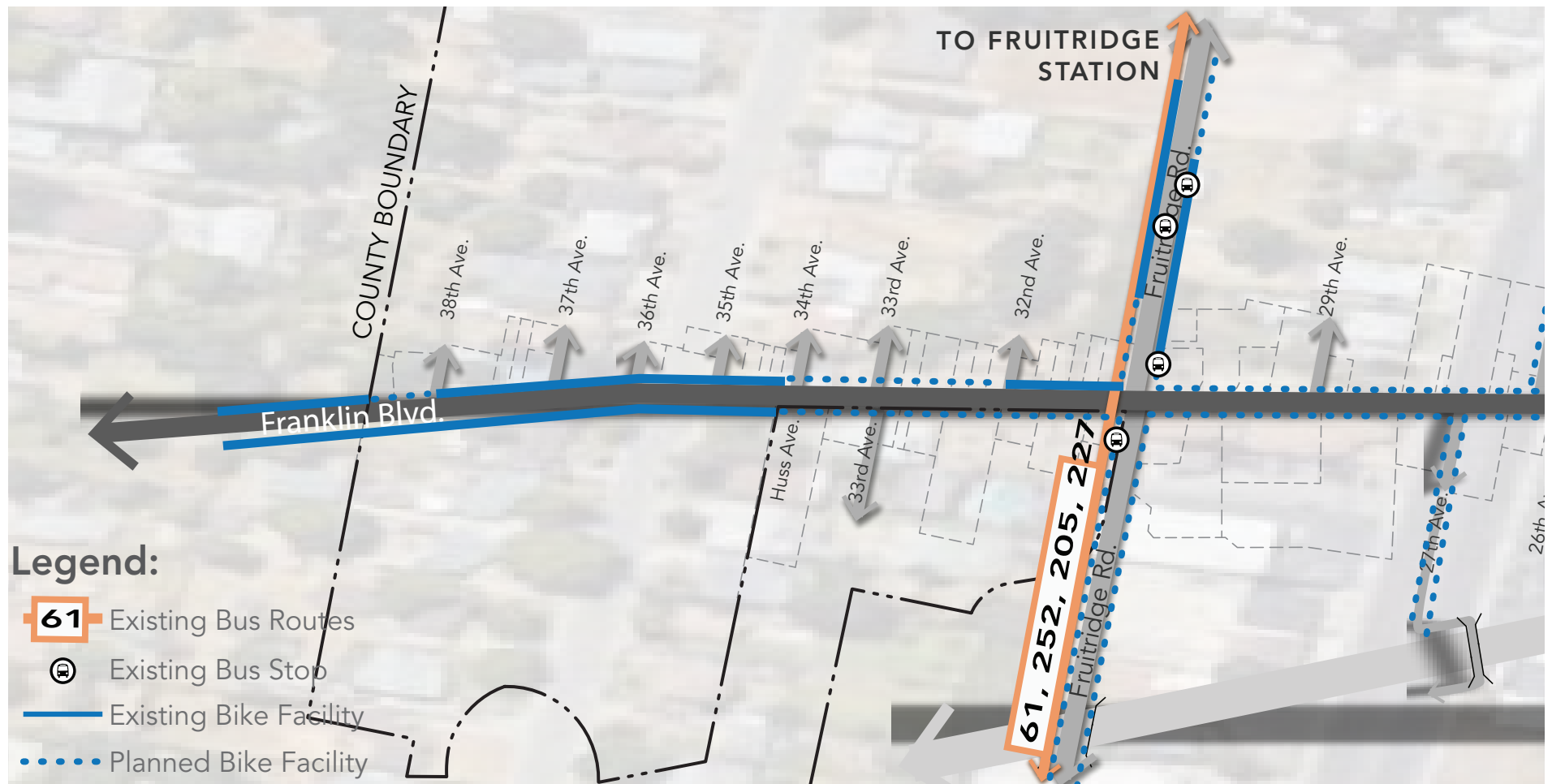
- Balancing the needs of automobile, pedestrian and bicycle traffic (especially vulnerable users such as seniors and children), while improving overall traffic safety and efficiency;
- Creating an overall identity and cohesive set of streetscape elements that work together to celebrate the many cultures and diversity shared in the community;
- Enhancing awareness of, and access to, the businesses to support economic development;
- Integrating the existing artistic and historic character of the surrounding community; and
- Applying an appropriate mix of placemaking elements to assist in supporting and strengthening the boulevard's sense of place while providing a more comfortable experience.

## EXISTING CONDITIONS

The following sections summarize key information and major findings related to the existing physical conditions along the project corridor. The summary is divided into the following topics:

- Physical Environment
- Pedestrian Facilities
- Bicycle Facilities

- Transit Service
- Traffic Conditions
- Intersections
- Collisions
- Driveways/Curb Cuts






















## PHYSICAL ENVIRONMENT

Franklin Boulevard is an arterial and serves many different land uses and modes of transportation. The boulevard has a variety of development, an average 80-foot right-of-way (five lanes across, with two through lanes per direction on most segments), and a lack of uninterrupted bicycle and pedestrian facilities. The north-south orientation of Franklin Boulevard provides an important opportunity to look at ways to reconfigure the street.



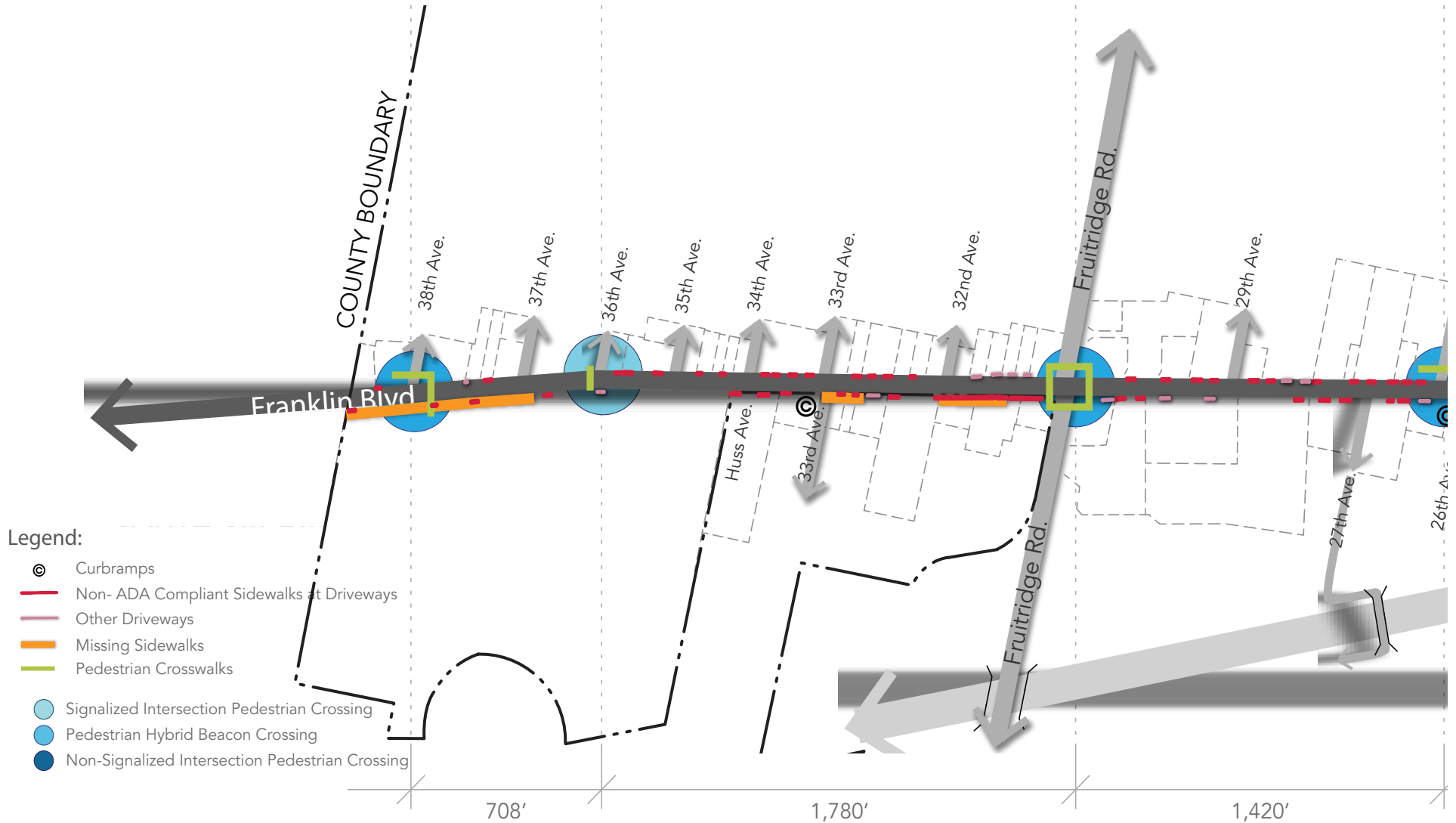
## MAJOR FINDINGS

-  The corridor lacks an overall identity and a cohesive set of streetscape elements that work together to celebrate the community.
-  There are over 600 businesses within the limits of the project corridor, including restaurants/eateries, commercial/retail, auto sales or repairs, institutional (churches), vacant and limited residential.
-  Most buildings are single story with a few being two-story buildings, creating a very “low scale” pedestrian environment.
-  Most buildings are located more than 10 feet from the sidewalk with parking or landscape between the building and the sidewalk.
-  Lighting in the public right-of-way is limited to auto oriented lighting
-  Utility poles south of the Fruitridge Road/Franklin Boulevard intersection create an interrupted path of travel with sidewalk areas that are less than four-feet wide (which is not compliant with the Americans with Disabilities Act (ADA)).
-  Many street poles and signs are located within pedestrian through zones.
-  There is minimal way-finding signage.
-  There is one posted speed limit sign in the southbound direction near the Sutterville Road/12th Avenue and Franklin Boulevard intersection. The speed limit is 35 miles per hour (MPH) within city limits and increases to 40 MPH in the county.
-  There are two posted speed limit signs in the northbound direction. One posted 25 MPH (when children are present) speed limit sign is located near 37th Avenue. The next posted speed limit sign (35 MPH) is south of Fruitridge Road.
-  There is a posted bike lane sign in the southbound direction near the Sutterville Road/12th Avenue and Franklin Boulevard intersection.
-  There are various signs warning motorists of pedestrians throughout the corridor.
-  Uncontrolled pedestrian crossings have signage warning of pedestrians.
-  There are various ‘No Parking at Any Time’ signs posted throughout the corridor. Overall, signage does not always clearly identify parking and no parking zones.
-  Street parking is available throughout the corridor. Parking is parallel, non-metered with no time limit.

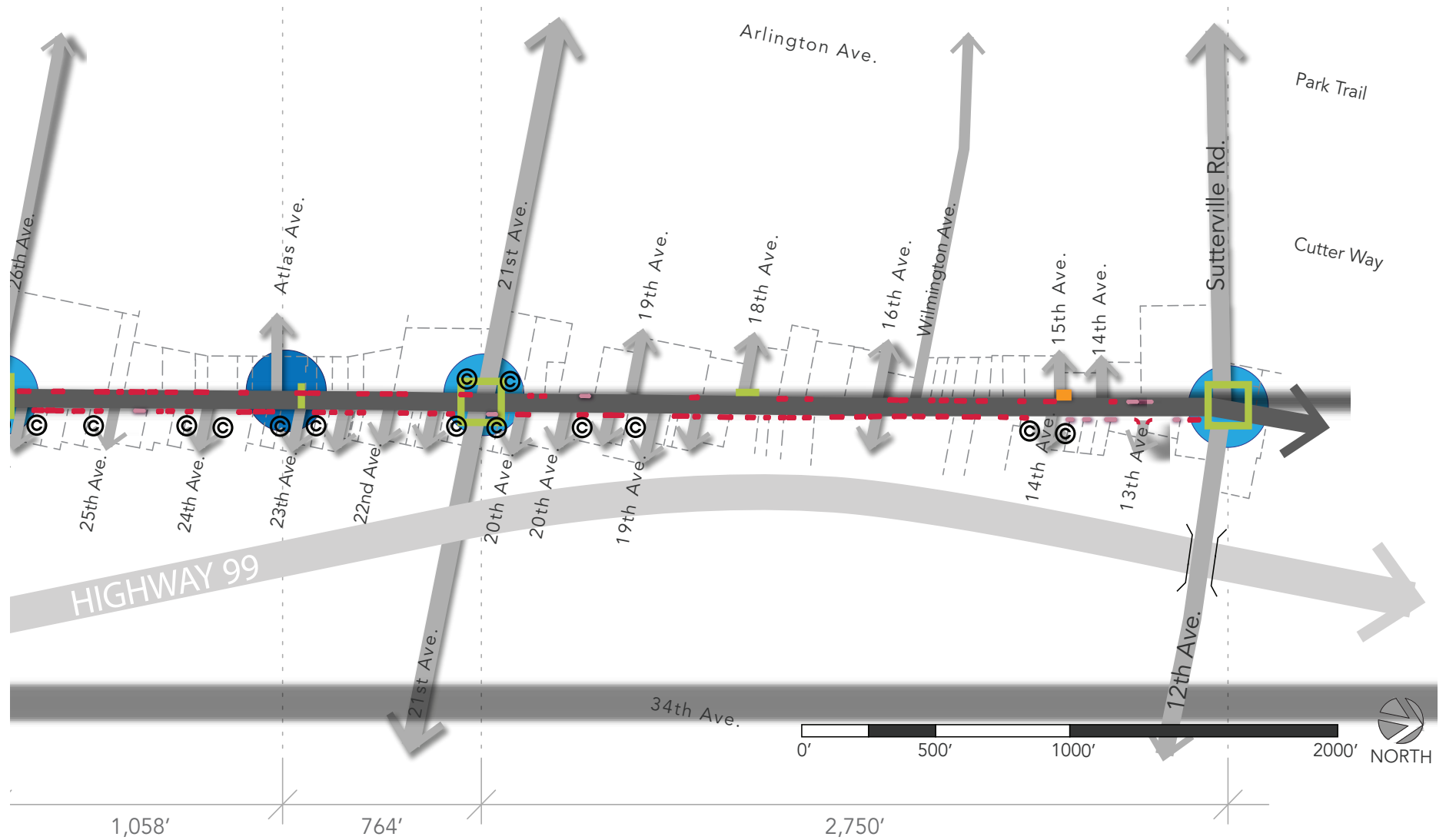
## PEDESTRIAN FACILITIES

Pedestrian facilities include sidewalks, crosswalks, curb ramps and other features that are reserved primarily for pedestrian use. These facilities are an important part of the overall public right-of-way and the street network and at times, can pose challenges to accessibility. When well designed, these facilities provide a comfortable environment while providing the same degree



of convenience, connection, and safety to the public and to pedestrians with disabilities. Some portions of the study area include good pedestrian facilities; many areas have missing or outdated pedestrian facilities that do not enhance safety or comfort.



The average distance between crosswalks along the corridor is 1,400 feet (and 67 percent are more than 1,000 feet) resulting in long walking distances to safely cross the road.



## PEDESTRIAN MAJOR FINDINGS

-  A lack of striping, high-visibility striping, signage and/or curb extensions at many intersections diminish pedestrian and motorist visibility.
-  Many parts of the study area lack street and/or shade trees, landscaping along sidewalks or pedestrian-scaled lighting. This in turn creates an unsafe and uncomfortable pedestrian experience and detracts from an overall sense of safety especially at night.
-  There are few street furniture/amenities (benches, recycling cans, etc.)
-  Crosswalks across Franklin Boulevard only occur at controlled or modified intersections. There are long distances between controlled intersections with no mid-block pedestrian crossing. The lack of mid-block crossings increases walking distances and the likelihood of jaywalking.
-  Pedestrian sidewalks consist of pedestrian-through zones only. No furnishing zone is provided. Sidewalks are average of five-foot wide.
-  Certain sections of the sidewalks are pedestrian and ADA-unfriendly because of cross slopes that are more than 2% and are typically due to driveways that impinge upon a comfortable and ADA-compliant pedestrian experience.
-  Existing gaps in sidewalks create a discontinuous path that makes pedestrian travel difficult and cause problems for people with disabilities. Currently there is a portion of the study area where sidewalks are missing.
-  Some areas have unsafe and informal sidewalks with rolled curbs.
-  The off-street parking creates scenarios that require vehicles to back out directly on sidewalk areas.
-  Most of the curb ramps on the west side of Franklin Boulevard north of Fruitridge Road are reconstructed ADA compliant.
-  About 40% of the curb ramps on the east side of Franklin Boulevard north of Fruitridge Road have been reconstructed and are visually ADA compliant with truncated domes and textured cement markings.
-  Curb ramps located south of Fruitridge Road have been reconstructed and are ADA compliant. Most of the curb ramps are single-ramp corner installation style serving only one crosswalk.
-  Curb ramps at major intersections are primarily two-ramp corner installation style (perpendicular). Most curb ramps at 3-way intersections are single-ramp corner installation style serving only one crosswalk.
-  There are two uncontrolled east-west crosswalks; one at the corner of 36th Avenue and Franklin Boulevard and the other at the corner of 38th Avenue and Franklin Boulevard.
-  There is one controlled east-west crosswalk at the north corner of Atlas Avenue and Franklin Boulevard.
-  Pedestrian crossing signal activation are signal push activation button type (hand height).
-  The average pedestrian crossing at marked crosswalks is approximately 67 feet.



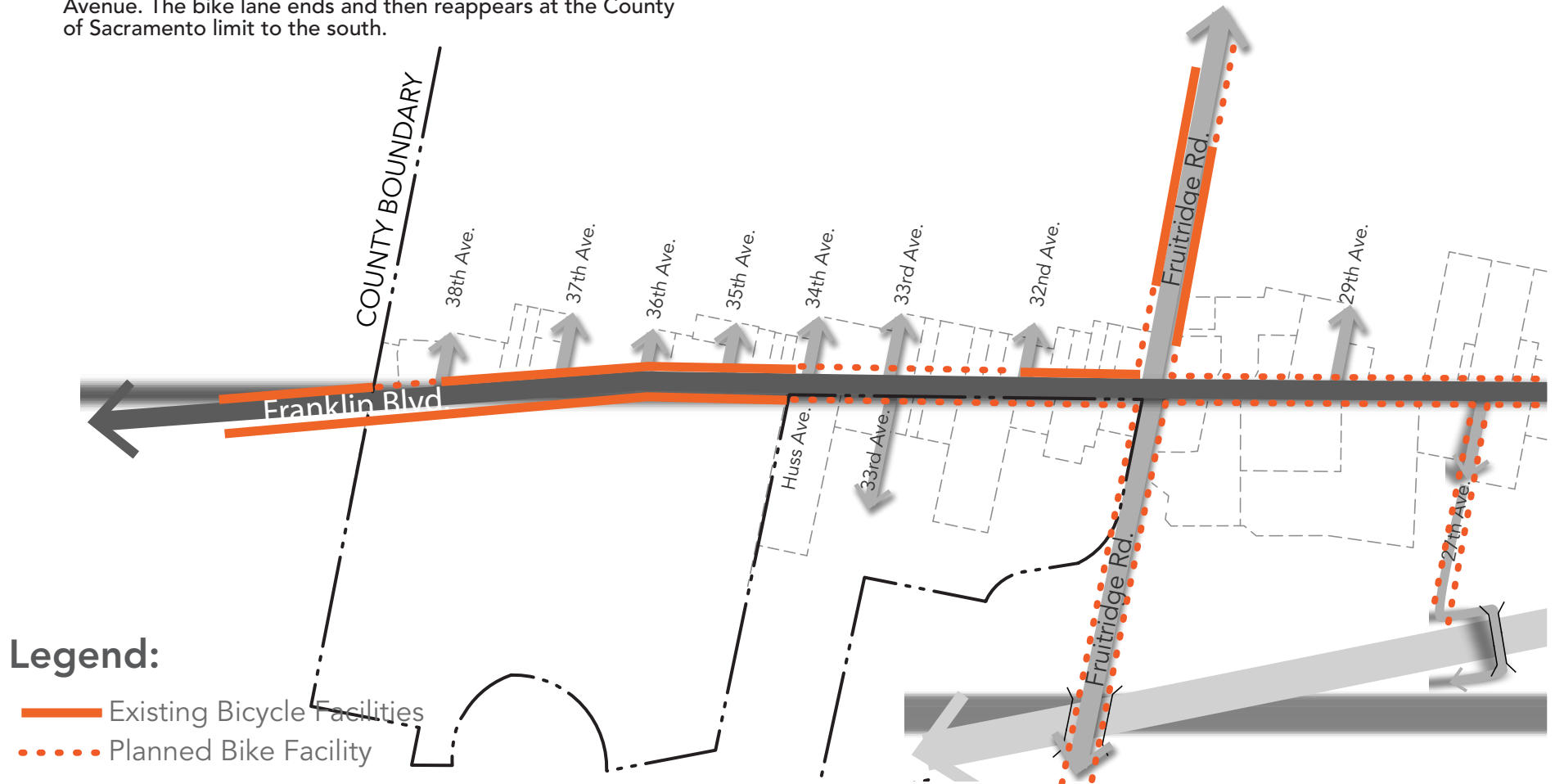
## BICYCLE FACILITIES

Bicycle facilities are almost nonexistent between Sutterville Road/12th Avenue and Fruitridge Road along Franklin Boulevard. Many bicyclists use sidewalks or at times even the center left turn lane to move along the corridor. Bicycle lanes are located at:



- East side of Franklin Boulevard south of the Sutterville Road/12th Avenue intersection between intersection and transit stop. The Class II bike lane dead ends.
- East side of Franklin Boulevard south of the Fruitridge Road Intersection between Fruitridge Road and 32nd Avenue. The Class II bike lane ends.
- East side of Franklin Boulevard between 37th Avenue and 38th Avenue. The bike lane ends and then reappears at the County of Sacramento limit to the south.




*Only 20% of the corridor has bike lanes for cyclists. For all other areas, bikes are forced to ride unprotected in traffic or on the sidewalk.*

- West side of Franklin Boulevard between Huss Avenue and the city limits. Bike lane disappears at Huss, then stripping intermittently appears all the way to Fruitridge Road.
- Intermittently appears on the west side of Franklin Boulevard between Fruitridge Road Intersection and Huss Avenue.



MAJOR FINDINGS

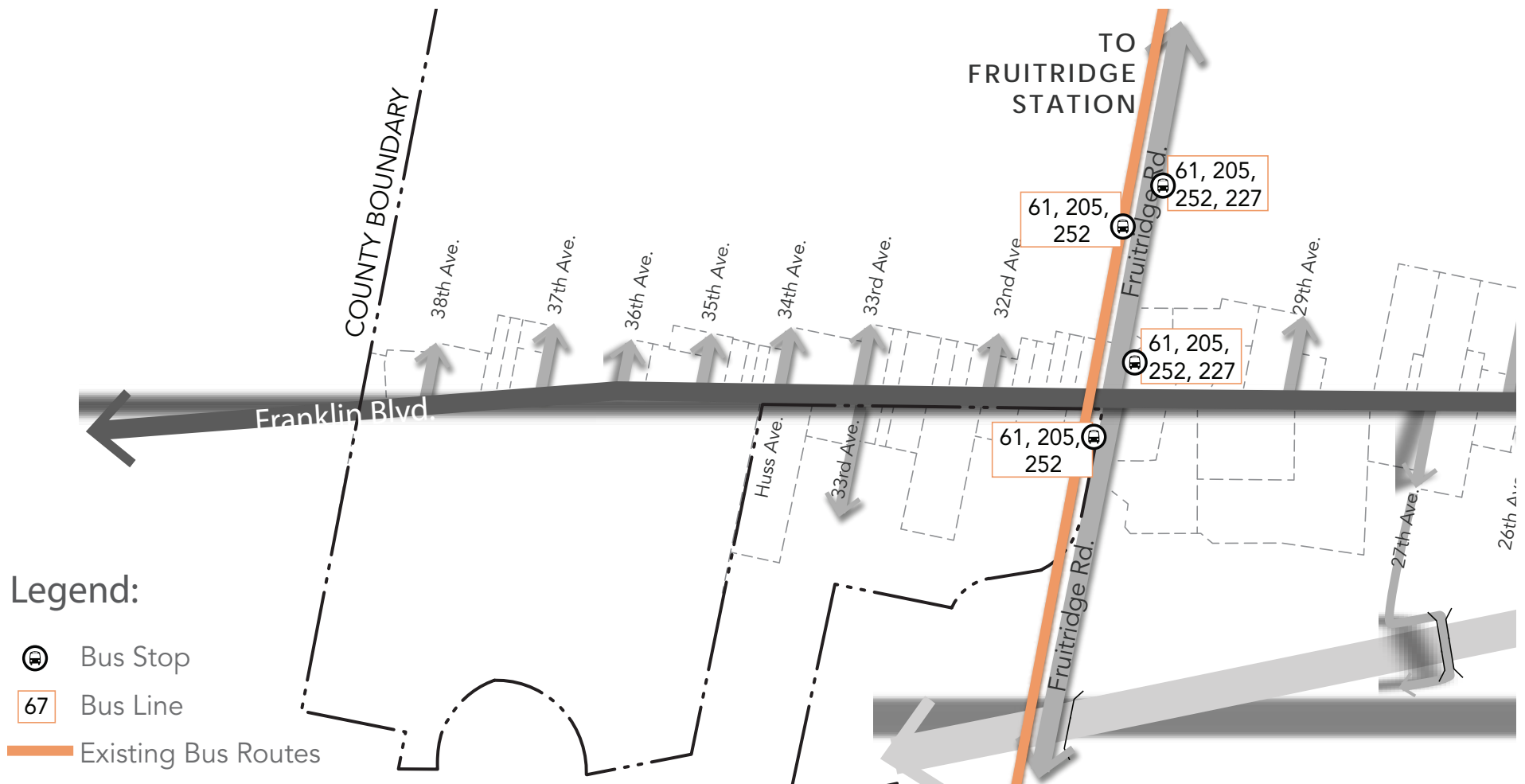
-  There are basically no bicycle lanes (Class II) along the corridor between Sutterville Road/12th Avenue and Fruitridge Road.
-  The lack of bicycle facilities at intersections (e.g. bike boxes, colored bike lanes, signal detection, etc.) makes it difficult to clearly see bicyclists and for bicyclists to make left hand turns safely.

-  Existing bike lanes are not well marked. The effect is compounded at night due to non-adequate lighting in many locations throughout the corridor.
-  Existing bike lanes do not offer sufficient distance from high-speed traffic to make most bicycle riders feel safe, particularly through intersections.
-  In-road bicycle loop detectors are not present at intersections, which results in signals that are not responsive to bicyclists' needs.





## TRANSIT SERVICES


The project area is not well served by bus transit. Light rail stations are located off of Fruitridge and off of Sutterville Road near Sacramento City College. There are a total of two southbound transit stops, and four northbound transit stops with one bus route (Route 67) partially covering the corridor. The route enters Franklin Boulevard at 21st Avenue and runs north past Sutterville Road/12th Avenue to Broadway. Some of the transit stops offer benches, but the stops do not always offer appropriate amenities. In addition, the lack of street trees and pedestrian lighting makes using transit stops more uncomfortable and less safe.

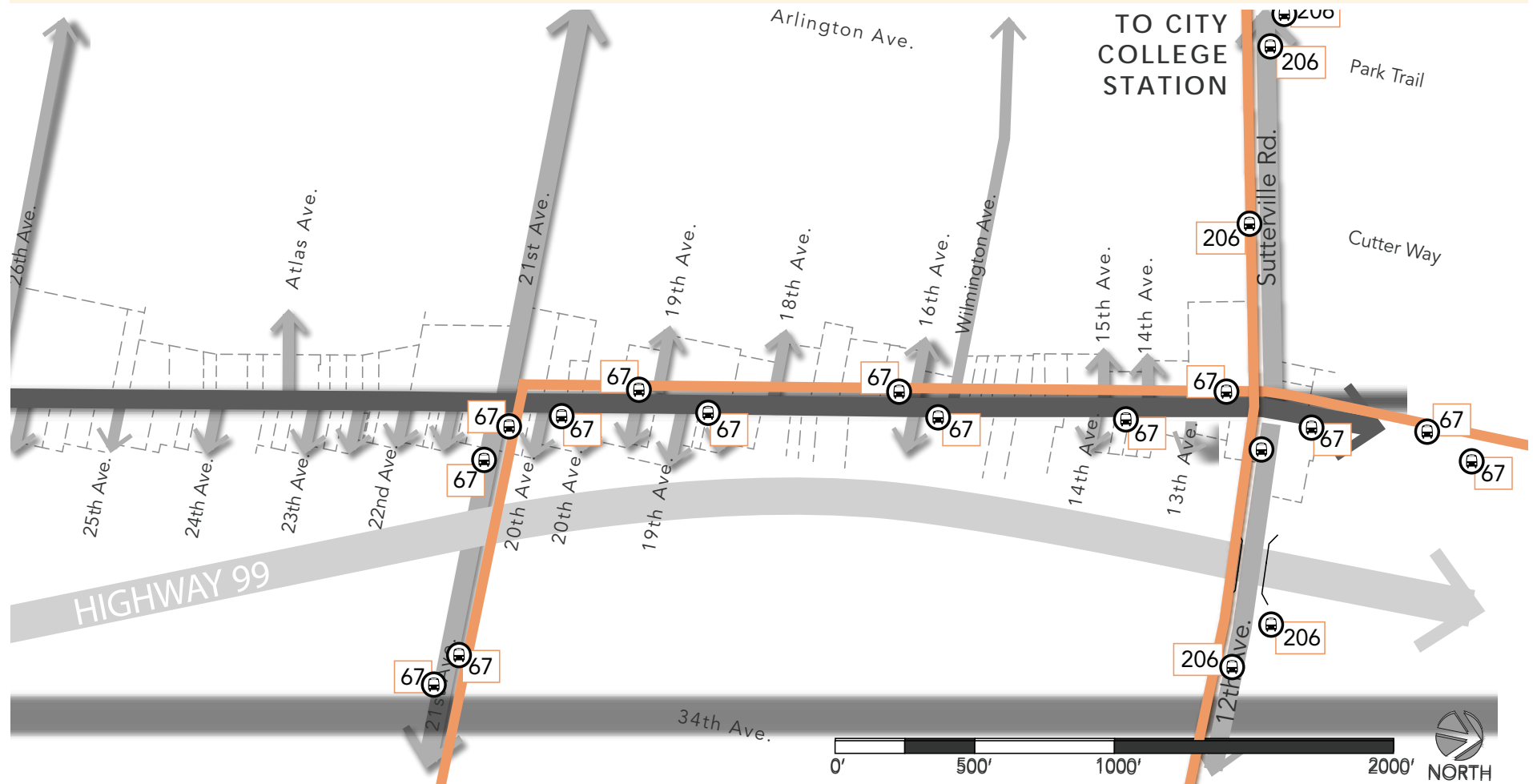




**MAJOR FINDINGS**

-  Many bus transit stops lack rider amenities such as benches, shelters, lighting and trash cans.
-  Access to Sacramento Regional Transit Light Rail Stations is difficult from Franklin Boulevard since one is located about 1/2 mile from the Franklin Boulevard/Fruitridge Road intersection and the other about one mile from the Franklin Boulevard/Sutterville Road intersection and there is no adequate signage. These are known as “first-mile” and “last-mile” barriers to transit.

-  Newly constructed bus stop on west side of Franklin Boulevard near Sutterville Road/12th Avenue is located curb side. All other bus transit stops are set back from the curb. Amenities are not always located completely outside the pedestrian path of travel.



## TRAFFIC CONDITIONS

Traffic conditions along Franklin Boulevard corridor focus on the efficient movement of “through” traffic along the corridor. As a four-lane arterial roadway, the Boulevard is currently designed to handle large volumes of traffic at higher speeds. Combined, the high traffic volume, higher speeds, and current street design detract from a safe and pleasant pedestrian and bicycle experience. And as a result, the design ensures that vehicle movement remains the dominating feature helping to further discourage pedestrians and bicyclists from feeling safe while using the existing facilities, crossing the streets, and sharing the road with vehicles. The graphic below summarizes the relationship between the existing traffic capacity and the existing average daily traffic volumes that range from 9,000 to 18,000 vehicles per day.







Franklin Boulevard along the entire project corridor is currently designed with two travel lanes in each direction and a center left turn lane. The road has a capacity of 32,400 average daily traffic.<sup>1</sup> The proposed streetscape changes for the corridor include reducing the number of travel lanes to one in each direction. Traffic volumes of up to 16,200<sup>2</sup> vehicles a day can generally be accommodated with one-lane in each direction and a left-turn pocket.

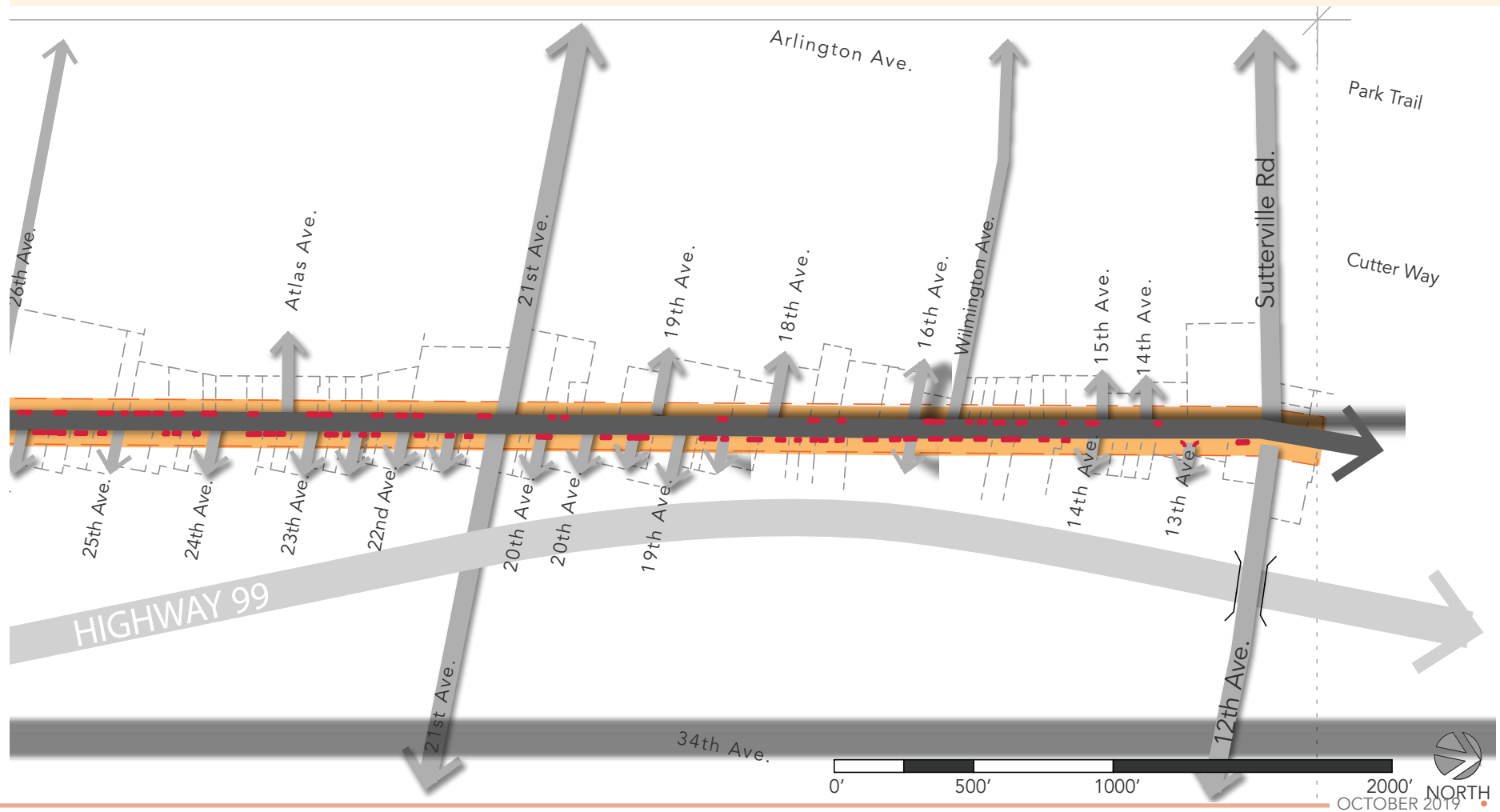
As shown in the graphic, the current (2019) average daily traffic along the corridor ranges from 9,000 to 18,000 and averages about 13,000 trips per day. Because some of these ranges fall below the boulevard's design capacity, there is an opportunity to rethink what types of vehicle, bicycle, and pedestrian amenities that are provided along the corridor.

1 City of Sacramento 2030 General Plan  
2 *ibid*



**MAJOR FINDINGS**

-  Existing Franklin Boulevard as a four-lane arterial with moderate access control has a segment capacity of 32,400 ADT, of which only 40%, on average, is being utilized today.
-  With the lane reduction, the new capacity would be reduced to 16,200 ADT and operate closer to an average of 70% utilization.
-  Future traffic forecast estimates approximately a 15% reduction in traffic on Franklin Boulevard over existing conditions with most of the traffic shifting to parallel routes, primarily to State Route 99 and 24th Street.
-  Traffic volumes on State Route 99 and 24th Street would increase by approximately 2% and 15%, respectively.
-  All signalized intersections within the project are would continue to operate acceptably at a level of service D or better except for the Franklin Boulevard/Fruitridge Rd.
-  The Franklin Boulevard/Fruitridge Rd intersection would operate at a level of service E and project impact on the intersection being potentially significant.







## INTERSECTIONS




Intersections are important to the operations of a corridor because they are key areas where all modes of travel come together and cross paths (e.g., vehicles, transit, bicycles, pedestrians). Intersections along Franklin Boulevard are difficult for pedestrians and bicyclists to cross due to a lack of bicycle facilities, well-marked crosswalks, pedestrian refuges and traffic controls. In addition, the controlled intersections are widely spaced throughout the corridor, forcing pedestrians to travel long distances to cross at a crosswalk.

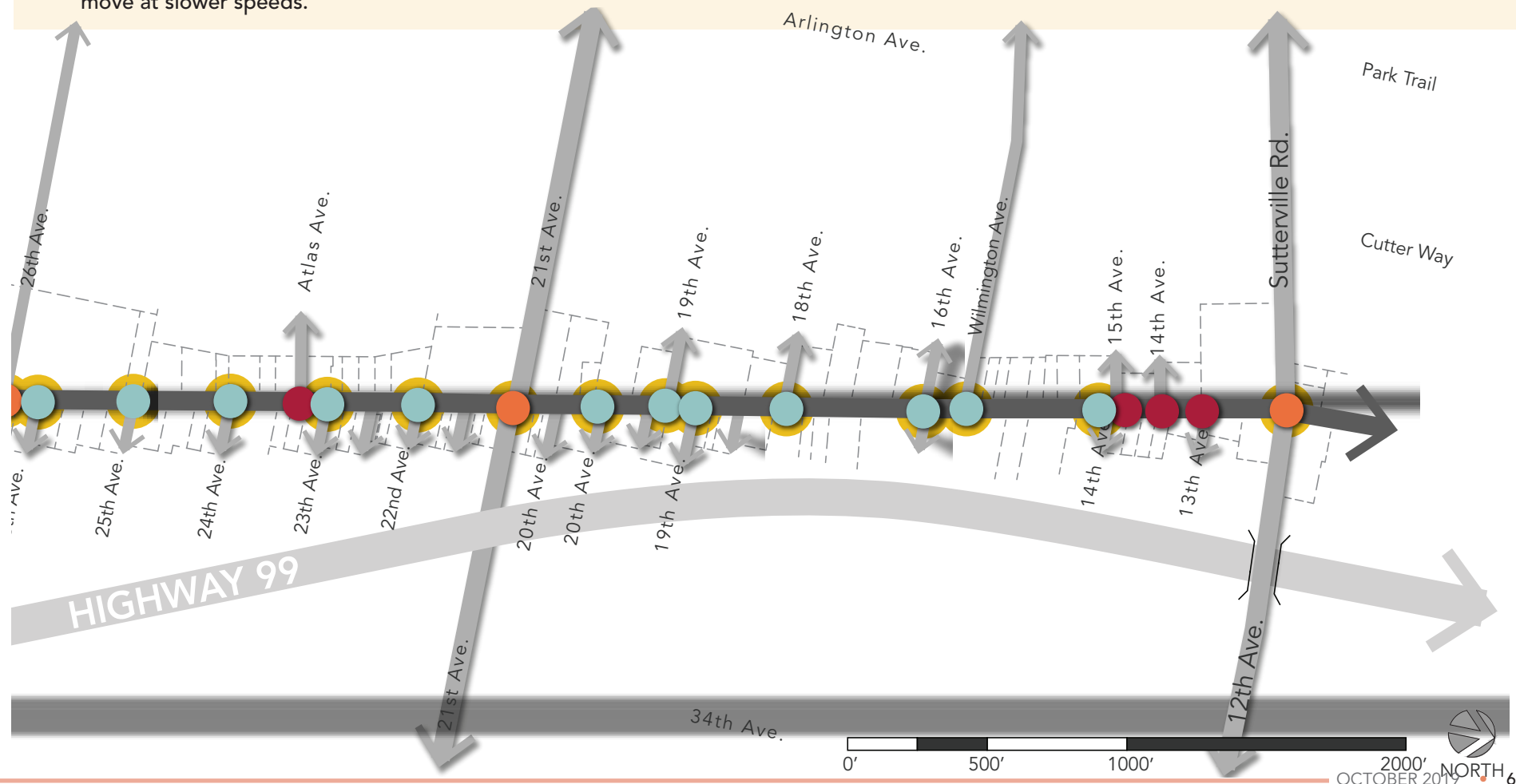
*Of the 30 intersections along the corridor, 7% are major signalized, 10% are minor signalized, and 83% are minor un-signalized. However 87% are irregular intersections that can obstruct clear views of drivers, pedestrians and bicyclists.*



**MAJOR FINDINGS**

-  Wide curb radii at intersections encourage drivers to make higher-speed right turns, which increases the likelihood and severity of collisions.
-  Long crossing distances at intersections increase the potential conflict zones between drivers and pedestrians.
-  Uncontrolled right turn lanes at the Fruitridge Road/Franklin Boulevard intersection are difficult and uncomfortable for pedestrians to navigate because they do not have a protected area to cross.
-  Dedicated right turn lanes for vehicles increase flow and speed of traffic, but also pose a hazard for pedestrians and bicyclists that move at slower speeds.

-  Large intersections that do not have pedestrian refuges (e.g., protected spaces in the middle of a crosswalk for pedestrians to rest between signal changes) can create challenges for pedestrians who cannot cross the length of the crosswalk within the allotted time.
-  There are a total of 4 four-way intersections (inclusive of Sutterville Road/12th Avenue and Franklin Boulevard intersection). Three of the four intersections are controlled with traffic signals.
-  There are a total of 26 three-way intersections that are controlled with stop signs along the minor streets.

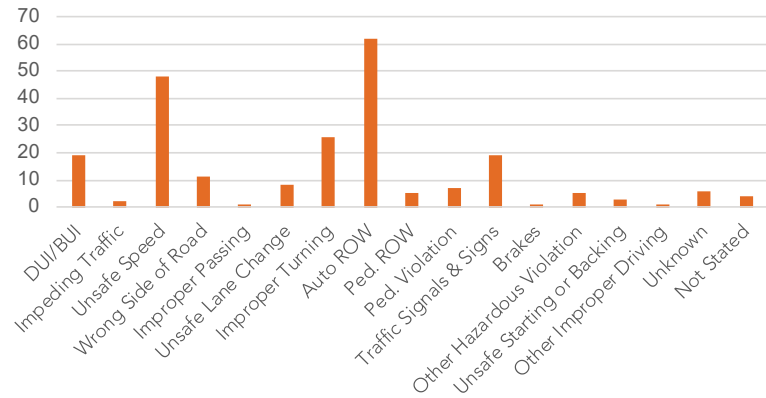


# COLLISIONS

Traffic collisions are typically the result of right-of-way violations (vehicles not giving pedestrians/bicyclist the right-of-way), speeding or other violations (such as jaywalking). Traffic collision “hot spots” along Franklin Boulevard include intersections at Sutterville Road, 21st Avenue, between 37th and 38th Avenues, and Fruitridge Road.

Understanding the major factors that lead to collisions is important when considering ways Franklin Boulevard can be redesigned to make it safer. Primary factors include automobiles in the right-of-way, unsafe speeds, and unsafe turning.

Chart 1: Primary Collision Factors



**Legend:**

- Pedestrian Collision
- Bicycle Collision
- Motorcycle Collision
- Truck Collision
- Concentration of Collisions

Chart 2: Collisions by Year (2006-2017)

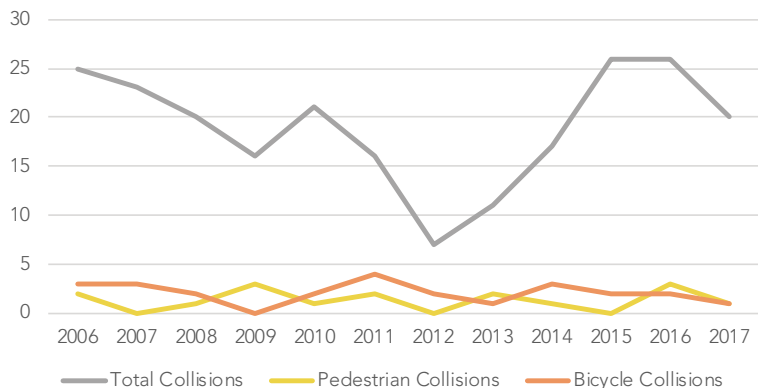
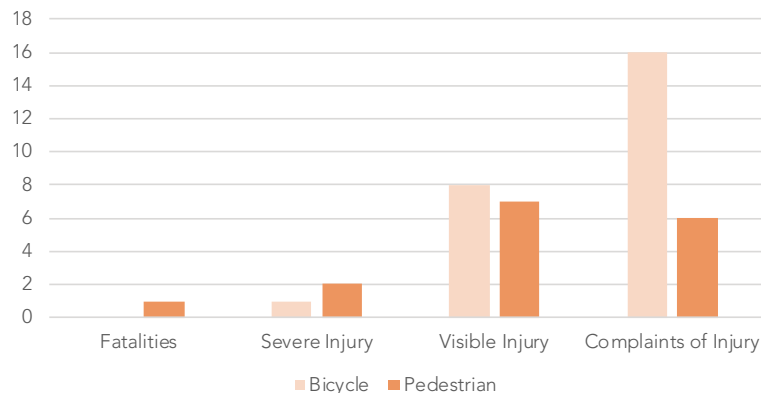
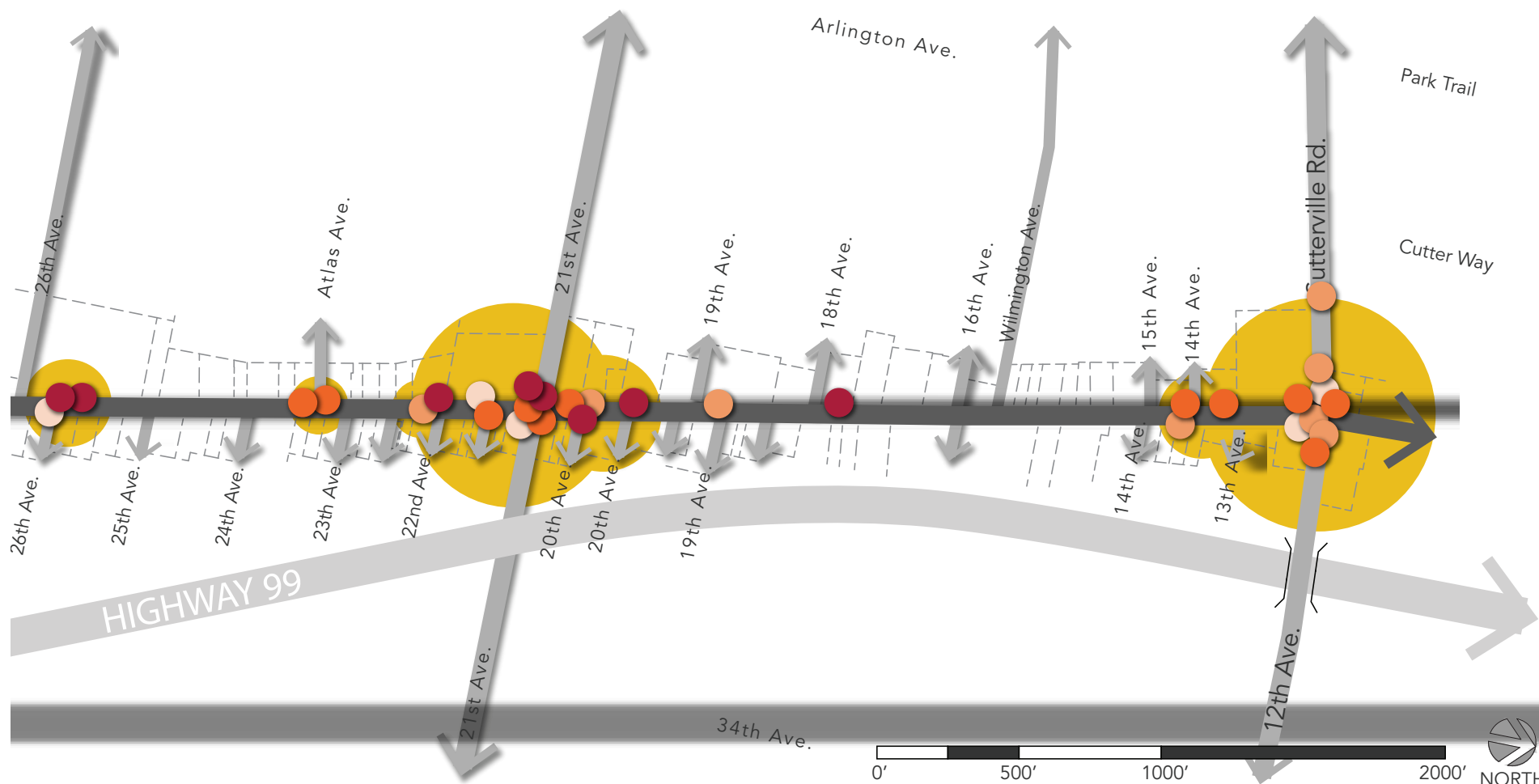


Chart 3: Pedestrian and Bicycle Collisions by Severity



Charts 1-3 Source: Transportation Injury Mapping System (TIMS), Safe Transportation Research and Education Center, University of California, Berkeley. 2019



## DRIVEWAYS

Driveways provide critical access to properties and businesses and they are points where pedestrians are exposed to vehicles. Reducing the number of driveways that cross sidewalks by elimination or consolidation of driveways improves pedestrian safety by decreasing potential for conflicts with vehicles.





**MAJOR FINDINGS**

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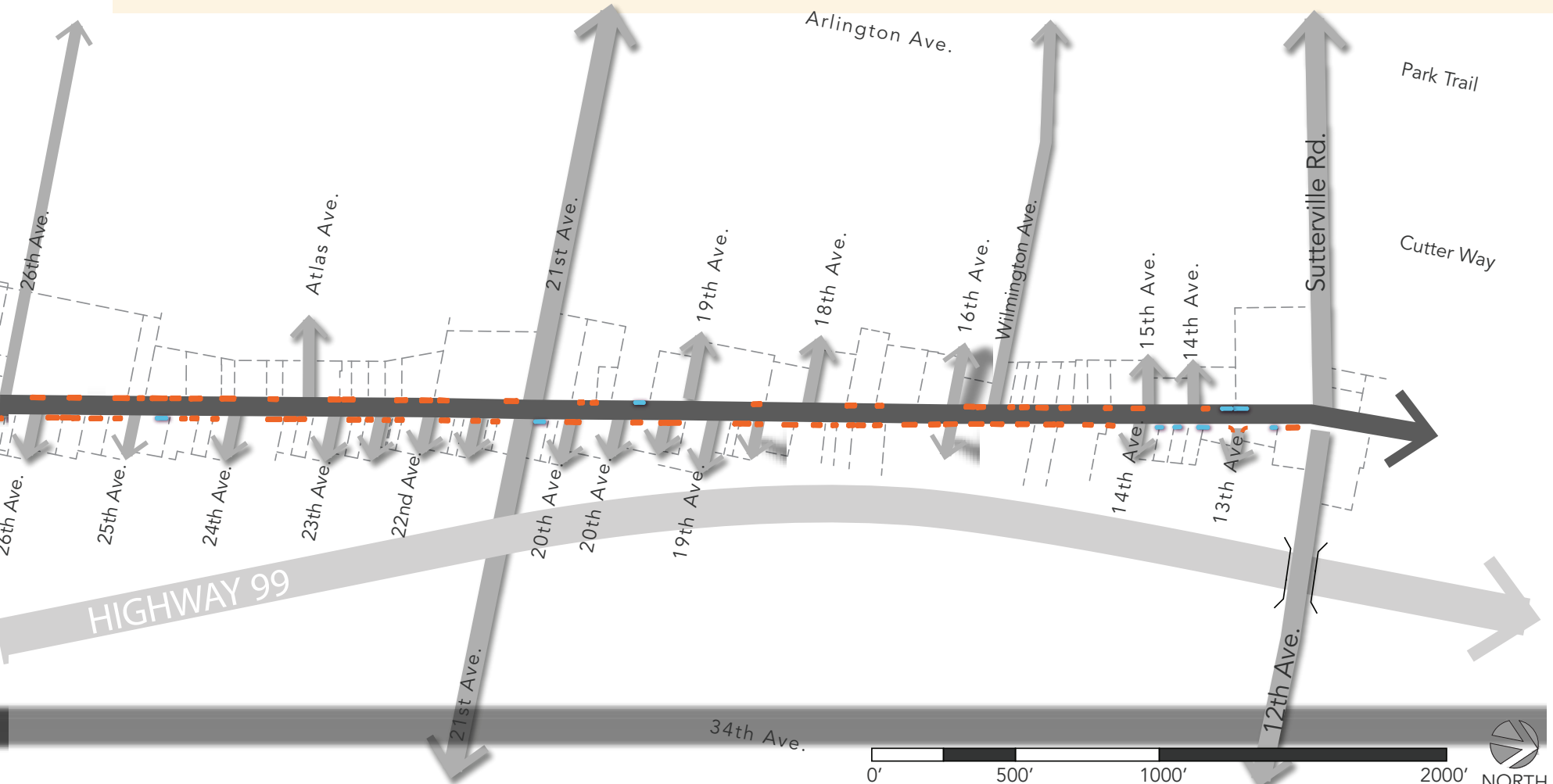
Many existing driveways have cross slopes within the pedestrian path of travel that are more than the 2% maximum required to comply with ADA.
- 

A few properties have radial return driveways. Most properties have curbed flare driveways. Radial return driveways include a curved transition from the street to the driveway while a curbed flare driveway has an angled flare transition from the street to the driveway. In most cases, the driveways do not meet City Standard for sidewalk driveways. Curbed flare driveways are City Standard for driveways intersecting landscape planting strips.
- 

In various locations, driveways are in very close proximity to major intersections. Driveway locations should be analyzed and the City Standards should be referenced in order to evaluate reasonable access to the public right-of-way and to provide the highest level of public safety.
- 

Some properties have more than one existing driveway.
- 

Some properties have existing driveways greater than twenty feet in width.





The background is a solid orange color. There are four triangles with white outlines: a large inverted triangle at the top, a large upright triangle at the bottom right, a medium upright triangle at the bottom left, and a medium inverted triangle at the bottom left, overlapping the upright one.

# CHAPTER 3

OVERALL DESIGN FRAMEWORK

## 3 OVERALL DESIGN FRAMEWORK

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An overall design framework is essential in guiding the complete street plan and future improvements along the Franklin Boulevard corridor. The vision for Franklin Boulevard is to create a friendly and inviting gateway to the district, businesses and adjacent neighborhoods. The framework builds upon the vision and community input and serves as the visual blueprint for Franklin Boulevard that will create a destination to live, work and play while supporting current and encouraging future private development to activate and strengthen the corridor.

The overall design framework for Franklin Boulevard builds on nine complementary goals and is illustrated and described in greater detail on the following pages:

- Goal 1:** Create a memorable street with improved connectivity, mobility, and access to comfortably move and connect people to destinations and neighborhoods.
- Goal 2:** Enhance public safety and the perception of safety while providing a high level of visual transparency.
- Goal 3:** Renew the corridor as a vibrant social destination that supports community cohesion.
- Goal 4:** Create a distinct, flexible and temporal space.
- Goal 5:** Reinforce and engage community culture and identity.
- Goal 6:** Support commerce, complement investment and be a catalyst for private investment.
- Goal 7:** Incorporate playful elements that activate the street, encourage children and adults to explore and engage in play, and make it more welcoming.
- Goal 8:** Explore ecologically conscious design solutions.
- Goal 9:** Develop an adaptable and phased implementation strategy to allow Franklin Boulevard to evolve incrementally, from an established nucleus outward.

## VISION

The vision for the Franklin Boulevard is based on the feedback received from different stakeholders and community input during this project.

The Franklin Boulevard can be characterized by its neighborhood solidarity and the vision to continually reinforce the concept of neighborhood and sense of community.

Franklin Boulevard should support the community's grass root efforts, sense of community and the vision for social well-being and a better life by becoming the crossroad of culture, commerce and community. The boulevard should function as a community gathering place with a focus on the people who live and work there and as a gateway for those who will arrive.





## GOAL 1

*Create a memorable street with improved connectivity, mobility, and access to comfortably move and connect people to destinations and neighborhoods*

At the heart of the community is the Historic Monterey Trail District. Franklin Boulevard is the established north-south route connecting the community and the surrounding neighborhoods to the district. It connects the community to everyday destinations and to essential services. The Complete Street Plan must strengthen the physical connection between the community and the business district with safe, continuous and well-designed street facilities.

The corridor will be enhanced with trees, landscaping, and pedestrian and bicycling facilities that will provide a safer environment for pedestrians, cyclist, street vendors and shoppers while making it a more comfortable place for families to gather.

## GOAL 2

### *Renew the corridor as a vibrant social destination that supports community cohesion*

The Franklin Boulevard Corridor can be characterized by its community-driven vision to continually reinforce the concept of neighborhood, sense of community and search for ways to renew itself. The streetscape palette of elements shall create a more unified and expanded experience for all users to encourage existing and new open space sidewalk amenities like outdoor

seating, art, street vendors, etc. to help activate and animate the pedestrian realm. In addition, the design shall create variety of new open spaces that respect and maximize unique opportunities presented by individual existing and planned private developments and strengthen the sense of community and desire for social and healthy well-being.





## GOAL 3

### *Create a distinct, flexible and temporal space*

In order to create a distinct corridor, the street must help restore the urban fabric and become an important part of public life. Franklin Boulevard should serve multiple functions as a gateway and as distinct activity areas that link public and private spaces. The boulevard shall transform from day to day depending on the need to provide space for events, festivals and activities of daily life, allowing the physical space to evolve depending on the context and activities. Franklin Boulevard should be designed for year-round comfortable, multi-seasonal use and as a public open space resource.



## GOAL 4

### *Reinforce and engage community culture and identity*

As important in creating a distinct, flexible and temporal space is the need to recognize the community's longitudinal relationship between the corridor's rich heritage and cultural diversity and its cohesion and sense of belonging. Because of this relationship, there is a need to reinforce and engage the cultural context and identity of the community to create a streetscape that respects, reflects, and celebrates the community, its diverse cultures and the intergenerational businesses which have been born from an immigrant entrepreneurship.





## GOAL 5

*Enhance safety and the perception of safety while providing a high level of visual transparency*

Franklin Boulevard is poised to become a destination for locals and visitors alike that promotes a healthy lifestyle. Streetscape improvements must be able to support the steady daytime and evening activity in a safe and beautiful manner. Enhancements must be designed for public safety and perception as well as aesthetics to promote a memorable street and strengthen the personal connections with the area in which people live, work and are familiar with.

## GOAL 6

### *Support commerce, complement investment and be a catalyst for private investment*

To support the economy of the corridor, the streetscape improvements must maintain and strengthen the exchange of goods and services and the movement of people. The improvements must create a street that acts as a singular destination that encourages people to visit, stay longer, and enjoy the corridor experience. The streetscape must also provide a strong connection between the public realm and the adjoining land uses within

the private realm to create an economic synergy and leverage public realm improvements in support of current private realm projects and future private investments.





## GOAL 7

*Incorporate playful elements that activate the street, encourage children and adults to explore and engage in play, and make it more welcoming*

Playful streets bring people outside and invite all generations to explore and discover play. Playable and interactive public elements will assist in the reinforcement of the urban fabric by connecting the community in a fun and engaging way and provide a more family welcoming and child-friendly environment. The streetscape should support and help foster socialization and a sense of community. A playful street will help provide additional public open space resources for both play and leisure.

## GOAL 8

### *Explore ecologically conscious design solutions*

Healthy communities begin with healthy streets. Environmentally friendly streets with a dense system of trees, landscape plantings, stormwater quality elements and other low impact development elements assist in creating environments that mitigate urban conditions by providing shade and cooler environments, improving air and water quality, absorbing noise and providing better protection from the winds. As important, healthy streets create safer and more comfortable places for people to walk and socialize. Healthy streets play a critical role in increasing community health and well-being and reinforcing sense of place.





## GOAL 9

*Develop an adaptable and phased implementation strategy to allow Franklin Boulevard to evolve incrementally, from an established nucleus outward*

The Complete Street Plan must be tied to the realities of receiving funding from different sources and at various increments. Phased implementation will be necessary in reaching a critical mass and to successfully achieve full realization of the plan. This complete street plan is a vision of how Franklin Boulevard can evolve if the City adheres to the vision and overall design framework. Although the vision may evolve over time, a continued focus on the framework elements will assure that whatever is built, is great and able to stand alone or dynamically as part of a well-conceived corridor.



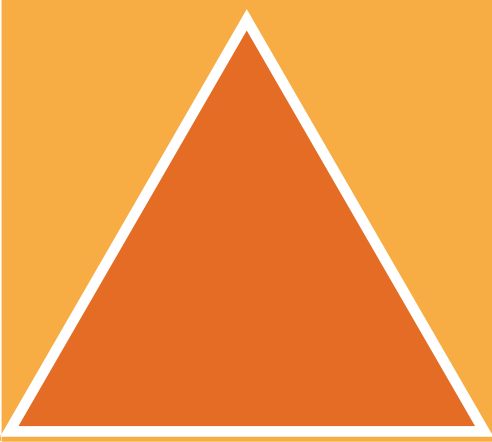






# CHAPTER 4

COMPLETE STREET DESIGN CONCEPT



## 4 COMPLETE STREET DESIGN CONCEPT

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The Complete Street Design Concept for Franklin Boulevard between Sutterville Road/12th Avenue and the City of Sacramento/Sacramento County limits at approximately 38th Avenue outlines the preferred character and experience for the street. The concept emphasizes improvements and the overall look and feel of the entire public right-of-way realm. It is the visual blueprint for the boulevard to improve mobility, create a unified identity, and to create a safer pedestrian realm that is animated, activated and enhances the overall quality of the street while also respecting the existing businesses and land-uses.

Different improvements identified in this chapter will be refined during the development of engineering drawings, in addition to future public engagement efforts. The development of the improvements will be closely coordinated and reviewed by the relevant City Staff and other key stakeholders including the Franklin Boulevard Business Association, before any and all improvement plans are finalized.



## OVERARCHING DESIGN CONCEPTS

### PRIORITIZING SAFETY AND MOBILITY

Franklin Boulevard supports a diverse mix of uses including commercial, retail, mixed-use, light industrial, office, civic destinations, residential, and restaurants which are located throughout the boulevard and the project area. Franklin Boulevard forms the key artery that runs through the area and links the area to adjacent neighborhoods, the greater City of Sacramento area, the County of Sacramento, and the region.

By better linking destinations such as schools, jobs, retail, entertainment, and civic destinations—and making them more easily accessible by foot, and bicycle —this Plan promotes efficient travel, improves traffic flow, reduces conflicts, and improves corridor cohesion and safety. These improvements will also have an important positive impact on the Franklin Boulevard Business Association core by allowing more options for people to travel to the area, and in turn spend more time and money at stores, restaurants and businesses, contributing to the economic vibrancy.

Class IV bikeways offer many safety and mobility benefits to bicyclists. Also known as a cycle track or protected bike lane, these facilities move cyclists away from direct contact with vehicular traffic and can include one-way and two-way travel. Cycle tracks support higher volumes of bicycles and simultaneously reduce rider stress.



## ENHANCING COMMUNITY HEALTH

The physical conditions of Franklin Boulevard’s urban environment have a profound impact on community health and well-being. Access to well-designed streets, support for a variety of modes of transportation, and an overall safe environment are all linked to improved health and prosperity. Because of the boulevard’s role as the heart of the community, the complete street plan is envisioned to set the path for improving conditions that foster a livable environment that sustains comfort and longevity for generations to come.

Safe, connected, comfortable, green and accessible streets play a crucial role in fostering both physical activity and greater levels of social cohesion. Residents who live near well-designed streets are more likely walk or ride a bicycle and be physically active for more than just travel. Well-designed streets offer greater opportunities for community connectedness, social support, and neighborhood safety. Additionally, well-designed streets have the potential to decrease exposures to air pollutants helping establish healthier environments to live, work and play.

The City seeks to do more than merely move people safely throughout the corridor. The City seeks to improve the corridor to provide more opportunities for community interactions and healthy lifestyles, two vital elements to an individual’s health and well-being.



## EMPHASIS ON “COMPLETE STREETS”

One of the major objectives is to provide more mobility options for visitors, workers, and residents alike. The term “Complete Streets” refers to a shift in emphasis from auto-centric streets to ones that are designed to efficiently serve all forms of travel. Complete streets address the safe accommodation of all users, including motorists, public transit users, bicyclists, and pedestrians of all ages and abilities. Ultimately, they increase options for residents, workers, and visitors to either drive, walk, bike, or take transit.

Complete Streets can include a unique design identity, areas for pedestrian gathering, and systems to capture and filter stormwater. In addition, Complete Streets help promote efficient travel, safety, healthy lifestyles, and planning for all modes of transportation while helping create more attractive and accessible environments.

## TRAFFIC ANALYSIS

Traffic analysis conducted as part of this project indicates that the re-purposing of the travel lanes and the reconfiguration of Franklin Boulevard to one lane in each direction will result in what the City determines to be an acceptable level of service for a Complete Street Project, but the corridor will not operate like it does today. See Appendix for more information on the traffic analysis conducted as part of this Complete Street Plan process.



## STREET RE-PURPOSING

The existing width of the street, including sidewalks, is 80 feet wide and varies minimally throughout the project corridor. Overall, the typical existing road section north of Fruitridge Road includes a sidewalk and on-street parking on each side of the boulevard, two travel lanes in each direction, and a two-way left turn lane. South of Fruitridge Road, the typical road section includes a sidewalk, bike lanes, and two travel lanes in each direction with some portions having on-street parking in lieu of bike lanes.

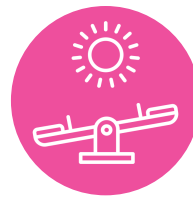
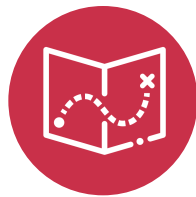
The main deviations to the existing typical road section occur at two of the major intersections. The Sutterville Road/12th Avenue intersection is composed of a sidewalk on each side of the street (bifurcated sidewalk along west side), south bound bike lane, a left turn lane, and two travel lanes in each direction. North bound travel lanes are both through lanes, with the right lane serving also a dedicated right turn lane.

The northern portion of the Fruitridge Road intersection is composed of sidewalks on each side of the boulevard, two dedicated left turn lanes, one dedicated right turn lane (pork chop configuration) and two travel lanes in each direction. The southern portion of the Fruitridge Road intersection is composed of sidewalks on each side of the boulevard, south bound bike lane, one dedicated left turn lane, one dedicated right turn lane (pork chop configuration), and two travel lanes in each direction.

The major features of Franklin Boulevard's reconfiguration include two travel lanes, a two-way left turn lane, bicycle lanes, on-street parking where feasible, sidewalk, landscaping where feasible, and curb extensions. This reconfiguration constitutes the overall street design called for in the Complete Street Plan. The proposed road cross sections have been developed to work within the constraints of the public right-of-way by re-purposing one travel lane in each direction. The re-purposing of the travel lanes will establish a balance between automobiles, bicycles and pedestrians, redesigning the corridor to serve all forms of travel.



## PLACEMAKING ELEMENTS



The Franklin Boulevard Corridor grows from a rich mosaic of intergenerational businesses, ethnicities and culturally and economically diverse neighborhoods. The corridor's most significant assets are its endurance, rich history, community investment and support. It is these assets that serve as the critical components in establishing a sense of place within the corridor. Sense of place emerges through an individual's bond and relationship to a specific place and an individual's connection to the community. Sense of place both influences the physical environment and is influenced by the physical environment and is critical for the development of community pride and ownership.

The City understands that the project is not about creating sense of place, but about supporting community cohesion and strengthening sense of place by translating cultural and social identities and community values into a physical form. The placemaking elements should help in connecting people to people and people to place. Placemaking elements include wayfinding, public art, play elements, site furnishings, landscape plantings, and complete street design elements.

Placemaking elements within the corridor should be able to balance the multifunctionality of the street by maintaining pedestrian circulation; help support gathering spaces; encourage play and recreation; improve places for street vendors; and should be mutually compatible with businesses. Placemaking elements should also recognize the need for flexible elements that contribute to community events including the annual National Night Out, El Grito en la Franklin, and the Sacramento Hispanic/Latino Parade.

Placemaking elements include wayfinding, public art, play elements, site furnishings, planting, and complete street designs.



## WAYFINDING AND GATEWAY ELEMENTS

Essential in assisting people to orient themselves, wayfinding elements can successfully navigate people throughout the corridor. Wayfinding elements can assist in interpreting the environment and should incorporate decorative wayfinding and gateway features that contribute to community culture and identity and strengthening the sense of place. Wayfinding elements should be universally accessible and designed for users of all ages and abilities.

Layering of wayfinding elements should be considered to avoid undesirable clutter and visual overload. Layers can be composed of pavement treatments, vertical elements, distinct sections along the corridor, special nodes, or by highlighting landmarks features. Elements should be combined with lighting, sound, and landscape planting to help engage all the senses.

Special features, including gateways, function as navigation and as iconic elements that assist in creating an iconic and identifiable street. Special features should be limited to major intersections or special nodes along the corridor and should be designed to complement the overall wayfinding elements and landscape palette.





## PUBLIC ART

The value of public art ranges from the essential value of providing sense of belonging to the more measurable impacts on the economy, connecting communities, education and enhancing public appreciation of history and culture.

Building from current and past efforts and connections between the corridor and art collectives like the Royal Chicano Air Force, public art should be a critical layer of the street design. Public art should be developed to reinforce and engage both the tangible and intangible connections between the corridor's context and the community's historic, social and cultural heritage.

Establishing spaces for public art will help contribute to the streetscape's identity by creating an environment that respects, reflects and celebrates the community. Public Art elements will provide the most impact if they are planned and designed specifically for the corridor. Public art can incorporate place-making, activism, sound installations, cause-related installations, and community-based initiatives and should engage and involve both local artists, businesses and the community.

At this time, the Franklin Boulevard Business Association is collaborating with 916 Ink, a Sacramento arts-based creative writing nonprofit organization, to bring six to ten murals along the corridor.



## PLAY ELEMENTS

Play can be in the form of active or passive recreation and can assist in bringing people of all ages outside and connecting all in fun and engaging ways. Play assists in activating and animating the pedestrian realm and in providing additional open space resources. Playful elements create welcoming family and child-friendly environments and foster socialization, which in turn contributes to the sense of place and community.

Elements should be incorporated into the pedestrian realm that encourage children and adults to explore, discover and engage in play while also providing leisure opportunities. Elements should provide a diversity of play experiences for children, youth and adults of all ages and abilities. Elements should provide and support informal play opportunities and contribute to the health and well-being of all members of the community.

Play elements should be easily accessible, both visually and physically to increase transparency and encourage participation. Play elements should provide opportunities for physically active play, quiet play and free play as much as feasible. By providing opportunities for a variety of activities including eye-hand-foot coordinating, balancing, contemplation, conversation, imaginative play and social interaction, the corridor will be able to provide more opportunities that contribute to better health and well-being of the people who live, work and play within the community.



## SITE FURNISHINGS

Streets provide great opportunities to create vibrant places that are welcoming to people of all ages and abilities. Places that attract people to want to come and spend their time shopping and/or socializing. Site furnishings should be an integral part of the street life reinforcing the pedestrian and bicycle friendly character of corridor.

Site furnishings should be compatible with the street's diversity of spaces and settings and should be able to accommodate the ever-changing activities and a wide range of human interaction. The street should provide multiple options for seating by varying size, materials, and configuration to accommodate a variety of users (single individuals, couples, families, people with disabilities,

elders, pet owners, etc.) and abilities and in varying locations (sun/shade and exposed/protected).

Site furnishings should balance the need to provide a unique identify while providing cost effective street maintenance. Coordination of colors, shapes and materials of site furnishings with other streetscape elements, including wayfinding and landscape materials will create a cohesive corridor wide identity.



## PLANTING ELEMENTS

A well-landscaped street is a valuable resource that contributes to the overall quality, health and cohesiveness of the corridor. A well-landscape corridor can promote improved water and air quality, provide habitat for animals, increase corridor comfort through shade and adequate buffers between adjacent uses, all while strengthening the ecological friendliness of the street. A well-landscape corridor will also promote traffic calming creating safer streets for all users.

Overall, the plant palette should help cultivate a sense of place and make connections with the natural environment of the Sacramento region. Plant species should contribute to biodiversity by conserving and providing habitat for wildlife including birds and native pollinators. Selection of plants should

ensure the use of species adapted to the stressful conditions of an urban environment by being hardy and tolerant of drought conditions.

Plant types should ensure required sight distances and vehicular line of sights will be maintained for safety and security. Tree species should be compatible with size of root area; have natural crown shape, size and branching habits suitable for street locations; and have limited fruit, nut or pollen production. Trees selection should also consider both overhead power and utility lines and buried utility lines. Plant palette should be tailored to provide a variety of species to alleviate susceptibility to pest, diseases and extreme weather events.

## COMPLETE STREET DESIGN

Overall, the major features proposed in the reconfiguration of Franklin Boulevard remain consistent within the options. Design elements are proposed and are further described in detail in the following sections. The design elements are intended to work with both Option 1 and Option 2. Elements described in further detail include the following:

- Pedestrian Improvements
- Bicycle Improvements
- Transit Enhancements
- Roadway Enhancements
- Environmental Sustainability



## PEDESTRIAN IMPROVEMENTS

- Ensure all sidewalks maintain a clear, contiguous and unobstructed path- of-travel for ADA access.
- Provide additional sidewalk pocket areas through widened sidewalk space created by bulb-outs in parking lanes to create additional areas for seating and socializing and to provide additional landscaping opportunities.
- Locate sidewalk pockets at key locations along the corridor, such as in front of key community amenities and destinations like the Maple Neighborhood Center.
- Provide landscape buffer space between sidewalk and travel lane in areas with where on-street parking is not feasible.
- Incorporate trees to provide shade and protection from moving cars.
- Incorporate mid-block crosswalk at key location to provide safe pedestrian crossing.
- Provide a refuge for pedestrians in the form of a median at key mid-block crossings.
- Design parking as flexible space to use for street markets, seating, etc.
- Add signalized pedestrian crosswalks at key locations.
- Provide clearly marked crosswalks.
- Provide adequate crosswalk signing and lighting to provide a safe day and night walking environment.
- Provide bulb-outs at intersections and mid-block crossings to shorten crossing distances and increase pedestrian safety and visibility.
- Provide a minimum buffer of 2-feet between seating and travel lanes for safety and comfort.
- Improve nighttime safety, security and the perception of nighttime safety and security by providing pedestrian-scale lighting and encouraging foot traffic.
- Improve safety and aesthetics by providing streetscape elements that promote visual transparency, preserving views and not contributing to visual clutter.
- Enhance connection to adjacent neighborhoods
- Provide pedestrian level wayfinding and signage.



## BICYCLE IMPROVEMENTS

- Consider a protected Class IV to provide a more community focused versus Commuter focus bicycle facility and assist to reduce the level of traffic stress when compared to a Class II bicycle facility.
- Where Class IV is protected by parking, provide a 3-foot separation between the bike lane and the parking lane to allow passenger loading.
- Where Class II bike lanes exist, provide a striped buffer between the bike lane and the traffic lane to create a narrow feel of the adjacent travel lane and to create separation between bicyclists and vehicles.
- Provide a 3-foot separation between the bike lane and the parking lane as a safety factor to decrease the risk of conflict and "dooring" collisions with bicyclist.
- Provide additional sidewalk pocket areas through widened sidewalk space created by bulb-outs in parking lanes to create areas for bicycle parking.
- Bicycle racks should be installed parallel to the curb to provide added safety for bicyclist and eliminate the potential for bicyclist/motor vehicle conflicts.
- Increase bike safety by including colored pavement at potential areas of conflict including intersections and left turn lanes.
- Increase bike safety by providing bike boxes, signals and lane markings at intersections.

- Provide cyclist level wayfinding and signage.
- At transit stops along Class IV bicycle facility, special consideration should be given to manage bicyclist, pedestrian and the transit operator interactions.
- Where Class IV is parking protected, vehicle parking should be prohibited near the intersections to improve visibility.
- Color, yield lines, and "Yield to Bikes" signage should be used to identify conflict areas.



## TRANSIT IMPROVEMENTS

- Evaluate existing bus stop locations to ensure they are in safe and convenient locations and adjacent to safe crossings.
- Provide bus stops with amenities (shelter, seating, lighting and wayfinding signs) to better protect the safety and comfort of people waiting for the bus.
- Encourage bus stops designed specifically for the Franklin Boulevard corridor to incorporate interactive art features and help brand the corridor.
- Provide bus shelters that can serve as high visibility features which can incorporate an advertising program.





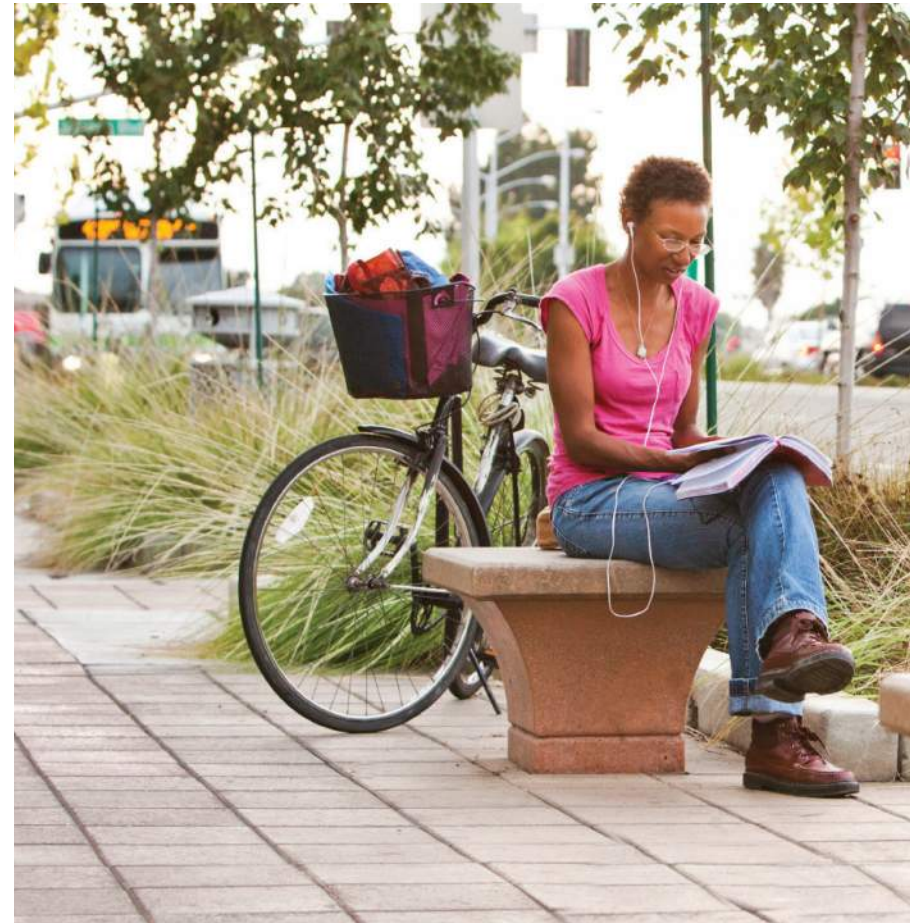
## ROADWAY IMPROVEMENTS

- Enhance and create special intersection designs at the Sutterville Road/12th Avenue and at the Fruitridge Road intersections to slow traffic and provide safer bicycle and pedestrian facilities.
- Narrow travel lanes to assist with traffic calming and increase safety.
- Minimize driveways to improve comfort and safety for all uses especially pedestrians and bicyclists and enhance the quality of the pedestrian environment.
- Consider driveway consolidation to eliminate unnecessary or redundant driveways, create shared driveways or to relocate entrances to individual parcels.
- Allow special consideration, including the limited use of medians, for life safety operations, including police and fire to provide full usage of the two-way left turn lane for emergency access.
- Explore the use of a raised median to transition from the City of Sacramento City Limits to the County of Sacramento to assist in traffic calming and to enhance the sense of entry into the City of Sacramento and the Franklin Boulevard Business District.
- Provide adequate wayfinding and signage to help drivers find their desired destinations.
- Provide pullouts at key locations to allow both dropping off and picking up of passengers to better serve as a commercial corridor.



## ENVIRONMENTAL SUSTAINABILITY

- Reduce the amount of non-permeable surfaces as much as feasible.
- Plant trees along street at approximately 30 feet apart, on-center, to provide shade and cooler temperatures.
- Explore the use of structural soils to help establish healthy soils and beneficial growing conditions for trees.
- Maximize landscape areas to assist with the reduction of the urban heat island effect and absorption of pollution and carbon dioxide.
- Incorporate stormwater planters within bulb-outs where possible to improve water quality, mitigate peak stormwater flows, improve tree health and assist in the reduction of non-permeable surfaces.
- Ensure the landscape palette of trees and shrubs are drought-tolerant, suitable for use within the public right-of-way, and hardy to help establish and maintain a robust and healthy landscape in the face of harsh conditions, such as drought conditions and urban environments.
- Use California native plant species to enhance the urban biodiversity and to provide a visual connectivity to the Sacramento region's natural environment.
- Provide predominately low-growing evergreens to maintain site lines for safety, security, and ease of maintenance.
- Create a landscape that is guided by River-Friendly Landscaping practices and is consistent with the requirements set forth by the State of California's Department of Water Resources Model Water Efficient Landscape Ordinance.



# OPTION 1

## COMPLETE STREET DESIGN CONCEPT

## EXISTING CONDITION



## PROPOSED CONDITIONS OPTION 1: PHOTOSIMULATION



## OPTION 1:

### BENEFITS OF PROPOSED OVERALL DESIGN

One lane of traffic in either direction along with the continuous two-way left turn lane are maintained throughout the corridor. New contiguous buffered bike lanes run in either direction. Perpendicular on-street parking is maintained with additional on-street parking being accommodated, where feasible. New landscape bulb-outs between parking spaces placed at mid-block crossings, intersections, and strategically throughout the corridor to provide a landscape buffer to pedestrians on the sidewalk.

#### KEY CHARACTERISTICS

- One lane of traffic in either direction
- Continuous two-way left turn lane
- Continuous buffered bike lanes
- On-street parking
- Landscaped bulb-outs
- Widen sidewalks
- Pedestrian lights
- Trees

## PROPOSED CONDITIONS OPTION 1: SECTION VIEW

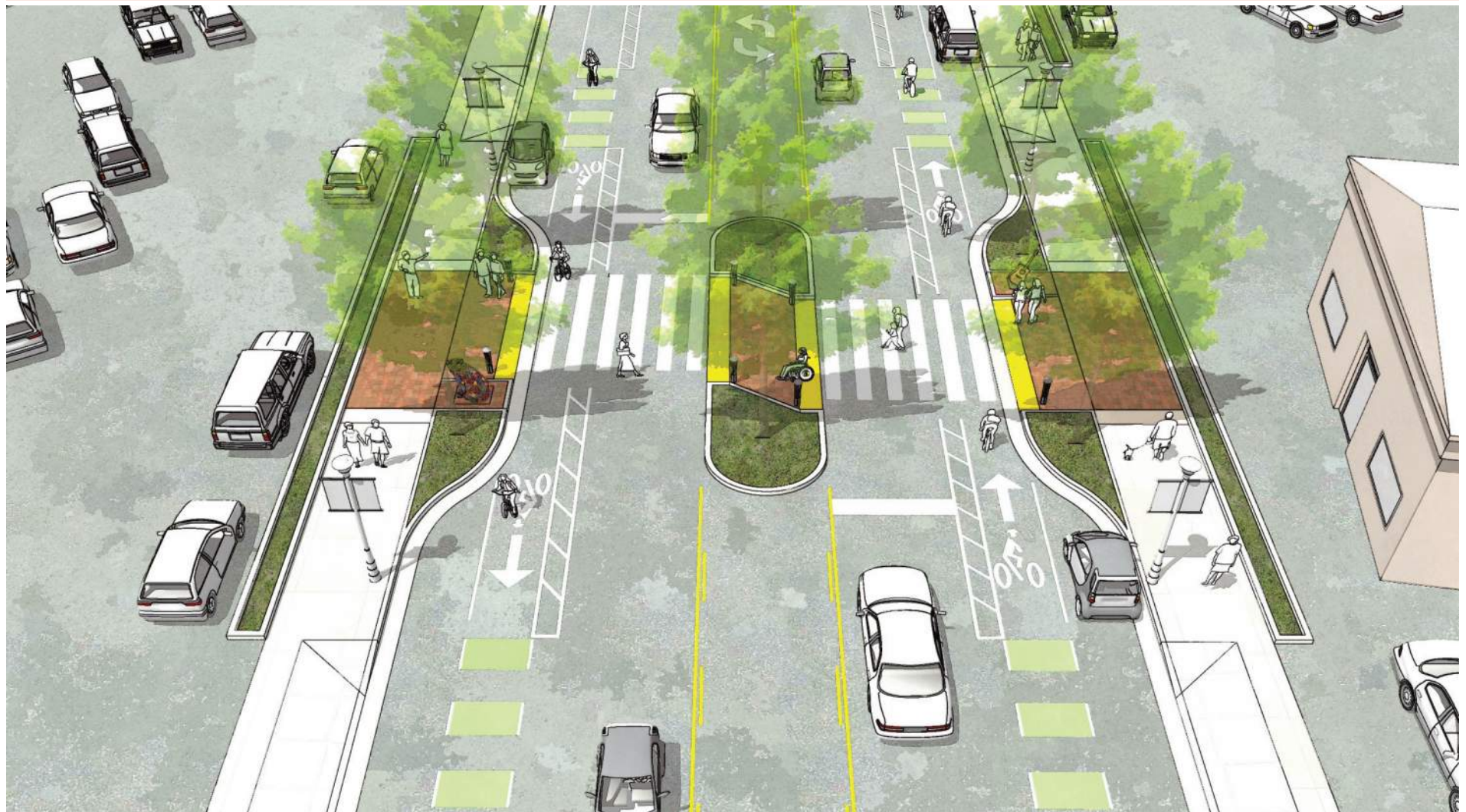


## PROPOSED CONDITIONS OPTION 1: INTERSECTION VIEW





## PROPOSED CONDITIONS OPTION 1: MID-BLOCK VIEW





# OPTION 2

## COMPLETE STREET DESIGN CONCEPT

EXISTING CONDITION



## PROPOSED CONDITIONS OPTION 2: PHOTOSIMULATION



## OPTION 2: BENEFITS OF PROPOSED OVERALL DESIGN

Consistent with Option 1, Option 2 maintains one lane of traffic in either direction along with the continuous two-way left turn lane, perpendicular on street parking, and new landscape bulb-outs placed at specific locations and strategically throughout the corridor. Option 2 provides protected bike lanes that are physically separated from motor traffic by both a vertical grade difference and on-street parking. The bike lane is adjacent to a widened pedestrian sidewalk and separated by a 3' buffer zone.

### KEY CHARACTERISTICS

- One lane of traffic in either direction
- Continuous two-way left turn lane
- Continuous protected bike lane
- On-street parking
- Landscaped bulb-outs
- Widen sidewalks
- Pedestrian lights
- Trees

## PROPOSED CONDITIONS OPTION 2: SECTION VIEW



PROPOSED CONDITIONS OPTION 2: INTERSECTION VIEW





## PROPOSED CONDITIONS OPTION 2: MID-BLOCK VIEW





# OPTION 3

## COMPLETE STREET DESIGN CONCEPT

EXISTING CONDITION



## PROPOSED CONDITIONS OPTION 3: PHOTOSIMULATION



## OPTION 3: BENEFITS OF PROPOSED OVERALL DESIGN

Consistent with Option 1 and 2, Option 3 maintains one lane of traffic in either direction along with the continuous two-way left turn lane, and perpendicular on street parking at specific locations and strategically throughout the corridor. Option 3 provides protected bike lanes that are physically separated from motor traffic by both either a vertical curb or by on-street parking. The bike lane is adjacent to a widened pedestrian sidewalk and separated by a landscape planting zone.

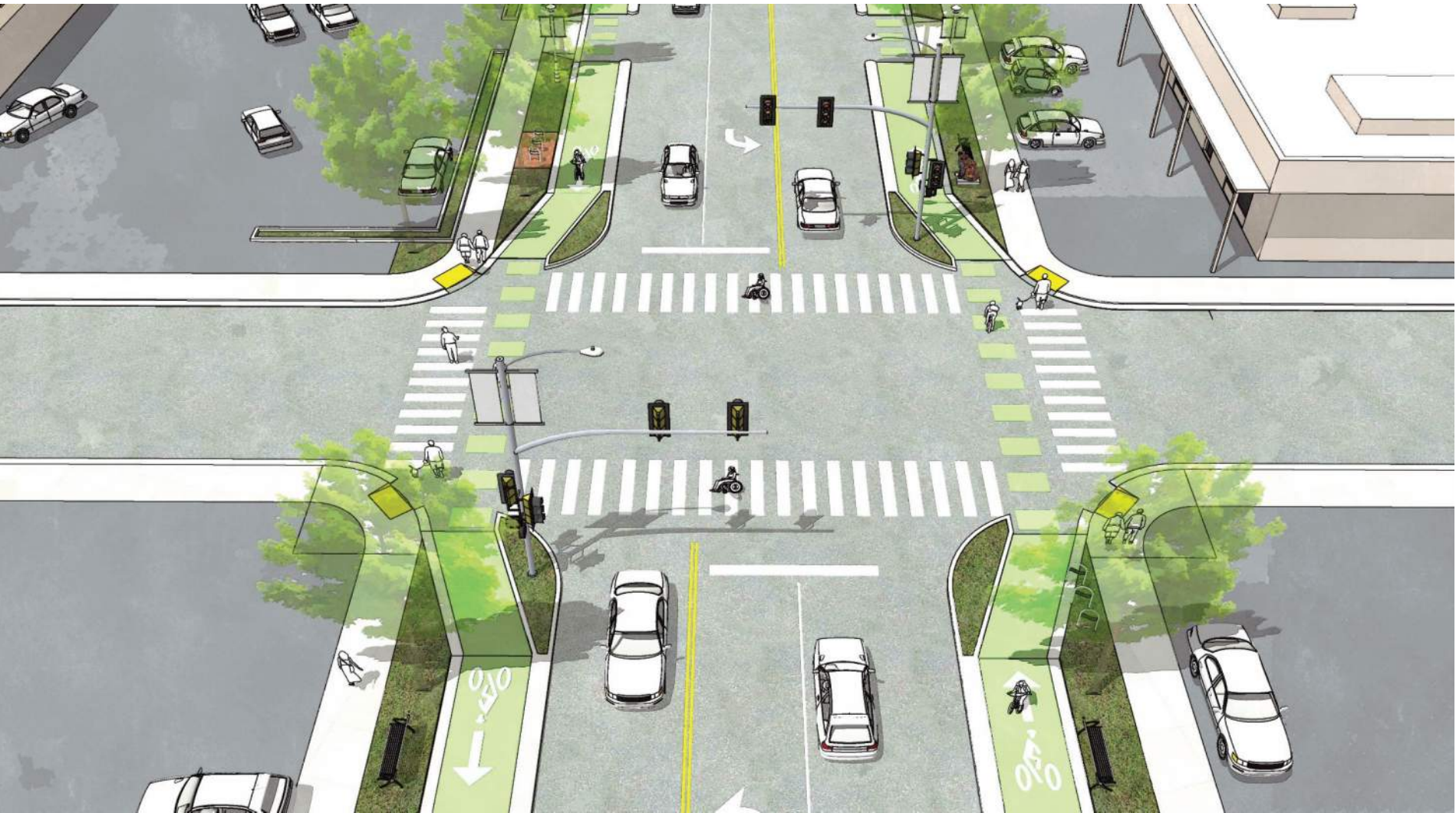
### KEY CHARACTERISTICS

- One lane of traffic in either direction
- Continuous two-way left turn lane
- Continuous protected bike lane
- On-street parking
- Widened sidewalks
- Pedestrian lights
- Trees

### PROPOSED CONDITIONS OPTION 3: SECTION VIEW

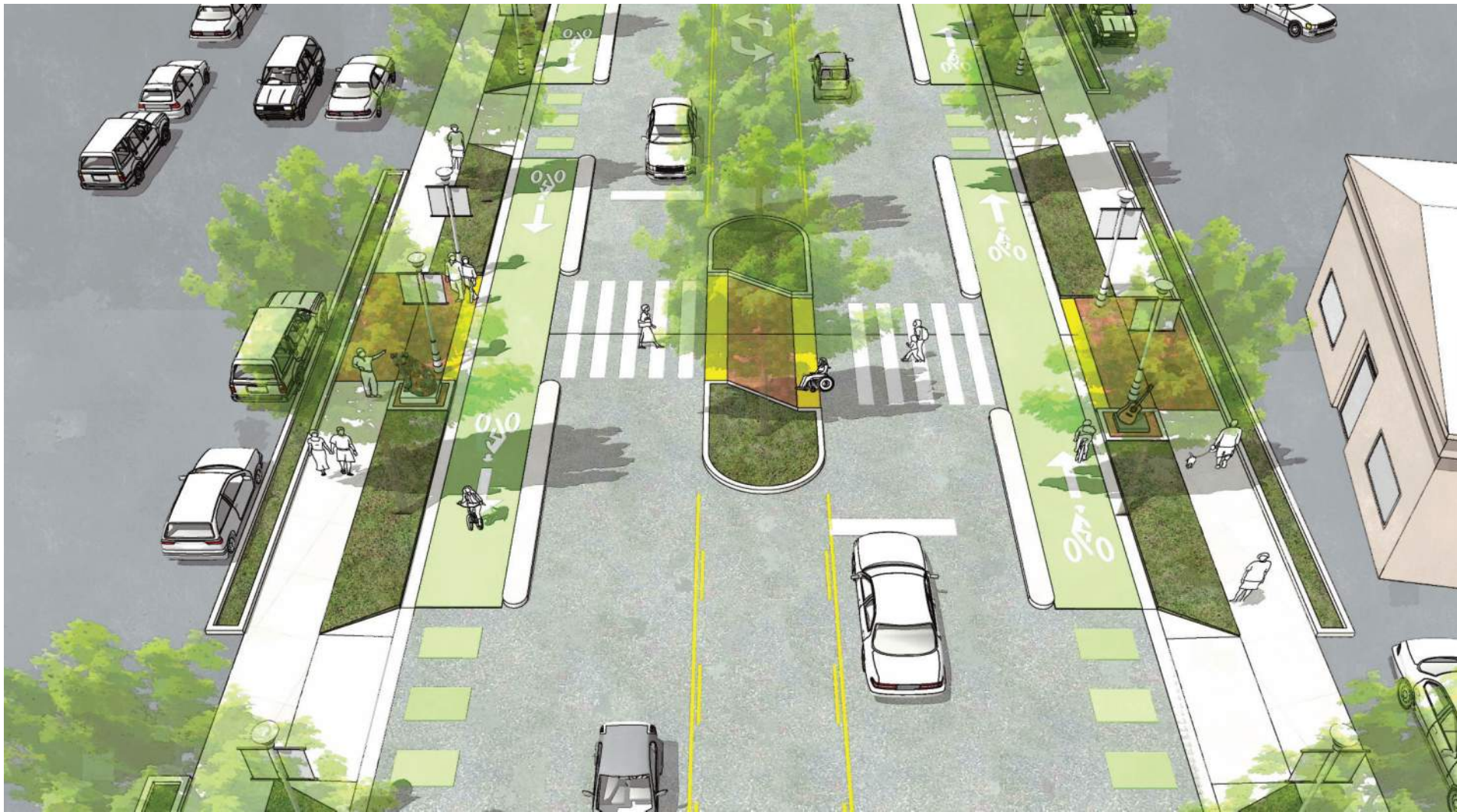


## PROPOSED CONDITIONS OPTION 3: INTERSECTION VIEW





## PROPOSED CONDITIONS OPTION 3: MID-BLOCK VIEW







# CHAPTER 5

## IMPLEMENTATION



# 5 IMPLEMENTATION

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## INTRODUCTION

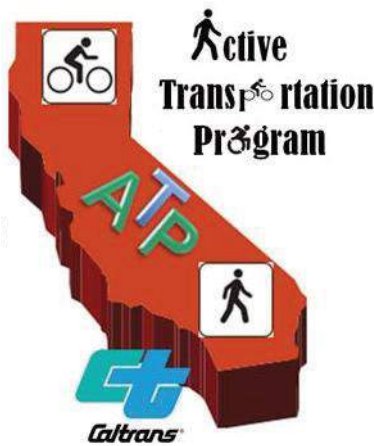
There is a strong recognition among Franklin Boulevard stakeholders, the Franklin Boulevard Business District, and City of Sacramento staff that the Franklin Boulevard Complete Street project is key to improving pedestrian and bicycle mobility and safety, as well as establishing a unique identity that celebrates the cultural diversity of the Franklin corridor.

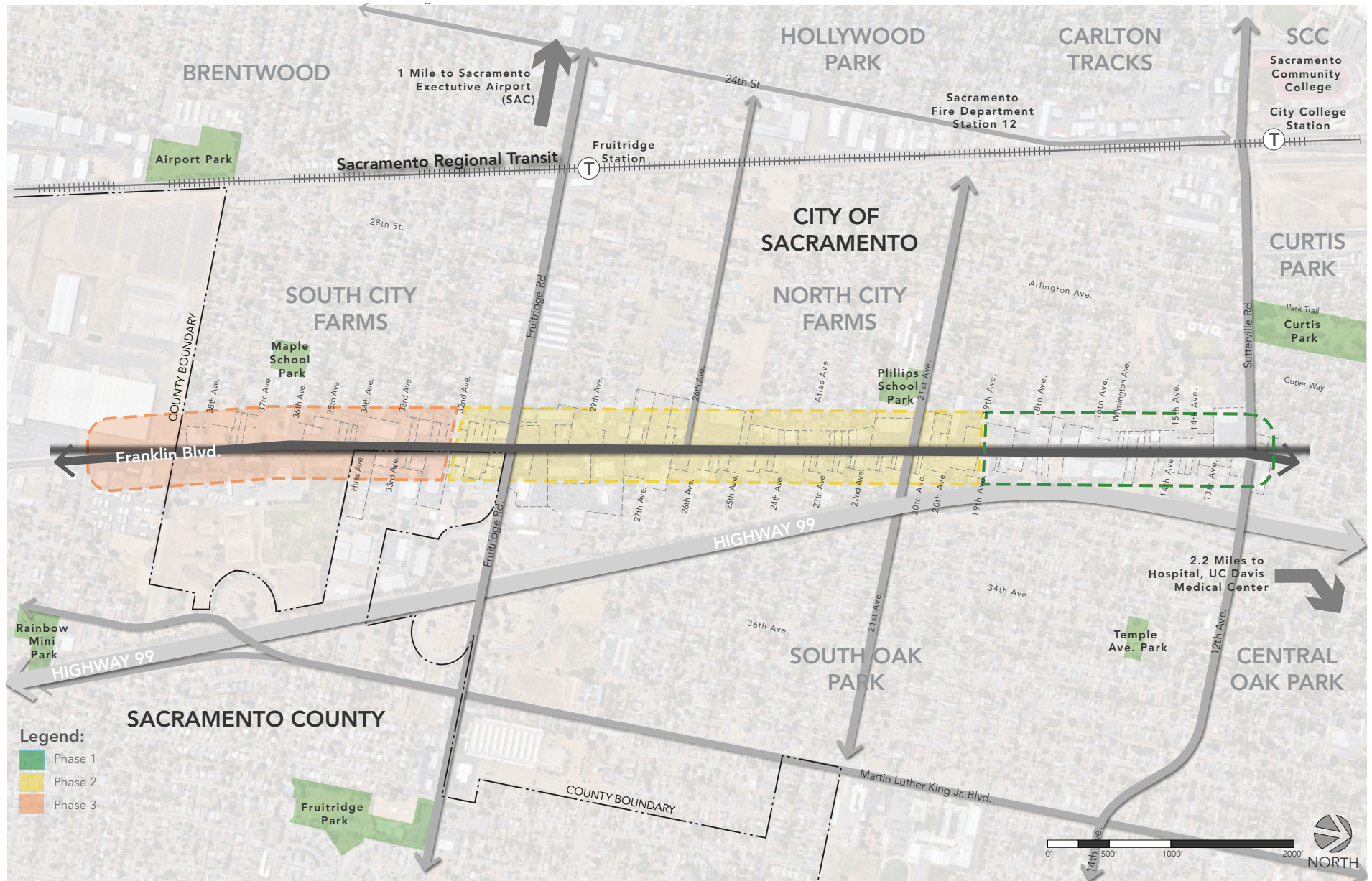
The implementation component of the Complete Street Plan outlines the “how-to” steps for phasing construction of the complete street improvements. These improvements will leverage current and planned catalytic developments and funding sources to create a strong and vital business corridor.

## PHASING

The implementation strategy recommends phasing construction to align costs with available funding resources. This allows the City of Sacramento to more competitively pursue grant funding opportunities. The project would be eligible for several grant programs, including State of California Active Transportation Program (ATP), Greenhouse Gas Reduction Fund (GGRF), CalRecycle Rubberized Pavement Grant Program, as well as the Sacramento Area Council of Governments’ (SACOG) Active Transportation Program (ATP) and Community Development Grant (CDG) programs.

As a way of prioritizing the plan, the strategy divides the project’s construction into three initial phases. Phase 1 reaches from Sutterville Road to 19th Avenue, Phase 2 extends from 19th Avenue to 32nd Avenue, and Phase 3 extends from 32nd Avenue to 41st Avenue. Depending on available funding, each phase may be further segmented for construction.





## NEXT STEPS

City of Sacramento staff will present the Franklin Boulevard Complete Street Plan, Project Report, and Environmental Document to City Council for formal approval. Following acceptance of the plan, report, and document by the City Council, City staff will work with project stakeholders to complete the final design and acquire right-of-way and construction funding.

The City of Sacramento was successful in obtaining grant funding for Phase 1 and Phase 2 from the Sacramento Area SACOG. Phase 1 received \$3.5 million from the CDG program to complete the design, acquire any necessary right-of-way, and construct the project. Phase 2 was awarded \$1.87 million from the Regional ATP to complete the preliminary engineering, right-of-way, and final design. The ATP grant for Phase 2 will allow the project to be shovel-ready and compete more effectively for future grant funding for construction.





