SUMMARY REPORT

Caltrans

ACTIVE TRANSPORTATION PLAN 2022

DISTRICT 11

July 2022

CONTENTS

WHAT'S INSIDE THE SUMMARY REPORT?

The Caltrans District 11 Active Transportation Plan ("the Plan") identifies pedestrian and bicycle needs on and across the State Highway System (SHS) and prioritizes highway segments and crossings to inform future investments. The Plan's main outputs are lists and maps of location-based needs, prioritized highway segments, and prioritized highway crossings.

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

STATEWIDE CONTEXT
How the goals of the Caltrans statewide bicycle and pedestrian plan, *Toward an Active California*, guided the development of the Plan, and how the Plan fulfills the next step in the process of addressing active transportation needs along the SHS.

PUBLIC ENGAGEMENT
Stakeholder and public engagement efforts Caltrans undertook to learn directly from people who walk and bicycle along and across the District 11 SHS.

WALKING AND BICYCLING IN DISTRICT 11 TODAY
What it is like to walk or bicycle along the SHS in District 11 today, and where there are opportunities to replace driving trips with walking and bicycling trips.

NEEDS FOR PEOPLE WALKING AND BICYCLING ON THE STATE HIGHWAY SYSTEM
Location-based needs identification and prioritization process to address existing barriers and gaps in the District 11 SHS pedestrian and bicycle network.

NEXT STEPS FOR IMPLEMENTATION
Coordination, facilitation, and project development steps for Caltrans District 11.

KEY TERMS

The list below defines key terms used throughout the Caltrans District 11 Active Transportation Plan ("the Plan").

ROADWAY NETWORK

Conventional highway: At-grade highways with intersections rather than interchanges and one or more motor vehicle lanes in each direction.

Freeway: Highways with full access control, interchanges providing connections to other routes, and two or more motor vehicle lanes in each direction.[1]

Highway: A State Highway System (SHS) route which may be comprised of roads, streets, parkways, and connected infrastructure elements such as on- and off-ramps, bridges, and tunnels. This plan often discusses highways in their land use contexts, as in *rural* or *urban conventional highways* and *rural* or *urban freeways*.

Main Street: A community street on the SHS that typically has posted speed limits of less than 40 mph and serves pedestrians, bicyclists, transit users, and drivers.[2]

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

ANALYSIS

Barrier: A physical feature that restricts movement between elements of the pedestrian or bicycle network. Examples include uncontrolled freeway on- or off-ramps, which are challenging to cross.

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

Equity priority communities: Communities that face disproportionate environmental, public health, and economic disadvantages. These communities often experience fewer benefits and a greater share of negative impacts associated with California's transportation system. In District 11, equity priority communities were identified based on income-based measures, CalEnviroScreen (a composite measure that combines pollution burden with health and vulnerability factors), and tribal boundaries.

Gap: Specific locations where pedestrian facilities (e.g. sidewalks and crosswalks) or bicycle facilities (e.g. bike lanes) are missing, narrow, or incomplete.

Land use context: The built and natural environment surrounding the SHS, which shapes travel needs and influences user expectations.

Location-based need: A specific location on the SHS where infrastructure changes would benefit people walking and biking, helping to achieve the state's active transportation goals from ***Toward an Active California***.

Pedestrian: In this document, the terms *pedestrian* and *walking* are applied broadly to all users of sidewalks, including people walking, rolling, and using mobility assistance devices such as walkers, strollers, or wheelchairs.

1 Federal Highway Administration, "Highway Performance Monitoring System Field Manual." https://www.fhwa.dot.gov/policyinformation/hpms/fieldmanual/hpms_field_manual_dec2016.pdf.
2 California Department of Transportation, "Main Street, California." https://dot.ca.gov/-/media/dot-media/programs/design/documents/main-street-3rd-edition-a11y.pdf.

MESSAGE FROM THE DISTRICT DIRECTOR

I am pleased to present the District 11 Caltrans Active Transportation Plan (Plan) for San Diego and Imperial Counties. The Plan builds on the 2017 State Bicycle and Pedestrian Plan, ***Toward an Active California***, which established statewide policies, strategies, and actions to advance active transportation and transit safety, mobility, preservation, and equity. The Plan supports statewide sustainable planning efforts such as the *Climate Action Plan for Transportation Infrastructure* and the *California Transportation Plan 2050* which target mode shift and reduction of vehicle miles traveled and greenhouse gases.

District 11 has been working to incorporate bicycle and pedestrian facilities into our projects for many years, but our future active transportation work continues to evolve and expand. The District 11 Plan furthers our commitment to active transportation and identifies and prioritizes needs based on best practices, public input, and close coordination with partners from local and regional agencies, community organizations, and advocacy groups. The information received during the Plan development will be used throughout planning, project development, operations, and maintenance activities to ensure active transportation needs are addressed and the District delivers world-class active transportation facilities. This plan is a significant step forward in understanding the needs of people walking and biking on the State Highway System in District 11.

As we implement this Plan, we will continue to identify bicycle and pedestrian needs and prioritize projects on, parallel to, and across the State Highway System, with a focus on removing barriers, closing gaps, and building complete networks. This Plan will guide Caltrans investments to support walking and biking and connect people with jobs, services, education, and recreation and improve comfort and safety for our most vulnerable road users. We are pleased to be able to develop a plan that will inform District projects as we realize an unprecedented increase in active transportation funding.

I want to acknowledge and thank all who participated in this process, with special recognition of the important role and contribution of District 11 stakeholders who took part in the survey which was key to guiding the development of the Plan. We look forward to working with our local, regional, and community partners to implement the District 11 Caltrans Active Transportation Plan.

Gustavo Dallarda
District 11 Director

PURPOSE AND OVERVIEW OF PLAN

The Caltrans Active Transportation Plan for District 11 (Plan) is part of a comprehensive effort to identify locations with bicycle and pedestrian needs in each Caltrans district across California. It is a critical step in implementing ***Toward an Active California***. Caltrans and its agency partners will use the Plan to address active transportation needs along and across the State Highway System (SHS) in future planning, construction, and maintenance projects. Data and analysis developed in this plan will be used for asset management, as a basis for setting Complete Streets targets, and as a starting point during project development.

The Plan identifies challenges to people's ability to walk and bicycle on and across the SHS, which provides critical transportation routes in towns and cities across California. State highways serve as main streets, provide access to destinations people visit every day, and are often the primary routes connecting communities. When communities are walkable, bikeable, and transit-rich, people benefit from improved air quality, health, social equity, quality of life, and economic opportunity.

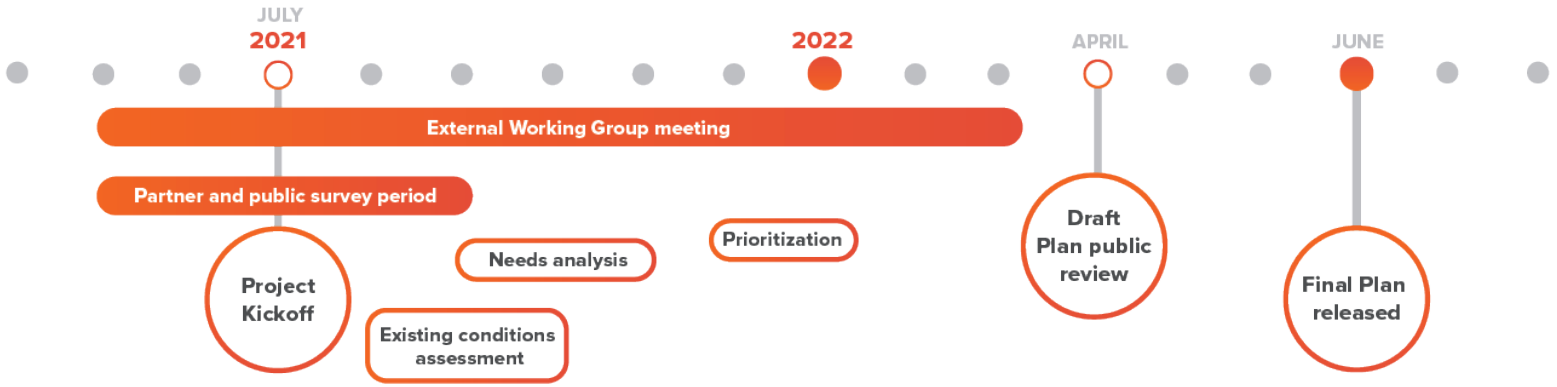
The Plan identifies gaps and barriers on the SHS and helps prioritize how walking and bicycling needs are addressed, with an emphasis on addressing needs that serve disadvantaged and underserved communities. This plan represents a crucial step in making walking and bicycling safer, more comfortable, and more convenient within the district.

The Plan consists of two elements:

- This Summary Report provides an overview of walking and bicycling conditions on the SHS in District 11 today, identifies locations where needs exist, recommends priorities, and describes next steps in the implementation process. The methodology for the planning analysis can be found on the District 11 page of the *Caltrans Active Transportation Plans website*.
- A companion online *Story Map* provides an opportunity to view and interact with a series of District 11 maps that highlight the pedestrian and bicycling issues, needs, and opportunities described in this report.

Bicyclist riding southbound on I-5 Commuter Bikeway

District 11 Active Transportation Process Timeline



STATEWIDE CONTEXT

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

Toward an Active California outlines four goals, which guided the development of the District 11 Active Transportation Plan:

▸ MOBILITY
Increase walking and bicycling in California.

▸ SAFETY
Reduce the number, rate, and severity of bicycle and pedestrian involved collisions.

▸ EQUITY
Invest resources in communities that are most dependent on active transportation and transit.

▸ PRESERVATION
Maintain a high-quality active transportation system.

The District 11 Active Transportation Plan contains the second of five steps for delivering active transportation infrastructure in California, as shown in the graphic on page 8. The work will continue as Caltrans collaborates with local partners to identify, fund, construct, and maintain pedestrian and bicycle projects.

TOWARD AN ACTIVE CALIFORNIA VISION STATEMENT

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

CLIMATE CHANGE

Climate Change is a topic that Caltrans should — and has begun to — address. The transportation sector accounts for approximately 40% of statewide greenhouse gas emissions. Additionally, transportation infrastructure is vulnerable to the climate stressors already present in our region. Active transportation projects, such as those identified in this plan, can help Caltrans and the State of California achieve their sustainability goals and lead states in combatting and mitigating climate change.

CALTRANS 2020–2024 STRATEGIC PLAN

In 2020, District 11 Director Gustavo Dallarda co-chaired the development of the Lead Climate Action goal for the Caltrans *2020–2024 Strategic Plan* with the support of several staff from District 11. The team crafted outcomes and strategies that will help Caltrans successfully achieve this new goal and began to implement the various strategies outlined in that plan. Advancing the active transportation network in District 11 and the implementation steps included in this plan will make significant strides toward accomplishing this goal.

CALIFORNIA TRANSPORTATION PLAN (CTP) 2050

Released March 2021, the California Transportation Plan is California's long-range transportation plan that establishes an aspirational vision and articulates strategic goals, policies, and recommendations to improve multimodal mobility and accessibility while reducing greenhouse gas emissions. The plan identifies how Caltrans, in collaboration with state, regional, and local partners, can advance bicycle and pedestrian projects in support of climate, mobility, and accessibility goals.

CLIMATE ACTION PLAN FOR TRANSPORTATION INFRASTRUCTURE

Released in 2021, the *Climate Action Plan for Transportation Infrastructure* was led by the California State Transportation Agency in collaboration with Caltrans. It is a holistic framework and statement of intent for aligning state transportation infrastructure investments with state climate, health, and social equity goals, built on the foundation of the "fix-it-first" approach established in Senate Bill 1 (SB 1), the Road Repair and Accountability Act of 2017. The "fix-it-first approach accelerates projects one year earlier than originally planned with the funding in SB 1. It includes a suite of ongoing and needed changes to state transportation planning, project scoping, programming, and mitigation activities to align with the plan's investment framework. This plan serves as a critical step in implementing the transportation infrastructure that aligns with Caltrans' vision for improving walking and bicycling in accordance with the plan's climate, health, and social equity goals.

THE CALIFORNIA COASTAL TRAIL

The California Coastal Trail (CCT) spans the coast of California in District 11. The vision for the CCT is a continuous interconnected public trail system along the California coastline. It is designed to foster appreciation and stewardship of the scenic and natural resources of the coast and to implement aspects of the Coastal Act policies that promote non-motorized transportation. The CCT may take many forms, including informal footpaths, paved sidewalks, and separated bicycle paths. When no other alternative exists, it sometimes connects along the shoulder of the road. While primarily for pedestrians, the CCT also accommodates a variety of additional user groups, such as bicyclists, wheelchair users, equestrians, and others as opportunities allow. While much of the proposed CCT segments are outside of Caltrans right-of-way, there are many opportunities to enhance existing and build new walking and bicycling connections to and from the CCT on and across the SHS. District 11 will continue to work with the Coastal Commission to develop the CCT as a mutual priority between agencies.

BUILDING A MORE EQUITABLE FUTURE

Caltrans has an important role to play in advancing equity in California so that everyone can thrive, starting with the most vulnerable populations, regardless of race, socioeconomic status, identity, or where and how they travel. Although the goal of a modern transportation network should be to connect communities to jobs and other destinations, this has not always been the outcome experienced in many communities. Freeways, expressways, and high-speed arterials are instead often barriers in local communities, disconnecting people from the services and locations they need to access.

Today, many communities continue to be at a disadvantage due to unequal access to services and opportunities. Historically, racially restrictive zoning and discriminatory lending contributed to racial segregation and wealth inequities between white and non-white populations, leaving a disproportionate share of non-white populations exposed to unhealthy environmental conditions and housing insecurity. Depressed land values in underserved communities attracted highway projects that perpetuated poverty and unequal outcomes. Furthermore, homelessness has been aggravated by a lack of services to address mental health and drug dependency, unequal access to affordable transportation and the opportunities it affords, and a housing affordability crisis fueled by failure to enact policies to address long-standing housing supply shortages.

Due to all these factors, Caltrans has an obligation to not only seek equal treatment for walking and bicycling in its projects and other efforts, but also to actively correct the ways in which SHS construction has divided communities. This plan, alongside ***Toward an Active California*** and all the Caltrans Active Transportation Plans, positions equity as one of its main goals as a step toward meeting the agency's equity obligations.

As part of that goal, the District 11 Plan uses CalEPA definitions in Senate Bill (SB) 535 and the Assembly Bill (AB) 1550 as well as other social equity measures and tribal boundaries to locate equity priority communities, which influence the prioritization of specific location-based needs. Additionally, the in-person public engagement activities in support of this plan were focused on locations near the SHS and within or adjacent to equity priority communities.

HOW CALTRANS MEETS ACTIVE TRANSPORTATION NEEDS

While Caltrans has addressed active transportation needs throughout the state in the past, this Active Transportation Plan is part of an updated process that aims to better meet those needs in the future. The five steps are described below.

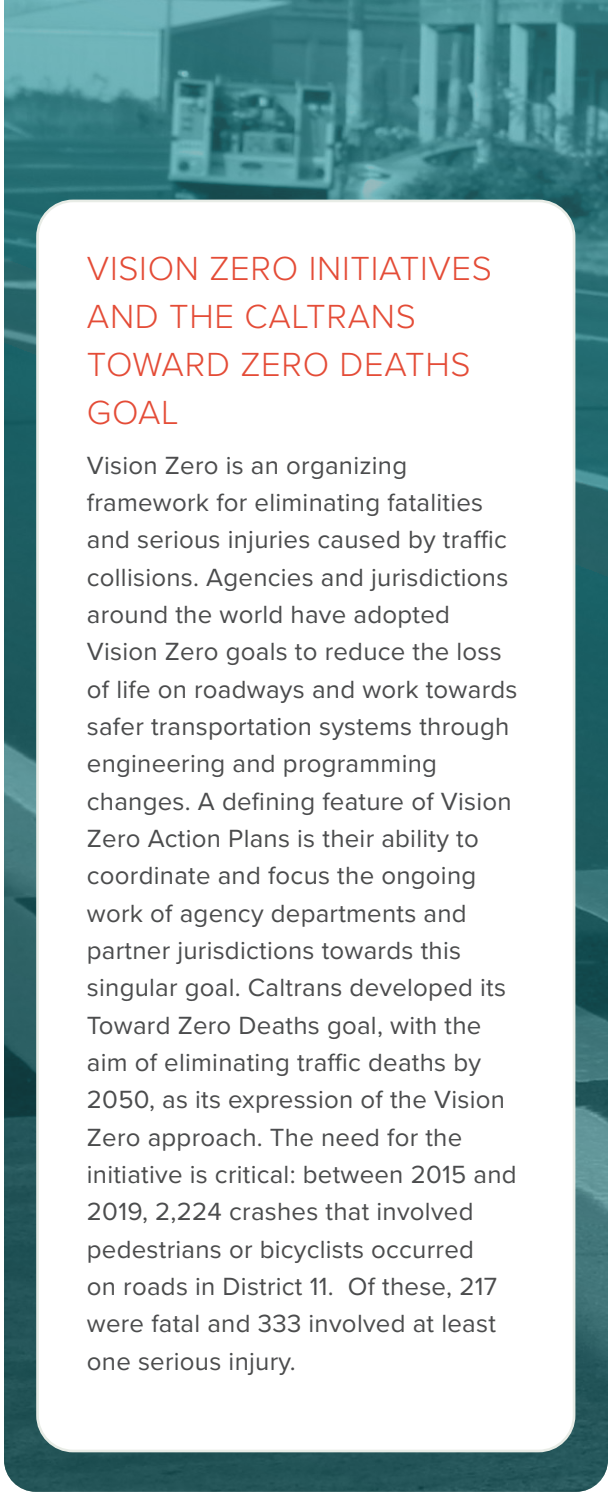
STEP 1 — ***Toward an Active California*** **sets statewide active transportation vision, goals, and policy.**

STEP 2 — **District 11 Active Transportation Plan locates needs on the State Highway System and establishes a baseline for assessing future progress.**

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

STEP 4 — **Projects are funded through state and federal funding, grant programs, or local funding sources.**

STEP 5 — **Projects are constructed by Caltrans or by local agencies.**



VISION ZERO INITIATIVES AND THE CALTRANS TOWARD ZERO DEATHS GOAL

Vision Zero is an organizing framework for eliminating fatalities and serious injuries caused by traffic collisions. Agencies and jurisdictions around the world have adopted Vision Zero goals to reduce the loss of life on roadways and work towards safer transportation systems through engineering and programming changes. A defining feature of Vision Zero Action Plans is their ability to coordinate and focus the ongoing work of agency departments and partner jurisdictions towards this singular goal. Caltrans developed its Toward Zero Deaths goal, with the aim of eliminating traffic deaths by 2050, as its expression of the Vision Zero approach. The need for the initiative is critical: between 2015 and 2019, 2,224 crashes that involved pedestrians or bicyclists occurred on roads in District 11. Of these, 217 were fatal and 333 involved at least one serious injury.

PUBLIC ENGAGEMENT

While planners have the institutional resources to develop active transportation facilities, people who experience their community every day have valuable first-hand knowledge about the challenges they face when walking and biking. Engagement efforts for this plan were focused on the following objectives:

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

HOW DISTRICT 11 CONNECTED WITH STAKEHOLDERS AND THE PUBLIC

While District 11 staff were poised to conduct outreach via face-to-face meetings, tables and activities at public events, and distribution of information pamphlets, the outbreak of the COVID-19 pandemic forced District 11 staff to rethink their outreach strategies. In response, District staff devised a virtual and socially distanced outreach campaign during 2020 and implemented the campaign in Summer 2021. Along with the originally planned statewide Caltrans Active Transportation Plan website and the mapping survey and video, alternative outreach efforts for the District included distribution of information and media via email to partner agencies, cities, counties, and other advocate and community groups. To facilitate socially distanced engagement, District 11 staff also created heavy duty outdoor stickers with QR (quick response) codes. These stickers were placed on Caltrans facilities where cyclists or pedestrians may see them and then easily engage with the survey.

Durable stickers with QR Codes were placed around the district where pedestrians or bicyclist might see them. Scanning the QR Code with a mobile device allowed for access to the public survey website.

COORDINATION WITH PARTNER AGENCIES AND ADVOCATES

The District 11 project team convened the Caltrans Active Transportation Plan External Technical Working Group to support this plan. Participants included representatives from regional and local agencies from San Diego and Imperial counties as well as from bicycle and pedestrian advocacy groups. Many working group participants had been active in other recent or ongoing planning processes throughout the district, and they helped the project team build on these related efforts.

The purpose of the working group was to guide the context-sensitive development of the Plan. Members were responsible for reviewing draft documents through the lens of local and community experience, providing input on how the Plan relates to local planning efforts, advising the project team on how to effectively engage equity priority communities, sharing knowledge of locally effective outreach strategies, and promoting public participation opportunities. The working group also fulfilled the goal of strengthening partnerships between agencies, communities, advocacy organizations, and community groups.

In addition to working with the working group, the project team also held online tutorial workshops with agency partners to solicit input.

ONLINE SURVEY AND INTERACTIVE MAPS

A public online survey and interactive map provided an opportunity for members of the public to submit comments and identify locations in need of improvement for active transportation users walking and biking on, across, and along the SHS. In this tool, members of the public were able to drop as many pins as they want near the SHS and out specific active transportation situations they would like. A similar interactive mapping tool was directed to regional and local agency partners and organizations to gather a more institutional perspective from professionals.

The public survey and maps featured a set of demographic questions for participants to answer after entering comments on the map. The purpose of the demographics questions was to gauge the extent to which this survey was able to reach members of equity priority communities. Over 1,900 comments were received on the public map and over 40 comments were received from agency partners.

HOW PUBLIC ENGAGEMENT INFORMED THIS PLAN

WHAT WE HEARD

Input received from stakeholders and members of the public ranged from general statements about the state of active transportation in District 11 to descriptions of needs at specific locations.

Participants expressed desires for comfortable sidewalks, crosswalks, and bike facilities, better ways to cross freeway interchanges, lower vehicle speeds, lower vehicle volumes, more comprehensive bike transportation systems, better connections to transit, ways to encourage safe vehicle behaviors, and other needs.

NEXT STEPS FOR PUBLIC ENGAGEMENT

The engagement work undertaken for the development of the Plan doesn't end when the Plan is published. This plan is only one milestone in Caltrans commitment to enhancing active transportation travel across the state. District 11 staff will continue these conversations as the Plan's recommendations are implemented and projects are developed to ensure that they reflect local community needs and priorities. These ongoing and collaborative efforts will involve Caltrans, agency partners, community-based organizations, and the public. Caltrans District 11 staff established a Bicyclist and Pedestrian Advisory Committee (BPAC) in 2018 and will continue to convene it on a quarterly basis so the public, partner agencies, and community groups in District 11 can continue to voice their concerns related to active transportation.

District 11 staff will also continue to coordinate planning efforts in the district by making the data in this plan available publicly so that partner agencies can review and weigh in on future plans as they develop. District 11 is home to a variety of local and regional agencies with shared and interrelated interests.

WALKING AND BIKING IN DISTRICT 11 TODAY

The District 11 project team conducted a detailed existing conditions analysis to better understand the experience of walking and bicycling along and across the SHS. The analysis examined various datasets related to the SHS within District 11, and these are shown in full on the project ***Story Map***. This section summarizes the key findings from the existing conditions analysis.

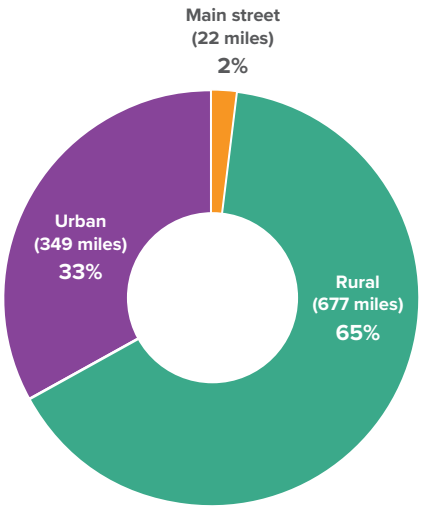
WHO USES THE STATE HIGHWAY SYSTEM?

A wide range of people use the SHS for all kinds of daily and recreational needs, such as to walk and bike to work or school, for grocery shopping or other errands, or to access parks and trailheads. The diversity in land use context along the SHS within District 11 means that needs and recommendations to serve pedestrians and bicyclists will vary based on the relationship between the highway and its surrounding land use. For example, people walking or biking along or across the SHS in more urban areas may be more likely to be taking commute-related trips to work or school or making short-distance errands, while people walking or biking along or across the SHS in rural areas may be more likely to be taking recreational trips. Local needs and contexts should be discussed with local partners and stakeholders to ensure appropriate design considerations during the project development stage.

LAND USE CONTEXT

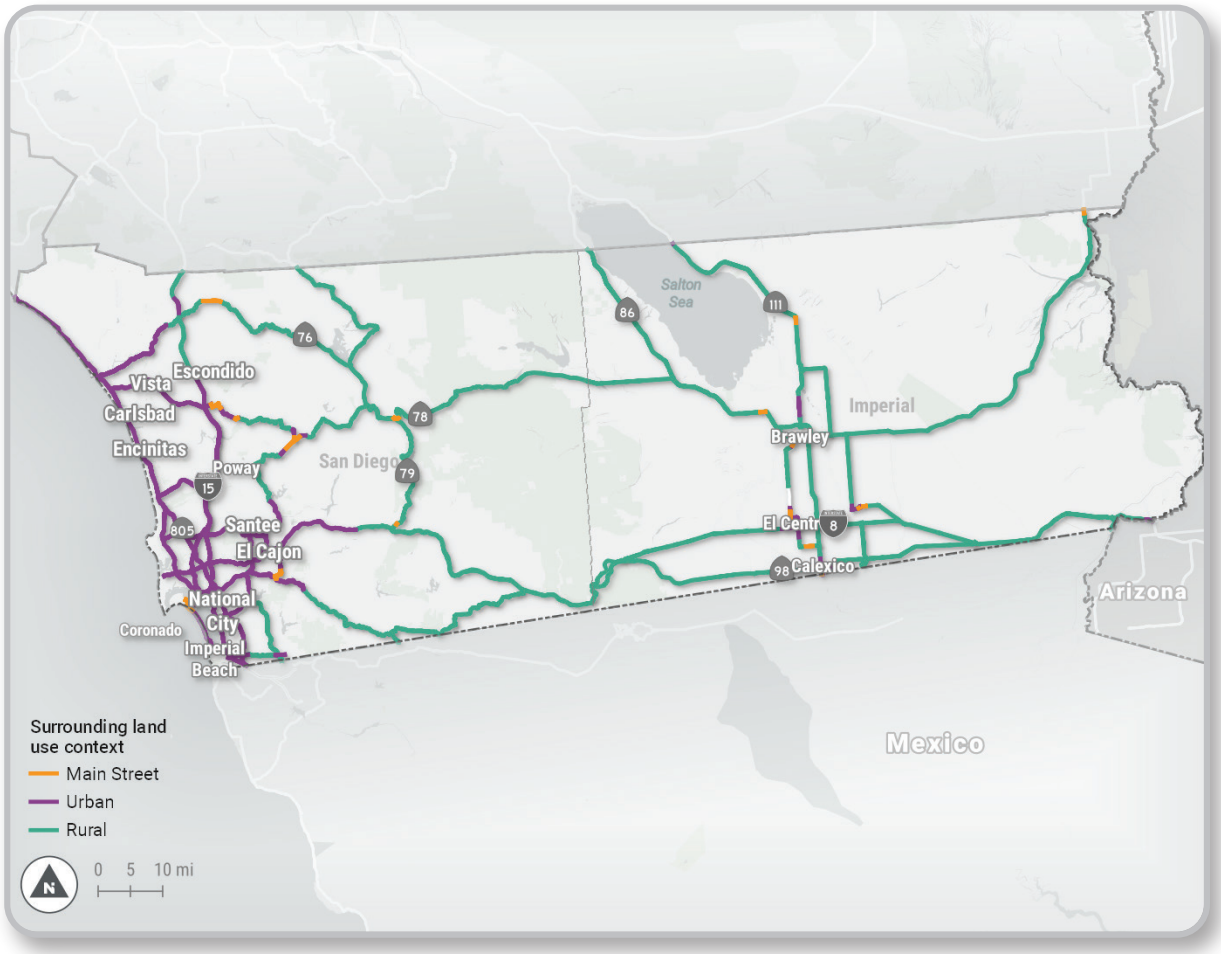
District 11 is a diverse region that encompasses San Diego and Imperial Counties and has a variety of land uses. It spans from the urbanized San Diego area along the California-Mexico border to Arizona. The SHS in District 11 includes approximately 1,050 miles of roadway, two-thirds of which are in rural areas – though most people in the District live in urban areas. Recommendations to serve people walking and biking must therefore be tailored to diverse land use contexts. For instance, the issues and considerations for people walking along and across a main street in Coronado may vary from those of people using a rural highway outside of Brawley. This plan uses three land use context categories for the SHS.

MAIN STREETS are at-grade highways that provide direct access to commercial districts, typically with frequent cross streets and on-street parking. Many main streets exist in rural places like Ramona, Julian, the Pala Reservation, Brawley, and El Centro.



Distribution of SHS centerline miles by context type

Source: Caltrans Transportation System Network

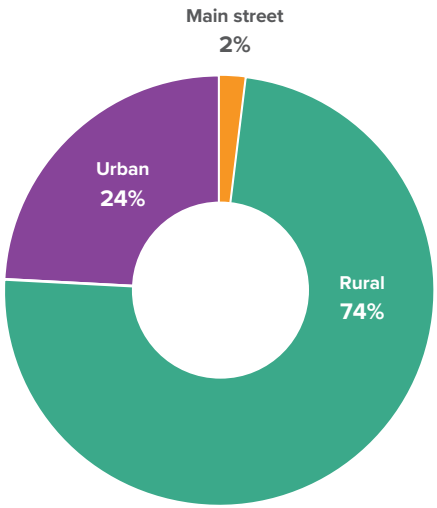


RURAL ROADWAYS are at-grade highways that pass through undeveloped or sparsely settled areas such as farm and range land, forest and park lands, mountain ranges, and canyon lands. These highways make up the majority of SHS miles in District 11. Cyclists are allowed to travel on portions of District 11 rural highways that are not expressways, such as SR-78 as it enters Escondido from the east. People are often required to walk along rural highways, even those without adequate pedestrian facilities, where viable alternative travel routes do not exist.

URBAN HIGHWAYS are highways within urban areas which do not function as main streets. Examples in District 11 include I-5 and I-15 from northern San Diego County to the Mexico border. Certain parts of the urban SHS, such as urban freeway interchanges, can be particularly unfriendly to walking and biking and warrant careful study for potential improvement.

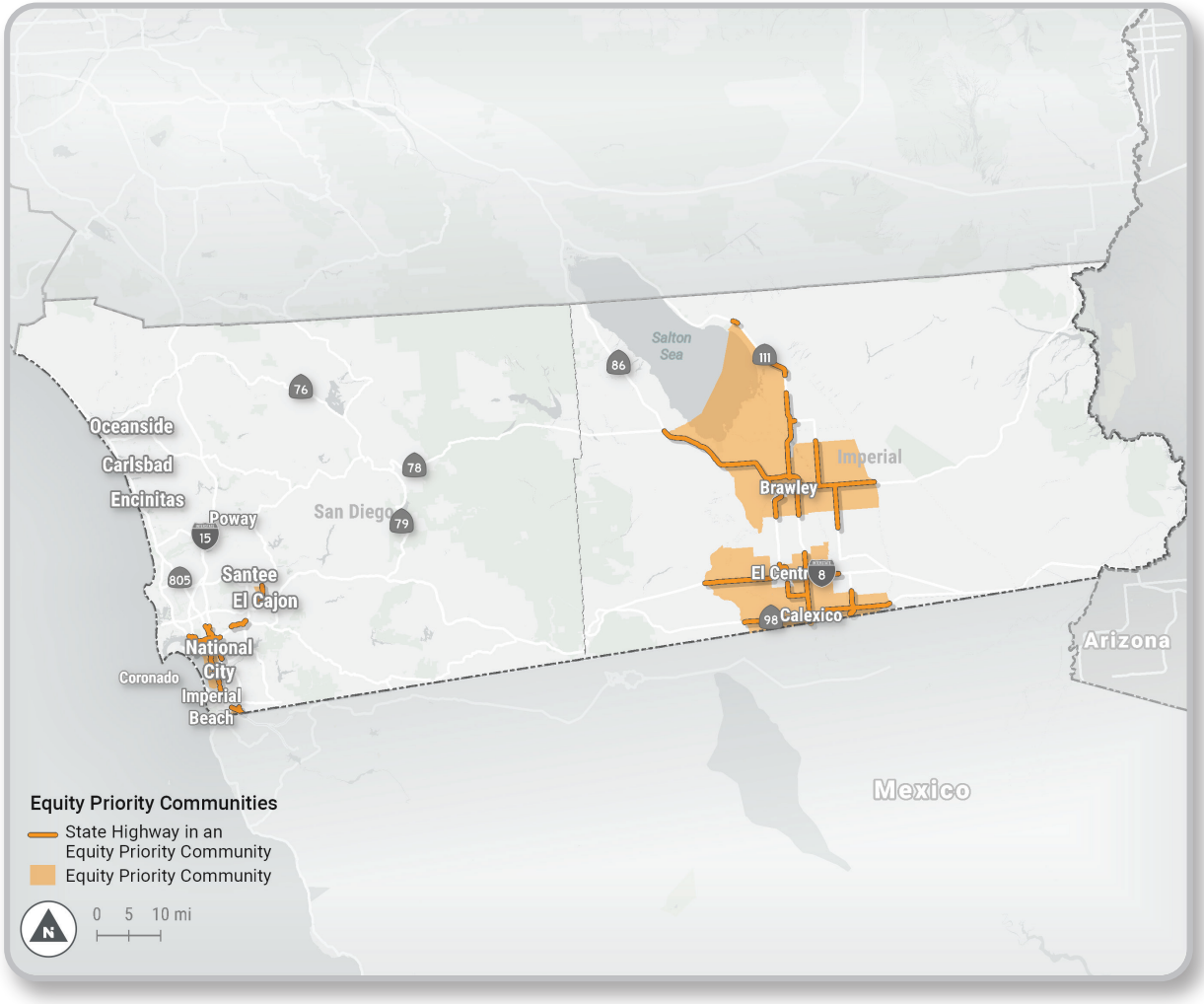
EQUITY PRIORITY COMMUNITIES

In each Caltrans District-Level Active Transportation Plan, the term *equity priority communities* refers to communities most in need of policies and infrastructure investments to help address existing transportation inequities and improve mobility outcomes for those facing greatest environmental and social disadvantages. Each District plan defines such communities differently; this plan identifies District 11's equity priority communities using definitions from the 2012 Senate Bill 535 (SB 535) and the 2016 Assembly Bill 1550 (AB 1550). SB 535 defines disadvantaged communities in a way that targets California's most pollution-burdened and socioeconomically disadvantaged communities with investment funds from California's cap and trade proceeds. AB 1550 defines disadvantaged communities to include census tracts that are at or below 80% of the statewide median income or at or



Percentage of District 11 SHS Centerline Miles in Equity Priority Communities by Land Use

Source: OEHHA, AB1550



below the threshold designated as low-income by the California Department of Housing and Community Development (HCD) ***State Income Limits***.

In District 11, 170 SHS centerline miles pass through equity priority communities; this is 16% of the District's total centerline miles. About a quarter of SHS centerline miles in equity priority communities are urban highways, especially along I-5 and I-805 in the greater San Diego area. Improving bicycle and walking along and across the SHS in urban areas can extend economic and social opportunities to these equity priority communities without requiring access to a car.

Nearly one-fifth of rural SHS centerline miles are in equity priority communities in District 11. Many of these areas are in sparsely populated parts of Imperial County to the south of the Salton Sea and surrounding Calexico near the Mexico border. As communities in rural areas typically have few public transit options and long travel distances, rural SHS improvements can facilitate safe and convenient travel on foot or by bicycle to work, education, and other everyday destinations and improve recreational biking and walking.

TOP: Green colorered bike lanes guide bicyclists through complex on and off ramps here at Clairemont Mesa Blvd. and I-805.
BOTTOM: Seen here at I-15 and El Cajon Blvd, enhanced pedestrian facilities with high visibility continental crosswalks, mid-crossing refuges, and reduced curb radii provide safe access across off-ramps to transit facilities.

COLLISIONS INVOLVING PEOPLE WALKING OR BICYCLING

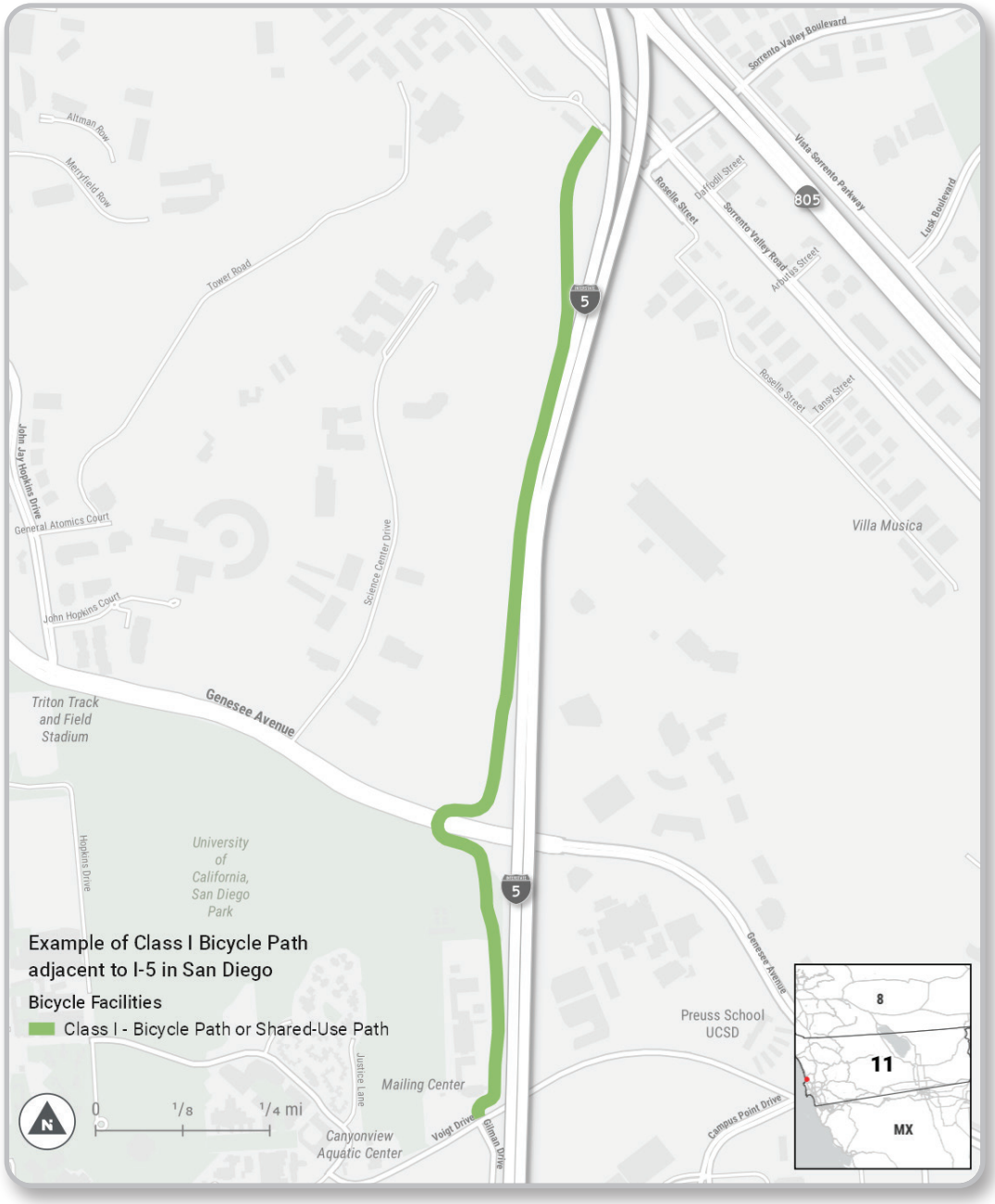
Collision density is a key indicator of safety risk. This metric summarizes the density of collisions involving pedestrians and bicycles within 250 feet of the SHS. Pedestrians and bicyclists are vulnerable road users because they face elevated risks of death or injury if struck by motor vehicles. Between 2015 and 2019, there were 2,224 collisions involving pedestrians or bicyclists that occurred within 250 feet of the SHS in District 11. Caltrans developed its *Toward Zero Deaths* goal to reduce the number, rate, and severity of collisions involving people walking and bicycling.

Collisions on the SHS involving pedestrians and bicyclists are most concentrated where people are also most likely to be traveling by car, foot, or bike: in and near cities and towns. Collision rates in District 11 are particularly high in and around San Diego, including on roadways that intersect with I-5 near downtown, I-15 in the city's eastern precincts, and I-8 in El Cajon.

Although main streets make up just two percent of total SHS miles in District 11, two-thirds of main street centerline miles had a collision involving a person walking or bicycling during the study period. Nearly two-thirds of urban centerline also had a pedestrian and/or bicyclist involved collision. SR-75 in Coronado, which provides a direct connection between San Diego and Coronado, is one example of a main street on District 11's SHS that has a high concentration of collisions, in this case likely due to high traffic volumes and frequent intersections. Urban highways are, among the three land use contexts, the most likely to have high densities of collisions and are places where infrastructure investments have the greatest potential to reduce pedestrian and bicyclist death and serious injury.

Percentage of SHS centerline miles by context type with one or more pedestrian and/or bicyclist involved collision where pedestrians and bicyclists are not prohibited, 2015–2019

Source: SWITRS, 2015–2019



BICYCLE FACILITIES

Bicycle infrastructure is most useful when it forms a complete network and offers a comfortable and inviting experience. Caltrans classifies bicycle facilities in four ways:

- **Class I** shared use paths are physically separated from vehicular roadways.
- **Class II** bike lanes provide dedicated and marked space adjacent to vehicle travel lanes.
- **Class III** bike routes share roadway lane space with vehicles.
- **Class IV** bikeways are physically separated from vehicular roadways by infrastructure, such as a raised curb, durable or flexible posts, or on-street parking.

District 11 has over 42 miles of designated bikeways, the majority of which are Class 1 shared-use paths. The 27 miles of Class I paths are bi-directional and include the I-5 North Coast Trail, the SR-56 Bike Path, and the Sweetwater Bikeway along SR-54 bordering National City and Chula Vista.

The majority of District 11's bicycle facilities pass through main street and urban land uses. All the SHS Class I and II bicycle facilities are located in San Diego County; Imperial County is not served by designated Class I, II, or IV bicycle facilities on the SHS. These data do not account for the presence or absence of Class III facilities, which were excluded from this plan's analysis due to statewide inconsistencies in how these types of facilities are defined.

LAND USE CONTEXT	CLASS I MILEAGE	CLASS II MILEAGE*	TOTAL SHS BICYCLE FACILITY MILEAGE
Main street	0.6	1.9	2.5
Rural	0.0	0.4	0.4
Urban	26.9	12.5	39.4
Total	27.5	14.8	42.2

Number of State Highway System Miles with a Class I or Class II Bicycle Facility where Bicycling is Not Prohibited

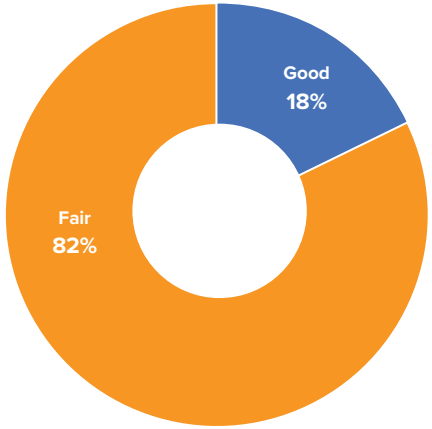
Source: Active Transportation Asset Inventory, District 11 Facility Inventory
*Class II bike lane mileage is one-way mileage.
*Excludes local streets at freeway undercrossings, overcrossings, and interchanges.

BICYCLE FACILITY CONDITIONS

Well-maintained bikeways have visible striping, are clear of debris, and have legible and accurate signage. Such bicycle facilities support the viability of a complete and accessible network, whereas poorly maintained bicycle facilities create safety hazards for people biking and can discourage biking altogether.

About 18% of the bicycle facility miles on the District 11 SHS are in good condition; one example is the I-5 North Coast Trail, a shared use path between Voight Dr near UCSD and Rosalia St. near UCSD and Roselle St. near Sorrento Valley COASTER station. Over 80% of the bikeways, such as the bicycle lanes on SR-54 in Rancho San Diego and SR-76 through Oceanside, are in fair condition and may be locations for potential improvements.

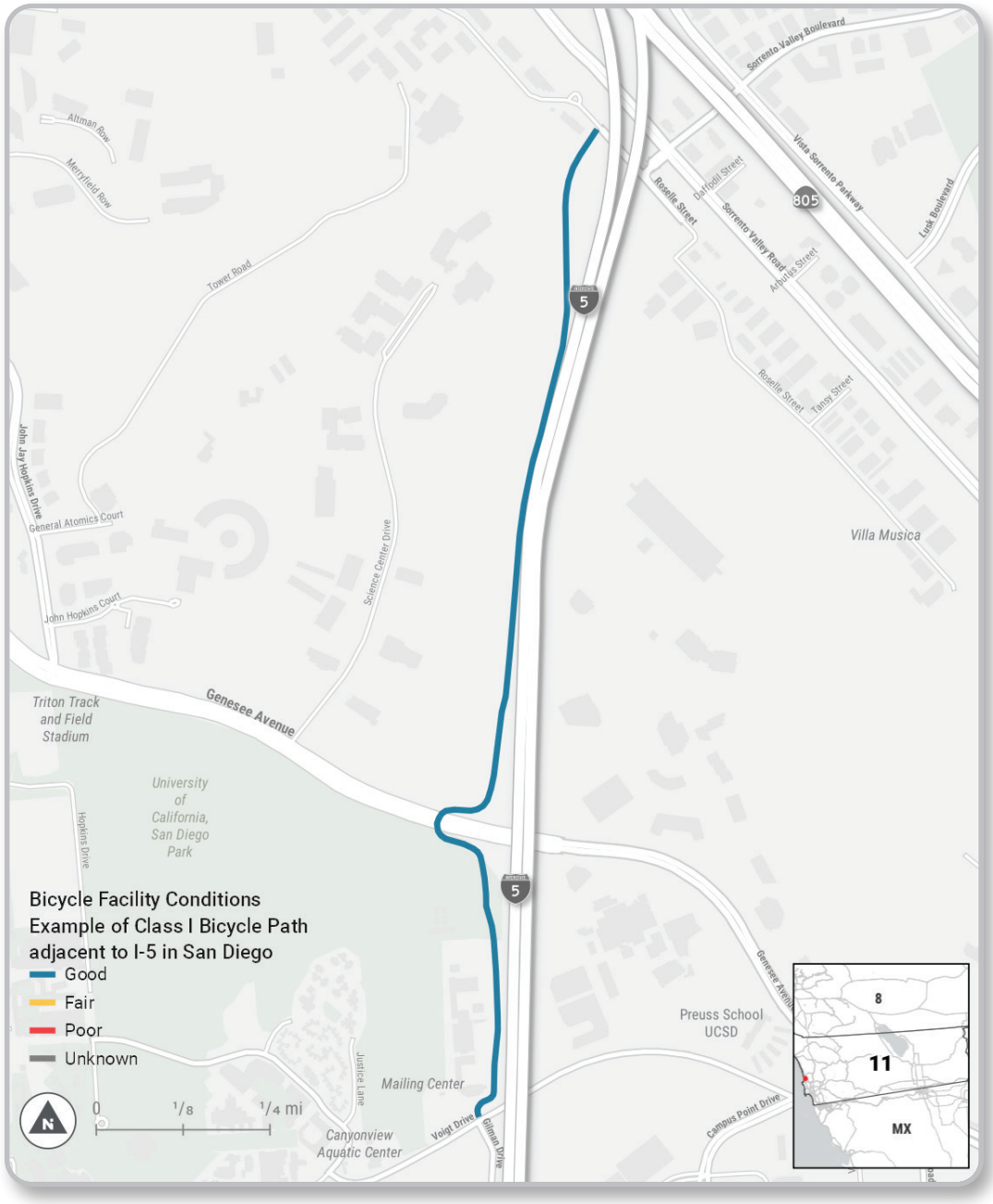
Continued data collection is essential to understand conditions of bicycle infrastructure across District 11. This plan prioritizes improvements to bicycle facilities in fair or poor condition, especially those that serve equity priority communities or are in areas where people make many trips of 2.5 miles or less by any mode of travel (with safe bicycling conditions these trips might easily be made by bicycle).

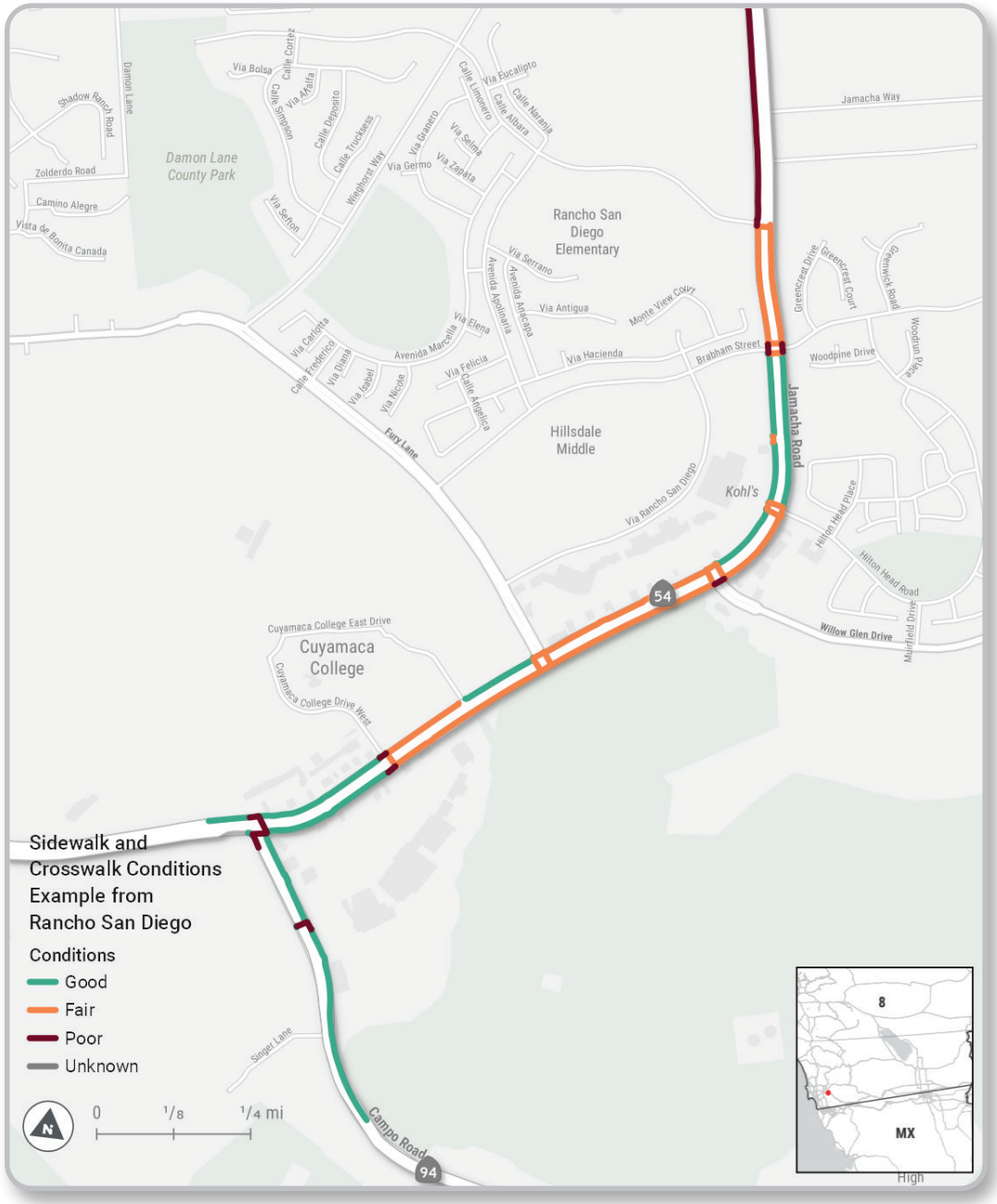


Percentage of SHS Bicycle Facility Miles by Condition (good, fair, poor) where Walking is Not Prohibited

Source: Active Transportation Asset Inventory, District Facility Inventory

*Excludes local streets at freeway undercrossings, overcrossings, and interchanges.



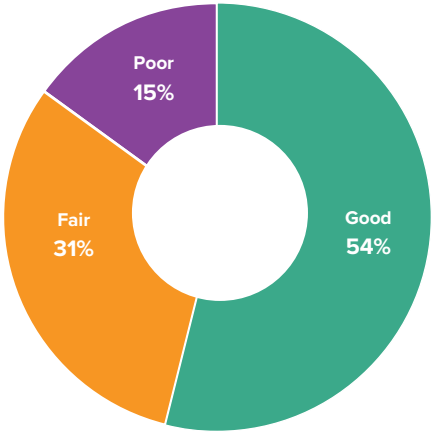


SIDEWALK CONDITIONS

Well-maintained sidewalks can support safe walking and encourage increased pedestrian activity along the SHS. Caltrans has piloted an asset inventory process to collect data about the presence and condition of sidewalks in District 11. As data collection is ongoing, only currently available data are summarized here. The data summarized here exclude pedestrian-prohibited segments of the highway.

More than half of the sidewalk miles along the SHS in District 11, for which data are available, are in a good state of repair. The map on the left shows an example of sidewalk conditions along SR-54 and SR-94 in Rancho San Diego. Most of the SHS sidewalks in this area are in good or fair condition, but conditions generally deteriorate at the crosswalks where the highways intersect. The few blocks where conditions are fair, poor, or are missing may indicate gaps that reduce mobility for people walking.

The majority of SHS sidewalks in all land use contexts are in good or fair condition. However, of the 15% of the sidewalks in poor condition, two-thirds are located in urban areas, such as SR-86 in El Centro. Caltrans may prioritize maintenance needs for locations where sidewalk conditions are fair or poor condition so people can walk more comfortably and safely in District 11.



Percentage of SHS Sidewalk Miles by Condition (good, fair, poor

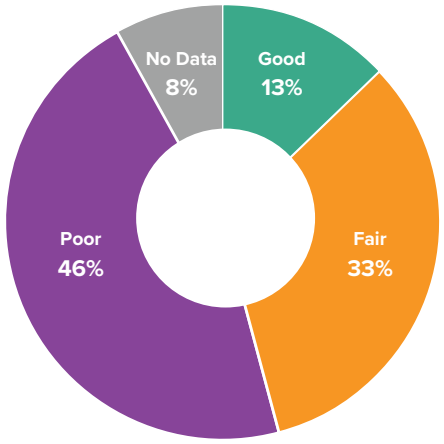
Source: Active Transportation Asset Inventory, District Facility Inventory

*The data in this table do not reflect sidewalk conditions on local streets, at freeway undercrossings, overcrossings, and interchanges.

MARKED CROSSWALK CONDITIONS

People sometimes cross roadways at locations other than marked crosswalks, but drivers may not expect people to be crossing at locations where crosswalks are missing or not clearly visible. Frequent and well-maintained marked crosswalks provide greater visibility and safety for those crossing. Information about the presence and condition of crosswalks is helpful in identifying potential maintenance needs.

Just 13% of crosswalks in District 11 are reported to be in good condition, indicating significant potential for improvements. Main street crosswalks are in slightly better condition with more than half of crosswalks in good or fair condition. The map on the previous page shows crosswalks at the corners of the intersection of SR-54 and SR-94 and north along SR-54 in Rancho San Diego that are in fair condition or poor condition. Crosswalks in poor condition may create a challenge for people walking across the highway at this location to access Cuyamaca College and Hillsdale Middle School which just north of SR-54 and Rancho San Diego Towne Center, a shopping plaza at the intersection of SR-54 and SR-94.



Percentage of SHS Crosswalks by Condition (good, fair, poor, no data

Source: Active Transportation Asset Inventory, District Facility Inventory
*The data in this table do not reflect sidewalk conditions on local streets, at freeway undercrossings, overcrossings, and interchanges.

TOP: In areas with high pedestrian traffic, such as the San Ysidro US-Mexico Border Crossing seen here, enhanced crosswalks encourage pedestrian travel and connections to local transit.
BOTTOM: Rural communities such as Ramona will benefit from enhanced pedestrian infrastructure in its downtown, which is situated on a state highway.

NEEDS FOR PEOPLE WALKING AND BIKING ON CALTRANS HIGHWAYS

The primary purpose of this planning effort was to identify and prioritize "location-based needs," or specific locations on the Caltrans system where infrastructure modifications would most benefit people walking and bicycling and best address the goals in ***Toward an Active California***. To identify these needs, the project team analyzed data to identify gaps and barriers on the SHS that impact walking and bicycling. Additional needs were included that were identified by agency partners and from previously completed plans and studies. Location-based needs are available for review online at the Plan's ***Story Map***.

IDENTIFYING NEEDS

NEEDS IDENTIFIED BY AGENCY PARTNERS

Caltrans and its local and regional partners have documented the need for pedestrian and bicycle infrastructure along the SHS over time in various adopted plans and inventories. Where spatial data for these plans was available, locations with needs that were geolocated in those plans were incorporated into the data analysis described below. For areas without plans that included spatial data, the District 11 project team encouraged partners to complete a map-based survey to identify specific locations.

The project team and Caltrans planning staff reviewed existing plans and combined these with key takeaways from the partner survey.

NEEDS IDENTIFIED BY THE PUBLIC

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

NEEDS IDENTIFIED BY DATA ANALYSIS

The project team conducted detailed automated and manual analyses of SHS data to identify needs of the following types. These analyses resulted in lists of individual location-based needs, where gaps and barriers may exist for people walking and bicycling along or across the SHS.

TYPES OF ACTIVE TRANSPORTATION NEEDS

MAIN STREET SIDEWALK GAPS

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

SIDEWALKS IN FAIR OR POOR CONDITION

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

TYPES OF ACTIVE TRANSPORTATION NEEDS

SIDEWALKS ALONG HIGH-SPEED HIGHWAYS

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

STRESSFUL PEDESTRIAN CROSSINGS

Intersections on conventional highways (non-freeways or expressways) that are stressful for people to walk across. This analysis accounts for characteristics such as the presence or absence of median islands or marked crossings, posted speed limits, and other factors.

STRESSFUL BICYCLE CROSSINGS

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

INFREQUENT CROSSINGS

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

STRESSFUL BICYCLE ROUTES

This need type is identified by conducting a Bicycle Level of Traffic Stress Analysis along the SHS. Locations with higher speeds and higher traffic volumes, and with absent or narrow bicycle facilities, are more stressful for bicyclists.

FREEWAY CROSSING NEEDS

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

PRIORITIZING NEEDS

Location-based needs on the SHS were evaluated and prioritized according to the goals of ***Toward an Active California***: Mobility, Safety, Equity, and Preservation. This prioritization may inform future Caltrans efforts in seeking competitive project funds.

The first step in the prioritization process was to disaggregate the SHS within District 11 into smaller segments, such as areas around freeway crossings, between major intersections, at jurisdictional boundaries, and where the transportation and land use context changes. The project team scaled these segments to roughly align with segments Caltrans uses to develop improvement projects on the SHS, allowing individual needs to be grouped together with other projects on the system.

As a second step, each highway segment and freeway crossing location-based need was scored based on measures alignment with the issues highlighted in the existing conditions section of this report: *Walking and Bicycling in District 11 Today*. These include the potential to shift short trips from driving to walking or bicycling, the history of pedestrian and bicyclist collisions, the presence of equity priority communities, and the condition of sidewalks, crosswalks, and bikeways along the facility. Each segment and freeway crossing received a score based on these and other factors.

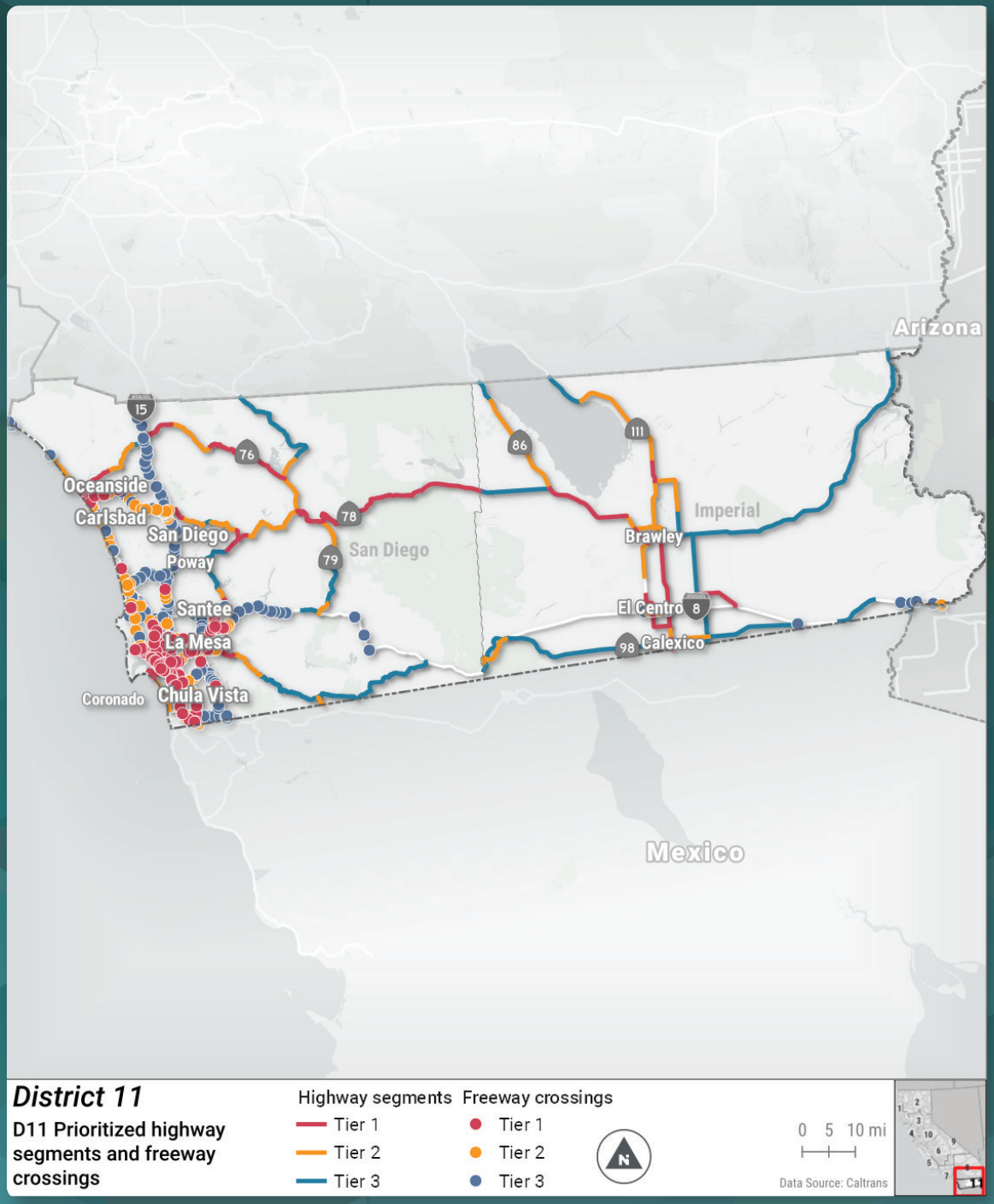
The scoring calculations incorporated input from the Technical Advisory Group, the Caltrans Internal Working Group, and the District 11 project team. Mobility and safety remain top priorities for Caltrans; this is consistent with the state's efforts to eliminate fatalities and serious injuries due to traffic collisions and to increase walking and biking in California.

While geographies and demographics vary widely across District 11, it is important to assure that the highest needs are addressed, such as freeway crossings in disadvantaged communities like El Centro seen here.

GOAL	WEIGHT	MEASURE(S)
Mobility	30%	1- and 2.5-mile short trip potential; 1- and 2.5-mile short trip potential near low-income communities; main street land use context; job density; proximity to major transit station; public/ partner comments
Safety	30%	Pedestrian crash density (total and severity-weighted); bicycle crash density (total and severity-weighted); proximity to schools; posted speed limits
Equity	25%	Equity priority communities; median household income; free or reduced-price school meal program participation rates; tribal boundaries
Preservation	15%	Potential to improve existing bike lanes, sidewalks, or crosswalks
Total	100%	

Finally, scored segments and freeway crossings were ranked and sorted into three tiers based on the relative importance of the need, with Tier 1 representing the highest concentration of need. The maps following this section show tiered highway segments and freeway crossings in District 11.

The prioritization process used in this plan provides a comparative indication of need, but active transportation needs like these are rarely addressed through independently developed projects. Regardless of their assigned tier, active transportation needs should always be considered when developing nearby projects on the SHS. Caltrans has access to datasets with additional details describing the specific infrastructure conditions that were used to identify specific location-based needs. These details are intended to be used to support the project development process. The needs in the Plan will also be used to build Complete Streets performance targets used in the State Highway Operation and Protection Program and Transportation Asset Management Plan.


Arizona
Imperial
San Diego
Mexico
Oceanside
Carlsbad
San Diego
Poway
Santee
La Mesa
Chula Vista
Coronado
Brawley
El Centro
Calexico
15
76
78
79
86
111
8
98
District 11
D11 Prioritized highway segments and freeway crossings
Highway segments
Tier 1
Tier 2
Tier 3
Freeway crossings
Tier 1
Tier 2
Tier 3
N
0 5 10 mi
Data Source: Caltrans

STORY MAP

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

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

The Story Map and Explore Map can help stakeholders and the public understand where needs and opportunities exist in their communities, as well as the nature of those needs and how those needs relate to the full picture of active transportation conditions across District 11.

State Route 111 is a popular bicycling route in the Imperial Valley.

HOW TO USE THIS PLAN'S DATA AND ANALYSIS

This plan provides a strong foundation for understanding walking and bicycling needs on the SHS in District 11. However, data-driven processes cannot fully capture all needs that exist on the state's highways. The absence of a need from the Plan's datasets does not mean the need does not exist or is not important. Similarly, the prioritization criteria provide a sense of how areas of need align with the statewide goals, but the analytic process may not always reflect the local significance of any particular walking or bicycling need. Needs that were not captured by this plan or that were not assigned to the top priority tier will still be considered for project development and funding.

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

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

NEXT STEPS FOR IMPLEMENTATION

This plan serves as a critical step in implementing the Caltrans vision for improving the walking and bicycling experience along the SHS in San Diego and Imperial Counties. Caltrans and partners in local agencies and community-based organizations all have important roles to play in supporting highway improvement projects that meet the needs of people walking and bicycling, including the needs identified in this Plan. The next steps for Caltrans to address location-based needs are described below.

CONTINUE TO ENGAGE PUBLIC AND PARTNERS

Public engagement will continue to shape this plan even after its initial publication. District 11 staff plans to continue in-person outreach at community events when pandemic-related restrictions are lifted. As staff work on a permanent map-based platform for the public to communicate needs, they are exploring ways to incorporate partner agency data that document needs and proposed projects identified in local planning efforts. Moving forward, Caltrans will use survey data to validate its understanding of needs at particular locations and to inform project development. Since needs and priorities will shift over time, Caltrans will continue to collect input from the public and partner organizations beyond the publication of this Plan. To develop the CCT, Caltrans District 11 will continue to work with the California Coastal Commission and the State Coastal Conservancy to advance the CCT as a mutual priority.

INTEGRATE PLAN DATA INTO STATEWIDE DATABASES AND PROCESSES

District 11 will retain the data and analysis developed for this Plan, including existing conditions, public and partner input, individual data-driven needs, and prioritized segments. This data package will support a range of future Caltrans activities, such as the management of statewide active transportation initiatives, setting Complete Streets targets, and tracking progress toward statewide goals and performance metrics.

CONTINUE TO ENGAGE DISTRICT 11 BICYCLIST AND PEDESTRIAN ADVISORY COMMITTEE (BPAC)

The District 11 BPAC will continue to be engaged with Caltrans following publication of the Plan. Established in 2015, the Caltrans District 11 BPAC will continue to convene on a quarterly basis to provide a space for all members of the public and partner agencies and community groups within District 11 to voice their active transportation related concerns.

CONTINUE TO EVALUATE NEEDS

This plan will be used to help scope planning efforts and projects located on or near the SHS. While the data-driven planning process provides information about the general location and nature of each need, this information is approximate and must be refined before solutions can be developed. The District 11 project team will continue to seek community input on needs through the map-based survey or other means. In-person outreach in equity priority communities will be a priority when COVID-19 guidelines permit. The District 11 project team will also pursue and collect GIS data from plans produced by regional and local partners.

IDENTIFY AND INITIATE PROJECTS

District 11 staff has already begun using data from the Plan to inform project nominations for the 2024 State Highway Operation and Protection Program. The District 11 project team will work with the BPAC and regional partners to use the identified needs and priorities in scoping candidate planning projects and Senate Bill 1 competitive funding applications.

CONTINUE LEVERAGING BIKING AND WALKING COUNT DATA

Gathering count data helps District 11 staff be aware of volumes, movements, and travel behaviors of bicyclists and pedestrians. Counts can also be done to analyze data before and after an active transportation facility is built. When Caltrans has the tools to understand the usage of a facility after it is built, Caltrans can more easily demonstrate the demand and interest and justify further investment in active transportation facilities.

Caltrans has implemented four automated counters within the District, and they have been successful in recording data. By enhancing Caltrans' ability to gather count data, better active transportation facilities will be developed. Therefore, as active transportation programs and projects develop using data from this plan, District 11 staff will look for opportunities to integrate more counting infrastructure.

ACKNOWLEDGEMENTS

This plan was developed with the continued commitment and energy of multiple individuals including current and past District 11 and Caltrans Headquarters team members, partner organizations, advocacy groups, and community members. Development and completion of the Plan involved contributions from the below organizations and individuals.

CALTRANS PROJECT TEAM

- Seth Cutter, Branch Chief, Complete Streets Program Branch
- Ann Fox, Deputy, Planning and Local Assistance
- Vanessa De La Rosa, Associate Transportation Planner, Plan Lead
- Alex Araiza, Associate Transportation Planner, Plan Lead
- Brandon Tobias, Associate Transportation Planner, Plan Support
- Barby Valentine, Associate Transportation Planner, Plan Co-Lead
- Omar Flores, Associate Transportation Planner, Plan Support
- Liz Santucci, Associate Transportation Planner, Plan Support

COMMUNITY PARTNERS

- **Counties:** San Diego, Imperial
- **Cities:** San Diego, Chula Vista, National City, La Mesa, Lemon Grove, Santee, El Cajon, Carlsbad, Coronado, Del Mar, Encinitas, Escondido, Imperial Beach, Oceanside, Poway, San Marcos, Solana Beach, Vista, Calexico, El Centro, Imperial, Brawley, Calipatria, Westmorland, Holtville
- **Agencies:** North County Transit District, Metropolitan Transit System, California Coastal Commission, San Diego Association of Governments, Southern California Association of Governments, Imperial County Transportation Commission
- **Advocate Groups:** Bike San Diego, Caltrans Active Transportation Plan Technical Working Group, Bicyclist and Pedestrian Advisory Committee, Circulate San Diego, San Diego County Bicycle Coalition, Imperial Valley Velo Club, Urban Collaborative.

CONSULTANT TEAM

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

CONTACTING CALTRANS

Additional information about this planning effort can be found on the *Caltrans Active Transportation Plans website*. Caltrans District 11 staff can provide additional information about upcoming projects in your community, provide input, and coordinate on project identification, development, and implementation. You may contact the project team by emailing *d11activetrans@dot.ca.gov*.

ACTIVE TRANSPORTATION PLAN 2022

SUMMARY REPORT

Caltrans

DISTRICT 11