



County of Sutter
PEDESTRIAN & BICYCLE
MASTER PLAN
2012



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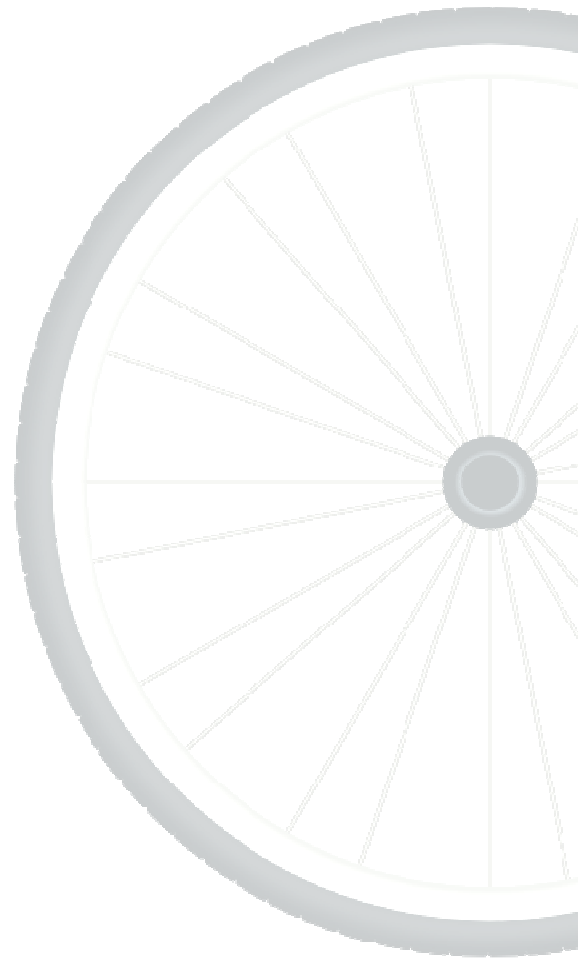
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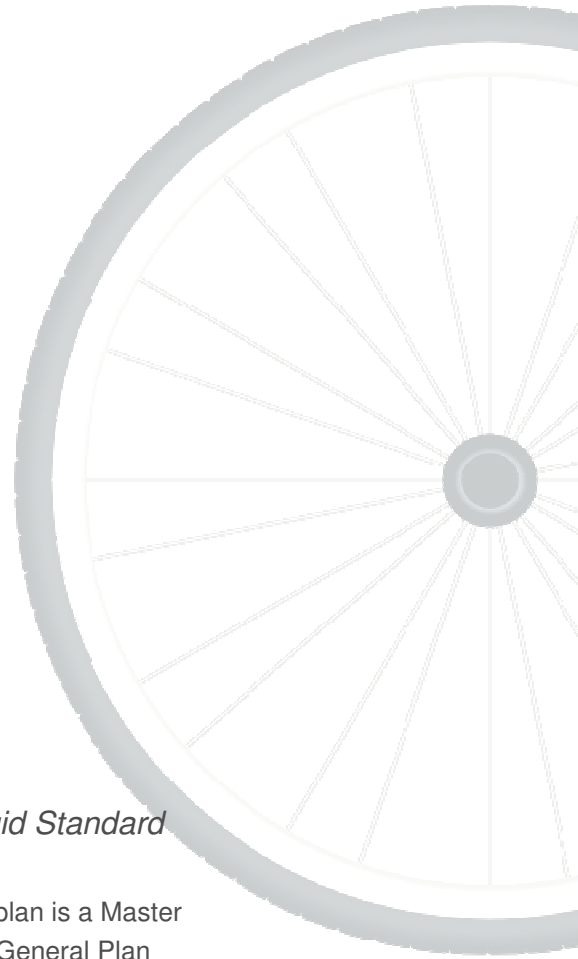
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1.0 Introduction



1.1 Purpose and Need

In 1995, the Feather River Air Quality District provided the Yuba - Sutter Bikeway Master Plan (YSBMP), which served as a bi-County blueprint developing a comprehensive bikeway system. An update was approved in 2002.

Since 2002, growth in both counties has created a need for an updated plan to address the new demands and issues created since the previous plan was prepared. Recently (circa 2010), the various jurisdictions affected by the plan have been implementing their own individual bike master plans in order to tailor the needs for their respective communities. As part of the preparation for this document, the 1995 / 2002 YSBMP, Yuba City Bike Master Plan (2011) and Live Oaks's bike policy plans were reviewed and evaluated in order to create consistency between jurisdictions.

This plan is also intended to address issues associated with pedestrian circulation in the County.

A Guideline - Not a Rigid Standard or Legal Ordinance

It should be noted that this plan is a Master Plan document, that, like a General Plan document, provides guidance for the County as the ability to build new bike facilities as funding becomes available. In accordance with the *Bicycle Transportation Act* (if bicycle grants or funding is requested from the State), the County is required to revisit the plan every five years in order to determine if the direction identified by the plan is still justified or needs to be revised to meet new criteria or direction.

This Pedestrian and Bicycle Master Plan incorporates and supports the county's newly adopted General Plan Goals and Policies, M5.1 & M5.2. It satisfies the General Plan implementation action item PS 7-A "Adopt and implement an updated Bikeway Master Plan."

Implementation of this plan can take place on two levels and include improvements:

- Agency sponsored / funded or;
- Developer sponsored / funded

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Bicycle Transportation Act Requirements

In order to apply for federal and state funding grants associated with bikeway improvements, the *Bicycle Transportation Act (BTA)* requires that Bicycle Transportation Plans contain at a minimum the following eleven key elements.

BTA Requirements	Plan Section
a. Estimated number of existing and future bicycle commuters	1.4
b. Map and description of land use and settlement patterns	2.1
c. Map and description of existing and proposed bikeways	2.2
d. Map and description of bicycle parking facilities	2.2
e. Map & description of multi-modal connections	2.2
f. Map and description of facilities for changing and storing clothes and equipment	2.2
g. Description of bicycle safety and education programs	6.1
h. Description of citizen and community participation	1.3
i. Description of consistency with transportation, air quality, and energy conservation plans	1.6
j. Description of proposed bicycle projects & implementation priority	3
k. Description of past expenditures and future financial needs for bicycle facilities	4.1

1.2 Setting

Geographic Location

Sutter County is located in north central California within the Sacramento Valley and is part of the six-County greater Sacramento region. The entire County, including incorporated cities, covers approximately 607 square miles with the unincorporated area totaling approximately 592 square miles. Sutter County's jurisdictional boundaries are generally defined by Yolo and Colusa counties to the west, Butte County to the north, Yuba and Placer counties to the east, and Sacramento County to the south (refer to Figure 1 [Regional Location Map]).

State Route 99 extends in a north/south direction through Sutter County and is the primary corridor connecting the County to the region. State Route 20 is the main east/west connection through the County between Highway 99 and Interstate 5. Other major transportation corridors within Sutter County include Highway 113, which generally runs north/south through the southwestern portion of the County, and Highway 70, which runs north/south in the southeastern portion of the County.

Geographic Setting

From a bicyclist's perspective, Sutter County is an attractive place to ride offering relatively level terrain, scenic vistas, and a rural atmosphere associated with farming and orchards.

Sutter County's landscape is dominated by extensive agricultural areas, significant natural and recreational resources, and relatively low population density. The County can generally be divided into two distinct geographic areas: the valley floor and the Sutter



Figure 1: Regional Location Map

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The “Bike Around the Buttes” is an organized annual bike event attracting approximately a 1,000 of riders each year.



Buttes. The valley floor covers a majority of the County and is primarily flat, dominated by farming related operations and including the County’s cities and rural communities. The Sutter Buttes, often referred to as the world’s smallest mountain range, rise out of the valley floor in the northern portion of the County and are the symbolic focal point of the County. The roads around the Sutter Buttes are particularly important to bike riders, and the area is highlighted each year in an organized “Bike Around the Buttes” event.

The County includes a number of waterways that define its boundaries and contribute to its character. These include the Sacramento, Feather, and Bear Rivers. The County also contains several

major flood control canals including the Sutter Bypass, Tisdale Bypass, Natomas Cross Canal, Natomas East Main Drainage Canal, and Wadsworth Canal. The northwestern corner of the County encompasses a portion of the Butte Sink, a low-lying wetland complex that provides significant habitat for waterfowl and other wildlife.

Population Growth

Sutter County has experienced moderate growth over the last two decades, with its incorporated cities, Yuba City and Live Oak, receiving the majority of that growth. Similar to other areas in the region, Sutter County is encountering new growth pressures. However, a vast majority of the County is sparsely

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populated, dominated by agricultural activities.

1.3 Public Participation

In preparing this document, the County solicited public input on existing bicycling conditions, potential roadways for improvements, crossing locations, and the type of support facilities or programs needed to improve bicycling in the County of Sutter. The process relied on:

- Notification of the community workshops via the local newspaper.
- Distribution of a flyer.
- Flyer notifications sent to identified regional bike clubs.
- Gathering input at three (3) community meetings.
- Information gathered from a distributed on-line survey and distributed to meeting attendees.

- Interviews with members of the County staff responsible for bikeway implementation.
- Public Hearings conducted by the County Board of Supervisors.

Community Workshops

The first Community Workshop, held in Yuba City, was attended by thirteen (13) persons, and included residents, serious bike enthusiasts, bike club members, County staff, and Yuba City staff. The presentation at each meeting included:

- a discussion about the plan process
- a review of existing conditions
- a review of preliminary routes
- Questions / comments solicited from each attendee
- One-on-one discussions with interested attendees



Roadway surface and shoulder improvements were key concerns to respondents of the Bike Survey and attendees at the Community Workshops.

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Note: In January 2011, The City of Yuba adopted a bike master plan including the results of a survey participated in by 543 respondents. The results of this survey were reviewed and considered in the preparation of this Bicycle Transportation Plan Update.

The second and third public workshops did not receive any attendance from the general public. *{It should be noted that Yuba City recently adopted (January 2011) the update of their Bicycle Master Plan . During that planning process the City conducted numerous public work shops and conducted a survey prior to the beginning of the County's update.}*

Bike Survey

A Bike Survey was established on-line with a link distributed via email directly to bike clubs, the one County bike shop, major employers, County officials, city officials, and school district officials.

Annotated Survey Findings

The survey noted the following findings:

- A majority (79%) of the respondents reside in Yuba City

- A majority of the respondents (50%) ride their bikes at least 1-6 times a week.
- A majority (61%) rank the County's bike facilities as poor.
- A majority (88%) ride a bike for pleasure/recreation/fitness.
- Respondents noted poor road and bikeway conditions, and high traffic speeds as some of the main reasons preventing them from riding a bike more in Sutter County.
- Respondents favorite places to ride included: roads with designated bike lanes (mainly found in Yuba City), low volume rural roads, designated bike paths, and levee access roads.
- Routes identified by respondents for improvement: levee access roads, roads around the Sutter Buttes, connections from rural areas to Yuba City.

Legal access to levees roads was an often heard comment by respondents to the Bike Survey and the attendees at the Community Workshops.



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- Some issues that would encourage more bike riding include: Roadway surface improvements, shoulder improvements, directional signage to destinations, more off-road bike paths, signalized crossings at key points across major highways.

The survey was available for participation for approximately 2-months and was taken by 24-persons. A complete Summary of the Bike Survey is located in Appendix C.

Public Hearings

In addition to soliciting public comments via workshops and the Bike Survey, the County made the plan available for public comment at the Board of Supervisors at a public hearing conducted on March 13, 2012.

1.4 Estimated Pedestrian & Bicycle Commuters

According to the CEQA findings of the 2030 General Plan, the General Plan will increase the number of Countywide pedestrian walk / bike trips by approximately 106 percent, when compared to existing conditions. The total number of walk / bike trips is projected to increase from approximately 4,649 under existing conditions to 9,616 under the adopted General Plan, an increase of approximately 4,900 walk / bike trips Countywide.

General Plan Full Build-out Analysis

Under full build-out of the General Plan, the additional population would generate additional pedestrian walk / bike trips beyond the 2030 planning horizon. Because the adopted General Plan includes a number of policies aimed at



The one existing Class I bike path is minimal in size, is used by both pedestrians and bike riders.

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encouraging bicycle and pedestrian facilities associated with new development, it is expected that the post-horizon period impacts of additional growth would come with additional pedestrian and bicycle facility infrastructure. This document is expected to provide a guide for improving pedestrian and bike facilities in accordance with the future General Plan build-out. However, the effects of new bicycle and pedestrian improvements are speculative at this time because the exact nature of those future effects is unknown.

1.5 Bike Collision Data

Collision data involving bicycles was collected from The California Highway Patrol (CHP), who is responsible for traffic enforcement in the unincorporated portions of Sutter County. According to data from the CHP records, nine (9) bike related collisions occurred during the time frame between 2006 through 2010. One collision resulted in a fatality, and a total of four out of the nine were considered the responsibility of the bicyclist.

It should be noted that collisions involving bicycles were significantly greater in the urban area of Yuba City, as recorded in the 2011 Yuba City Bikeway Master Plan.

Pedestrian / auto collisions during a period from 2003 through 2007 resulted in four pedestrian deaths.

1.6 Consistency and Coordination with Other Plans

General Plan Consistency

This *Pedestrian & Bicycle Master Plan—2011*, is consistent with the goals and policies of the 2030 General Plan, where associated with bikes and pedestrians. The following extractions from sections of the 2030 General Plan, Adopted in March 2011, identify the specific areas of consistency:

MOBILITY ELEMENT (M)

Multimodal Transportation Network Goal M 1: Plan for a balanced, multimodal transportation network suitable to the rural nature of Sutter County.

Policies

M 1.1 Multi-Modal Roadways. Design County roads to support all users of multimodal transportation options serving automobiles, transit, trucks, bicycles, and pedestrians for safe and convenient travel that is suitable to the rural context of the County.

M 1.2 Transportation Improvements. Consider all transportation improvements as opportunities to enhance safety, access, and

Bicycle Collisions in Sutter County, 01/01/06 to 12/31/10

Date	Location (at or near)	Injury	Auto Involved	Bicyclist Fault
1/27/2007	On Franklin Rd. at Ohleyer Rd.	yes	yes	yes
8/16/2008	Franklin Road at El Margarita Rd.	fatal	yes	no
9/18/2008	SR-99 at Hunn Road	fatal	yes (big rig)	yes
1/6/2009	Humphrey Rd. at S. Butte Rd.	yes	yes	yes
2/6/2009	Pepper St. at Nelson St.	no	yes	no
4/5/2009	Smith Rd. at SR-99	yes	yes	no
7/20/2009	Larkin Rd. at Kristin Dr.	yes	yes	no
8/17/2009	Bogue Rd. at Walton Ave.	no	yes	yes
5/30/2010	Larkin Rd. at Paseo Rd.	yes	yes	no

Source: CHP Yuba / Sutter Area

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mobility for all travelers including people with special needs, **recognizing bicycle, pedestrian, and transit modes as integral elements of the transportation system.**

M 1.3 Right-of-Ways. Secure adequate right-of-way to allow for the planning, design, and operation of transportation systems that provide safe access for all users.

M 1.4 New Development. Plan for new development to provide “complete streets” that connect to existing and planned transportation systems.

Goal M 5: Provide a comprehensive system of facilities for non-motorized transportation. Policies

M 5.1 Bicycle and Pedestrian Master Plan. Prepare a Bicycle and Pedestrian Master Plan that supports implementation of a comprehensive, safe, and convenient system of commuter and recreational routes for pedestrians and cyclists.

M 5.2 Encourage Use of Bicycle and Pedestrian Facilities.

Implement, as appropriate, the reduction measures in the Climate Action Plan targeted to encourage the use of bicycle and pedestrian

facilities. Such measures may include siting development in proximity to bicycle lanes, eliminating impediments to bicycle and pedestrian circulation, providing adequate bicycle parking, and implementing incentive programs for bicycle and pedestrian facility use within the Sutter Pointe Specific Plan area.

*M 5.3 New Development. Require new development to construct and/or fund **bicycle and pedestrian facilities.***

*M 5.4 Abandoned Rail Lines. Support the conversion of rails lines considered for abandonment into **bike-pedestrian paths** or other similar uses, where practical.*

*M 5.5 Bridges. Identify opportunities to **add bicycle lanes and pedestrian facilities** on existing or new bridges during restriping or major renovations.*

Implementation Programs

M 1-A Complete Streets. Design County roads and condition development as necessary to implement “complete streets” concepts and legislation to achieve an integrated transportation system where practical.

M 5-B Participate, as appropriate, in the development of multi-jurisdictional funding



Related Regional plans encourage the use of alternative modes of transportation in order to reduce the effects of green house gases.

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applications for regional bikeways.

M 5-C Condition new development to construct bicycle and pedestrian lanes/trails and associated facilities in and supporting the development project in accordance with the County's Bikeway and Pedestrian Master Plan and County improvement standards; and to the extent possible, connect these facilities to existing and planned bicycle lanes/trails.

Relationship / Coordination with Other Regional / State Plans

The County of Sutter Pedestrian & Bicycle Master Plan is intended to supplement existing regional transportation plans through the Sacramento Area Council of Governments and coordinate with local jurisdictional bikeway master plans.

Yuba City Bicycle Master Plan Update 2011 and City of Live Oak Bikeway Master Plan

In preparation of this document the Yuba City Bicycle Master Plan (2011), and the City of Live Oak Bikeway Master Plan were reviewed / consulted to coordinate extensions of proposed and existing bike facilities. A review of goals and policies was also conducted in order to ensure that there will not be a conflict in policy between jurisdictional boundaries.

SACOG Metropolitan Transportation Plan for 2035

The Metropolitan Transportation Plan (MTP) for 2035 prepared by the Sacramento Area Council of Governments (SACOG) links land use and transportation planning, with \$42 billion in transportation investments in the six-County Sacramento region. With strategic investments in the current transportation system, the goal is to curb the growth in traffic congestion each household experiences. Implementation can create opportunities for residents of

the region to spend less time in their cars and protect our air quality while improving the quality of life. The County of Sutter's Pedestrian and Bicycle Master Plan's core goals are consistent with the Metropolitan Transportation Plan for 2035.

Northern Sacramento Valley Planning Area Air Quality Attainment Plan

The Northern Sacramento Valley Planning Area 2009 Triennial Air Quality Attainment Plan (AQAP) was prepared by the Sacramento Valley Air Quality Engineering and Enforcement Professionals. The AQAP, which encompasses activities performed by Feather River Air Quality Management District (FRAQMD), addresses the progress made in implementing previous versions of the AQAP and proposes modifications to the strategies necessary to attain the California ambient air quality standard for the 1-hour ozone standard at the earliest practicable date.

The AQAP specifies public education and outreach for bicycling as a primary mode of transportation. Increased use of the bikeway system can assist in improving local air quality. The County of Sutter Pedestrian and Bicycle Master Plan is consistent with the AQAP and will provide guidance to increase use of the County's bikeway system.

California SB 375 – Sustainable Communities (2009)

California Senate Bill (SB) 375 requires the SACOG to create a Sustainable Communities Strategy (SCS) as part of the Regional Transportation Plan. The SCS must identify the ways in which the region will meet the greenhouse gas emissions targets outlined by the California Air

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Resources Board. One of the ways to meet the greenhouse gas emissions targets is to increase the bicycle mode share.

California AB 1358 – Complete Streets (2008)

California Assembly Bill (AB) 1358 is known as the Complete Streets Bill. Effective in 2011, the bill requires revisions to a city or county's Circulation Element to include provisions for the accommodation of all roadway users including bicyclists and pedestrians. Accommodations include bikeways, sidewalks, crosswalks, and curb extensions.

1.7. Bikeway Classifications

The following definitions are identified in the California Manual on Uniform Traffic Control Devices (MUTCD)

- **Bikeway** – All facilities that provide primarily for bicycle travel. Refer California Streets and Highways Code Section 890.4.
- **Bike Lane** – See Class II Bikeway.
- **Bike Path** – See Class I Bikeway.
- **Bike Route** – See Class III Bikeway.



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CLASS I Bikeway provide safe off-road opportunities for bike riders of all ages.



- **Class I Bikeway (Bike Path)** – Provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with cross-flows by motorists minimized. Refer California Streets and Highways Code Section 890.4.

On-road, CLASS II Bikeway provide designated space for the bike rider along medium volume / medium traffic speed roadways.



- **Class II Bikeway (Bike Lane)** – Provides a restricted right-of-way designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and cross-flows by pedestrians and motorists permitted. For example, a marked lane for one-way bike travel on a street or highway. Refer California Streets and Highways Code Section 890.4.

- **Class III Bikeway (Bike Route)** – provide a right-of-way designated by signs or permanent markings and shared with pedestrians or motorists. Refer California Streets and Highways Code Section 890.4.

- **Non-motorized Traffic** – Bicycle and pedestrian component of traffic.

- **Shared Roadway (No Bikeway Designation)** – A roadway that permits bicycle use but is not officially designated as a bikeway.

On-road, CLASS III Bikeway do not provide a designated space for the bike rider. Instead Bike Routes expect the bike and automobile to “share the road”.



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