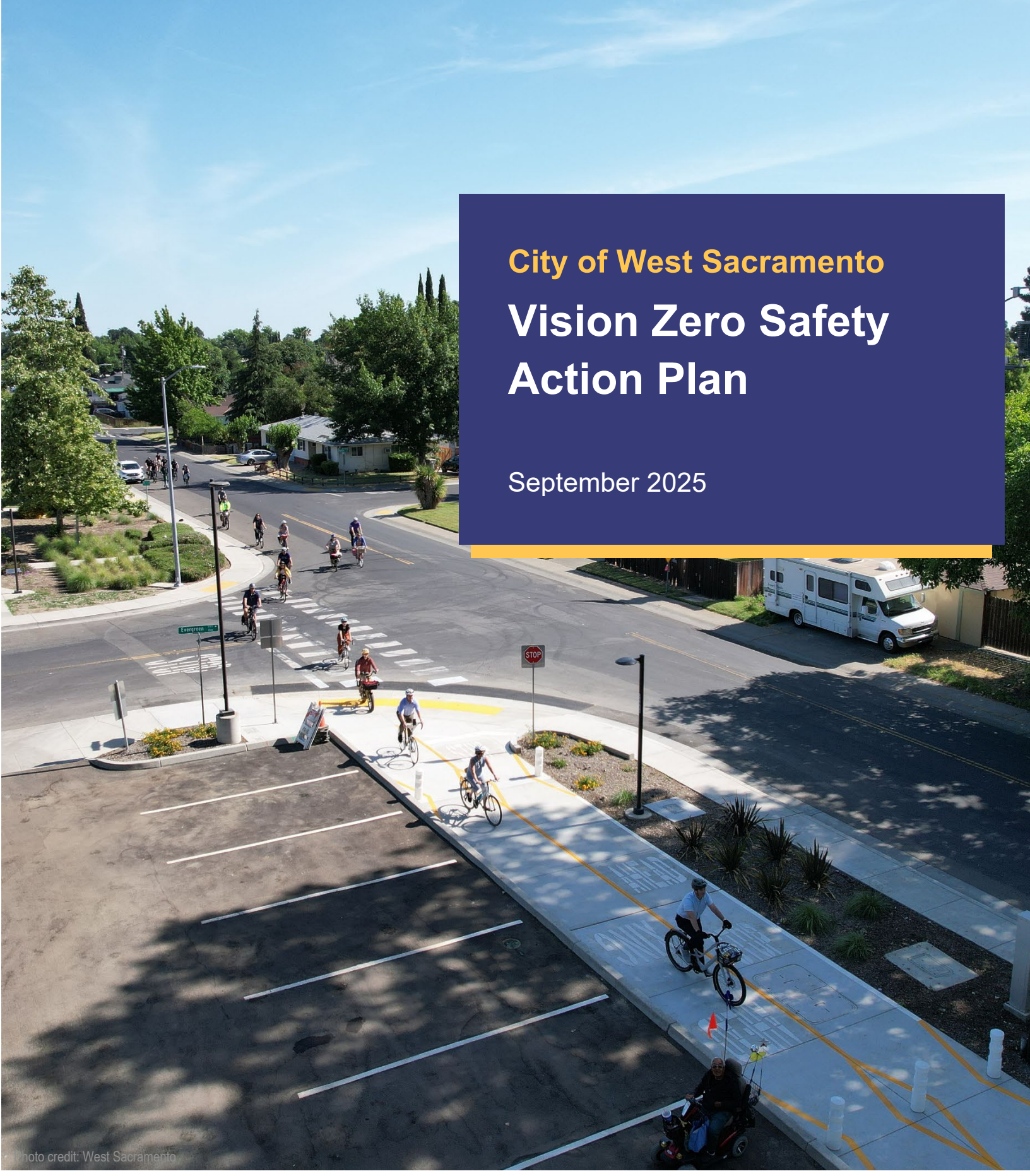


Photo credit: West Sacramento

City of West Sacramento

# Vision Zero Safety Action Plan

September 2025

CITY OF WEST SACRAMENTO

DEPARTMENT OF TRANSPORTATION UNITED STATES OF AMERICA

ENGINEERING

CIVIC THREAD

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# RESOLUTION 25-96

## A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WEST SACRAMENTO ADOPTING THE WEST SACRAMENTO VISION ZERO ACTION PLAN

**WHEREAS,** in the seven years from 2017 to 2023, 29 people were killed and 117 people were seriously injured in traffic crashes in the City of West Sacramento;" and

**WHEREAS,** each of those crashes changed the lives of the victims irrevocably for the worse; and

**WHEREAS,** the City of West Sacramento was awarded a United States Department of Transportation Safe Streets and Roads for All Grant for Fiscal Year 2022 for the "West Sacramento Comprehensive Safety Action Plan;" and

**WHEREAS,** the City Council approved the award of a professional services contract on January 17, 2024, to Nelson\Nygaard Consulting Associates, Inc. for the development of the West Sacramento Comprehensive Safety Action Plan; and

**WHEREAS**, on June 4, 2025, the City Council directed staff and to prepare a Vision Zero Action Plan with a goal of a 50% reduction in fatal and serious injury crashes by 2035 and a continuous reduction in fatal and serious injury crashes thereafter; and

**WHEREAS,** the Vision Zero Action Plan will guide the City in meeting this goal by addressing dangerous locations and behaviors with proven safety countermeasures; and

**WHEREAS**, Senate Bill 922 exempts plans that promote active transportation from the California Environmental Quality Act; and

**WHEREAS,** the West Sacramento City Council has conducted a public hearing on the Vision Zero Action Plan and has duly considered all information presented.

**NOW, THEREFORE, BE IT RESOLVED** that the City Council adopts the West Sacramento Vision Zero Action Plan.

**BE IT FURTHER RESOLVED** that the City of West Sacramento is committed to halving the number of fatal and serious injury crashes by 2035, from 26.76 per 100,000 residents per year to fewer than 13.38 per 100,000 residents per year by 2035, with the eventual goal of zero in 2050.

**BE IT FURTHER RESOLVED** that the City Council finds that this action is exempt from the California Environmental Quality Act in that it qualifies for a Statutory Exemption pursuant to Public Resources Code 21080.20 as an active transportation plan that encourages people to choose walking, bicycling, and rolling through the creation of a safe transportation network and to CEQA Guidelines 15262 as a planning study for future possible actions.

**PASSED AND ADOPTED** this 17th day of September, 2025, by the following vote:

**AYES:** ALCALA, EARLY, OROZCO, SULPIZIO HULL, GUERRERO.
**NOES:** NONE.
**ABSENT:** NONE.
**ABSTAIN:** NONE.

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Signed by:
Guerrero, Martha
272D63142919406...

Martha Guerrero, Mayor

**ATTEST:**

Signed by:
Jennifer Cusmir
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Jennifer Cusmir, City Clerk

# ACKNOWLEDGEMENTS

Thank you to the individuals and organizations that made the Vision Zero Action Plan possible, as well as the many residents whose input is reflected in this document.

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**The development of the Vision Zero Action Plan was funded by a grant from the United States Department of Transportation's Safe Streets and Roads for All program.**

# IN DEDICATION

This Vision Zero Action Plan is dedicated to those in the West Sacramento community whose lives have been lost or forever changed by traffic violence. Their memory strengthens our collective resolve to create safer streets and a future where every journey begins and ends safely.

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# EXECUTIVE SUMMARY

## Purpose and process

From 2017 to 2023, traffic crashes on West Sacramento streets claimed 29 lives and seriously injured 117 more victims. Each of these incidents left lasting trauma for families, friends, and communities. This Action Plan begins with a simple, urgent premise: no one should die or be seriously injured while moving through their city.

Vision Zero is a global transportation safety initiative committed to developing programs, practices, and projects that prioritize the safety of all street users and bring communities closer to a target of zero life-changing or fatal traffic crashes. The Vision Zero process acknowledges that to achieve zero fatalities on our roads, we should employ the Safe Systems Approach. This approach to transportation safety refocuses system design and operation on anticipating human mistakes and lessening impact forces to reduce crash severity and save lives.

Safer streets in West Sacramento are possible, but making streets safer requires collective responsibility and action. Over an eighteen-month period, the Vision Zero team engaged community members, stakeholders and staff in a dialogue about transportation safety in West Sacramento, with the result being a Vision Zero Action Plan designed for implementation.



# Vision Zero Action Plan Structure

**Introduction** – Chapter 1 defines Vision Zero and provides an overview of the project and Action Plan

**Commitment to Zero** – Chapter 2 defines the City's commitment to reducing Fatal and Serious Injury (FSI) crashes and how to do so with the Safe System Approach.

**Community Engagement** – Chapter 3 describes the community engagement process that supported the development of the Action Plan.

**Crash Trends** – Chapter 4 provides an overview of crash history and risk in West Sacramento and identifies the High Injury Locations map.

**Safety Countermeasures and Design Treatments Toolbox** – Chapter 5 introduces specific countermeasures to improve safety in West Sacramento.

**Priority Locations** – Chapter 6 describes the prioritization process and identifies the prioritized safety locations.

**Actions to Zero** – Chapter 7 lists the actions identified to reduce traffic fatalities and serious injury crashes in West Sacramento.

**Implementation** – Chapter 8 identifies the Action Plan's Top 6 near-term Vision Zero Projects and how to track the Plan's progress.

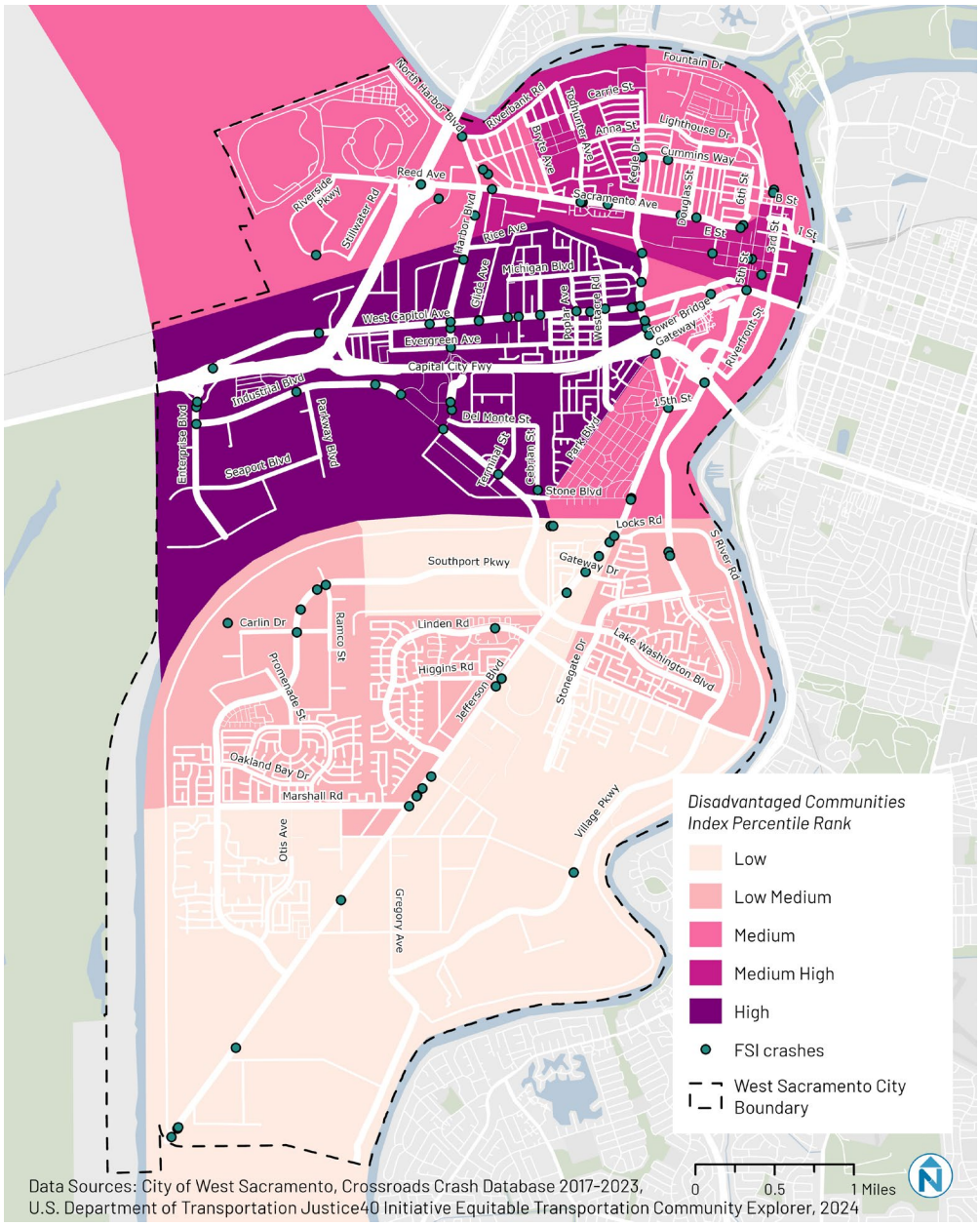
# Key Traffic Safety Findings

This plan analyzed crash data and road characteristics to understand the safety conditions within the city. The community and city staff shared their experiences as people who walk, roll, bike, drive, and manage the streets of West Sacramento and provided input on improvements that could be made to the roadways and policies of the city.

- While people driving motor vehicles were far more likely to be involved in crashes, people walking, biking, and driving motorcycles (who are defined as vulnerable road users, or VRUs) were much more likely to die or be seriously injured when involved in a crash.
- People aged 20-24 years and 25-29 years represent 26% of FSI crashes.
- Males are overrepresented in FSI crashes.
- Crashes are more prevalent in the latter half of the week and at dusk or dark.
- Over half of FSI crashes (63%) occur in a disadvantaged community[1], as seen in the graphic below.

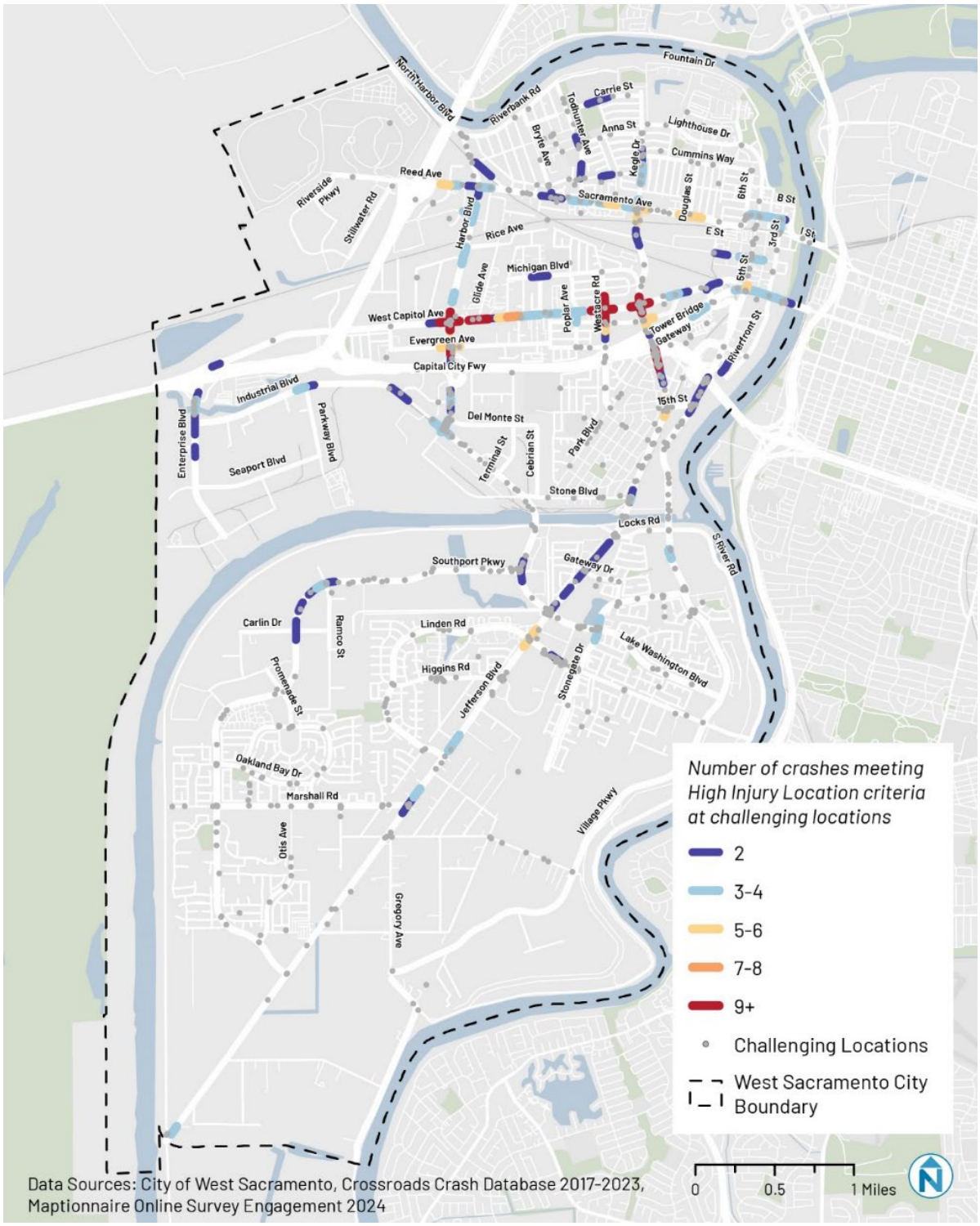
[1] For the Action Plan, a disadvantaged community is defined as a geographic area that experiences a combination of economic, social, and environmental burdens, leading to disproportionate negative impacts. Both the US Department of Transportation Justice 40 Initiative and California's SB535 CalEnviroScreen were used in the plan to identify West Sacramento's disadvantaged communities.

- Most of the FSI crashes involving VRUs occurred in disadvantaged communities (86% pedestrian-involved, 85% bicyclist-involved, 56% motorcyclist-involved).




- "Driving under the influence", "traffic signs and signals", "automobile right of way violation", and "pedestrian violations" were among the top primary collision factors.
- From the community survey, primary concerns were unsafe drivers, lack of pedestrian and bicyclist infrastructure and amenities, and safety for school-age children walking and bicycling on West Sacramento streets.
- 70% of FSI crashes occur on just 3.5% of West Sacramento streets.

- 79% of street segments identified in the analysis as high injury locations (HILs) overlapped with locations identified as challenging by the public, as seen in the graphic below.



# The Road to Safety

Achieving a future without FSI outcomes from crashes requires a systemic approach and commitment to action. Based on input from staff, stakeholders, and community members, the Vision Zero Action Plan identifies a network of HILs throughout the city, potential priority corridors for safety improvements and six projects that can be acted on in the near-term. The Plan also outlines a set of goals, strategies, and actions for the city and partners to take to shift the safety paradigm and create a safe transportation system for West Sacramento residents and visitors who travel in many different ways. Importantly, it is a commitment to transportation safety by the City of West Sacramento, as approved by the City Council.

# Commitment

**The City of West Sacramento is committed to a 50% reduction in the number of FSI crashes per 100,000 residents by 2035, with the eventual goal of zero in 2050.**

This population-adjusted goal equates to fewer than 13.38 FSI crashes per 100,000 residents, or seven or fewer FSI based on West Sacramento's current population of approximately 55,000.

*"We are happy to have attended the workshops, and we can really see that the city is taking this very seriously. Thank you for including us and considering our opinions on these matters. It means a lot."*

# 1 INTRODUCTION

The Vision Zero Action Plan is a blueprint for eliminating traffic-related deaths and serious injuries in West Sacramento.

## WHAT IS VISION ZERO & WHY IS IT IMPORTANT?

From 2017 to 2023, traffic crashes on West Sacramento streets claimed 29 lives and seriously injured 117 more victims. Each of these incidents left lasting trauma for families, friends, and communities. This Action Plan begins with a simple, urgent premise: no one should die or be seriously injured while moving through their city.

Vision Zero is a global transportation safety initiative committed to developing programs, practices, and projects that prioritize the safety of all street users and bring communities closer to a target of zero life-changing or fatal traffic crashes. The Vision Zero process acknowledges that to achieve zero fatalities on our roads, the Safe Systems Approach should be employed. At the very foundation of the Safe Systems Approach is a recognition that humans will make mistakes and that bodies have physical limits for crash tolerance. However, death is not inevitable if we anticipate mistakes and manage risk through roadway design and management, safety-forward policies and shared responsibility through a culture of safety.

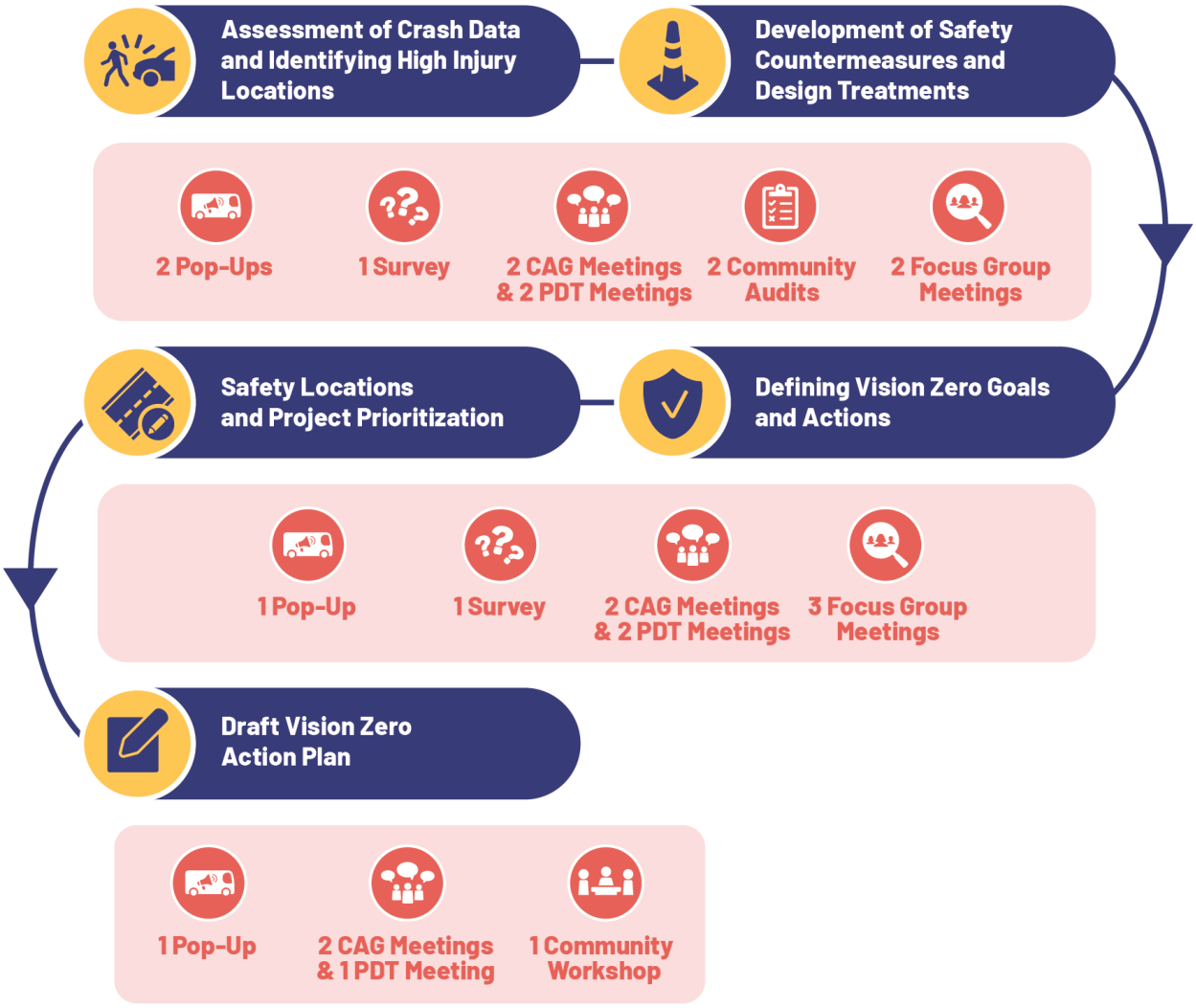
## AN ACTION PLAN FOR WEST SACRAMENTO

Safer streets in West Sacramento are possible, but making streets safer requires collective responsibility and action. The many actions needed to achieve this vision will require everyone – from City leadership to every street user – to make safer choices. This Vision Zero Action Plan is a commitment towards reducing traffic fatalities and serious injuries to zero. The Plan identifies a host of actions to create a truly safe transportation system for West Sacramento residents and visitors who travel in many different ways.

# Vision Zero Action Plan Process

The West Sacramento Vision Zero Action Plan is data- and community-driven at its core, responding to the actual safety experiences and priorities of West Sacramento with proven safety interventions. The Plan development was guided by community input from the public, an external volunteer resident Community Advisory Group (CAG), and an internal Project Development Team (PDT) made up of representatives from various city departments. The diagram below provides a high-level overview of this process, which began in early 2024 (Figure 1).

Figure 1: Plan Development Process



# 2 COMMITMENT TO ZERO

The West Sacramento Vision Zero Action Plan is an ambitious response to the serious and fatal injury traffic crashes that affect people living, working, and visiting the city each year. Achieving zero traffic deaths will take a shared commitment from everyone—city partners, community members, and all who use West Sacramento's streets.

## TOWARDS A SAFE SYSTEM IN WEST SACRAMENTO

To achieve the vision of zero deaths, federal, state and local transportation agencies across the United States and the globe have adopted the Safe System Approach, a paradigm shift for street safety (Figure 2). Unlike traditional road safety strategies that focus on modifying human behavior to prevent all crashes, the Safe System Approach refocuses system design and operation on anticipating human mistakes and lessening impact forces to reduce crash severity and save lives. There are six principles that form the basis of the Safe System Approach, including:

- **Traffic deaths are unacceptable.** Death and serious injury are unacceptable outcomes of using the roadway system. Vision Zero advocates a system-wide approach to reduce the frequency and severity of collisions.
- **People make mistakes.** Humans make mistakes, so we need to design roads and modify how people operate so our mistakes don't lead to serious injury or death.
- **Bodies are vulnerable.** Humans are vulnerable, so Vision Zero actions need to reduce the transfer of energy from cars onto people in crashes.
- **We're in this together.** Safety is a societal responsibility, not limited to the people who travel on the roadways. It includes the people who plan, design, build, operate and maintain roads, as well as vehicle manufacturers, law enforcement, emergency responders, and post-crash personnel.
- **Safety is about being proactive.** Actions can be taken to prevent crashes from occurring in the first place, based on understanding crash and user history and characteristics and developing policies, programs, and countermeasures that address crash risks.
- **Redundancy is essential.** Safety measures must be designed so that if one part of the system fails, another is in place to keep road users safe.

Figure 2: FHWA Safe System Approach



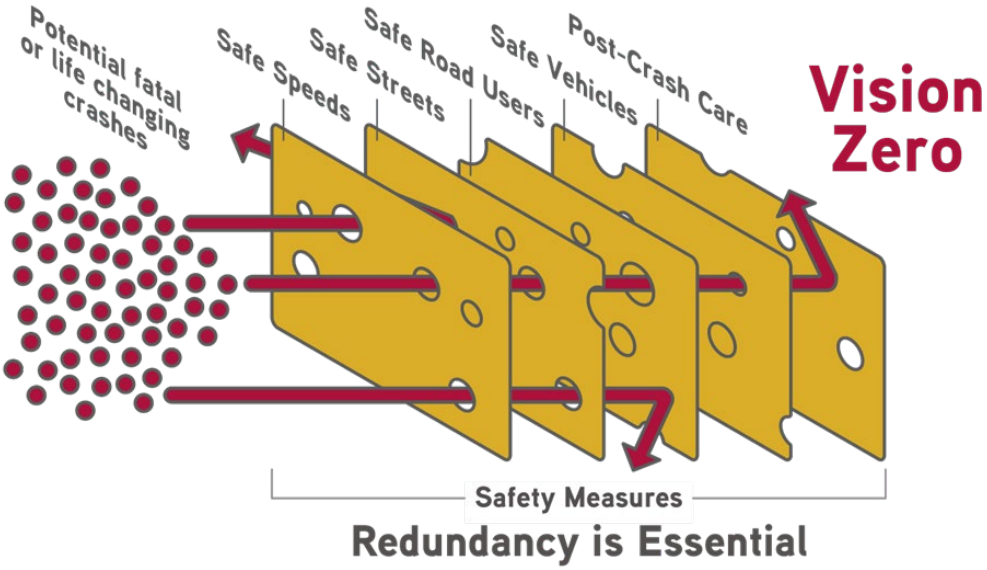

Source: FHWA.

# Elements of a Safe System

Implementing the Safe Systems Approach requires five Safe System elements that together add layers of protection and shared responsibility to promote a holistic approach to safety for road users (Figure 3). The Safe System elements are the following:

1. **Safe Speeds:** The risk of death or serious injury increases with increased speeds. Reducing speeds can accommodate human injury tolerances in three ways: reducing impact forces, providing additional time for drivers to stop, and improving visibility.
2. **Safe Roads:** Designing to accommodate human mistakes and injury tolerances can greatly reduce the severity of crashes that do occur. Examples include physically separating people traveling at different speeds, providing dedicated times for different users to move through a space, and alerting users to hazards and other road users.
3. **Safe Road Users:** The Safe System Approach addresses the safety of all road users, including those who walk, bike, drive, roll, ride transit, and travel by other modes.
4. **Safe Vehicles:** Vehicles are designed and regulated to minimize the occurrence and severity of collisions for those inside and outside of vehicles using safety measures that incorporate the latest technology.
5. **Post-Crash Care:** When a person is injured in a collision, they rely on emergency first responders to locate them, stabilize their injury, and transport them to medical facilities quickly. Post-crash care also includes forensic analysis at the crash site and traffic incident management.

Figure 3: Safe System Elements



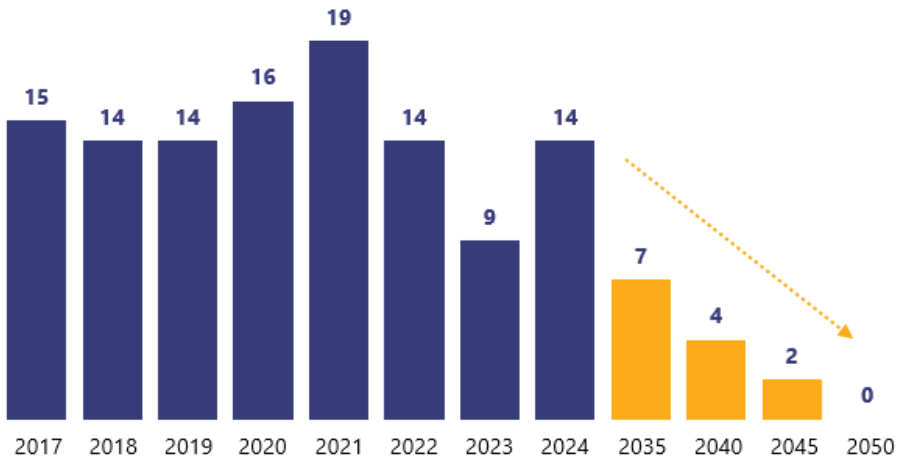

Source: Nelson\Nygaard

# VISION ZERO GOALS

**The City of West Sacramento is committed to a 50% reduction in the number of FSI crashes per 100,000 residents by 2035, with the eventual goal of zero in 2050.**

This population-adjusted goal equates to fewer than 13.38 FSI crashes per 100,000 residents, or seven or fewer FSI based on West Sacramento's current population of approximately 55,000.

Figure 4: FSI Crash Reduction Goal




In addition to the FSI reduction over time (This population-adjusted goal equates to fewer than 13.38 FSI crashes per 100,000 residents, or seven or fewer FSI based on West Sacramento's current population of approximately 55,000.

Figure 4), the city is committed to five broad Vision Zero goals (Figure 5). These goals were developed with insights from the project's CAG and PDT, the community at large, and what was learned from West Sacramento's crash history to ensure the city's move towards safer streets for all people.

Figure 5: Vision Zero Goals




*"When I moved to West Sacramento, I was very used to commuting via bicycle. To cross from the southern part of the city to the northern part is a challenge. Harbor, Jefferson, or Westacre are very challenging because of traffic. These are places I've had scares on my bicycle, which creates barriers to travel. It doesn't feel safe to ride bicycles through these large boulevards"*

# 3 COMMUNITY AND CITY INVOLVEMENT

A plan for change within a community is challenging to implement without support of those who live and work there. The Vision Zero Action Plan was shaped by the people of West Sacramento, who desire safe streets for all road users, particularly those most vulnerable.

An equity-centered engagement strategy was developed to ensure the Vision Zero Action Plan authentically reflects community needs and priorities. Activities and outreach methods prioritized engaging communities who have been historically excluded from planning processes, such as monolingual communities (particularly Spanish and Russian-speaking communities), low-income households, youth, older adults, and Black, Indigenous and Person of Color-identifying individuals.

## Community Advisory Group (CAG)

A nine-member volunteer CAG made up of representatives of West Sacramento diverse populations, with emphasis on representation from the City's disadvantaged communities, reviewed and updated the project engagement strategy.

Throughout the project, the CAG oversaw the Vision Zero Action Plan's development and ensured the process was rooted in community priorities. CAG members:

- Provided guidance and feedback to the project team about community values and needs
- Shared best practices and locations for engagement and promoted events within the community
- Shared information and promoted events with their networks and peers
- Ensured that the crash analysis incorporated community experiences
- Informed the development of the project goals and strategies, project prioritization process, and priority projects
- Attended up to 8 meetings/workshops held throughout the project, from April 2024 to September 2025

# Phases of Engagement

Engagement occurred in three phases. Phase 1 focused on building relationships, understanding concerns and listening to potential solutions. Phase 2 focused on gathering feedback on the draft prioritization matrix citywide and from the above-identified communities while also considering the CAG's suggestions on outreach. Phase 3 provided community members and the CAG an opportunity to review and give input on this plan before its adoption. A summary of the engagement strategy, activities, and feedback received during each phase is outlined below.

**Some engagement locations:**

- Westfield Village Elementary
- Sacramento Senior Resources Fair
- Sacramento City College
- Resources for Independent Living
- Washington Adult School
- NorCal Resist – Seeds of Solidarity Mutual Aid Farm
- Arthur R. Turner Community Library

## Phase I

Phase 1 of engagement focused on soliciting community input on traffic safety through different activities and events including two pop-ups attended by 100+ people, two community walking audits, and two stakeholder interviews (focus groups) with priority groups identified as young adults (ages 20-29) and youth (under 17 years old). Between April and June 2024, a community survey was also circulated amongst residents and visitors of West Sacramento to ask about traffic safety concerns. It included mapping exercises to identify places the public felt unsafe or experienced near misses. The survey was provided in English, Spanish, and Russian, and received 491 responses.

The following themes emerged through Phase 1 Engagement:

- Drivers travel too fast for pedestrian comfort or sense of safety.
- Bike and pedestrian travel lanes are unprotected and too close to traffic.
- Conditions around school sites lack adequate infrastructure like sidewalks, bike lanes, or crosswalks and both driver's and students "do not pay attention" during drop-off and pick-up times.
- Sidewalk and bike lane network connectivity is inconsistent.
- There is a desire for safer pedestrian crossings including lights, high visibility crosswalks, and shorter crossing distances.
- Poor sidewalk conditions are challenging for users of mobility devices.
- Many pedestrians are concerned with driver behavior including speeding and ignoring traffic signals when turning or not giving pedestrians the right-of-way even when in the crosswalk.

## Phase 2

The purpose of Phase 2 engagement was to gather feedback on the draft prioritization framework of the Action Plan, with a focus on ensuring that historically underrepresented

communities were included in the development of projects, strategies, and countermeasures. The effort consisted of three stakeholder interviews, one pop-up, and a community feedback survey that received 79 responses between January and February 2025. The following themes emerged through the collective Phase 2 Engagement efforts:

- The goals, strategies, and actions align with the community's values as they pertain to the desires for achieving safer streets.
- The draft priority location map resonates with people's perceptions of safe and unsafe locations.
- Children and school zones, as was discovered in Phase 1 efforts, continue to be desired as priority populations to improve safer transportation systems for.
- As a direct result of engagement with parents at Westfield Village Elementary, School Bus Stops were added to the proximity to transit stops safety metric.
- The desire for the most basic pedestrian transportation amenities such as safe crosswalks, enhanced pedestrian cross signals, and lighting continue to transcend age and racial boundaries.

### Phase 3

Phase 3 of engagement focused on soliciting final feedback on the draft final plan from the CAG and community members. The draft final plan was posted to the city's project website for thirty (30) days, along with the executive summary in English, Spanish, and Russian. A video was also posted to the website that educated the public on how to review the plan and provide public comment. Additionally, a community workshop was held to provide a forum for discussion of the plan's countermeasures and actions. The CAG held two meetings during this period. One meeting focused on gathering input on the draft final plan, while the final meeting coincided with the City Council meeting where the plan was adopted. CAG members were educated on how to provide public comment during a City Council meeting, should they feel compelled to do so to discuss the plan or other topics in the future.

## Project Development Team (PDT)

In addition to community participation and support, involvement by staff from across city departments was critical to ensure understanding and implementation of the Vision Zero goals, strategies and actions. The PDT was made up of representatives from the City Manager's Office and Departments across the city, including Capital Projects, Community Development, Economic Development and Housing, Finance, Fire, Police, and Public Works. The PDT met five times across the project timeline. Like the CAG, members provided input on the project analyses and informed the project priorities and the actions that will shape the city's Vision Zero approach and culture of safety going forward. Members of the PDT will be tasked with implementation of the Vision Zero projects, strategies and actions identified in this plan (becoming a Vision Zero Implementation Team).

# 4 CRASH TRENDS

The Vision Zero Action Plan is informed by police-reported crash data covering the years of 2017 through 2023 and an analysis of crash risk based on the characteristics of past crashes. In this seven-year period, there were a total of **101 FSI crashes.** In those 101 crashes, **29 people died** and **117 people were seriously injured.** Each death and life-altering injury also changes the lives of their loved ones and other people involved in the crash forever.

## DEFINING VULNERABLE ROAD USERS

People are more vulnerable when traveling by some modes of transportation than others. People walking, using a wheelchair or other mobility device, riding a bicycle, or driving a motorcycle are much less protected than those traveling in motor vehicles and are more likely to be fatally or seriously injured when crashes occur because of this lack of protection. Users of these modes are defined as **vulnerable road users, or VRUs**. In conformity with the California 2020-2024 Strategic Highway Safety Plan[2], this Plan emphasizes VRUs to ensure it assesses and identifies safety improvements for these users.

## A FOCUS ON FSI CRASHES

The Federal Highway Administration (FHWA) Safe System Approach emphasizes that while no crash is desirable, crashes that result in death or serious injuries are unacceptable and preventable. The Safe System Approach also acknowledges that humans make mistakes that lead to crashes, but that these crashes do not have to be fatal or lead to serious injuries. With these two principles in place, the crash analysis presented in this plan primarily focuses on FSI crashes to help West Sacramento identify the risks associated with these crashes to prevent them from happening in the future.

## SUMMARY OF CRASH TRENDS

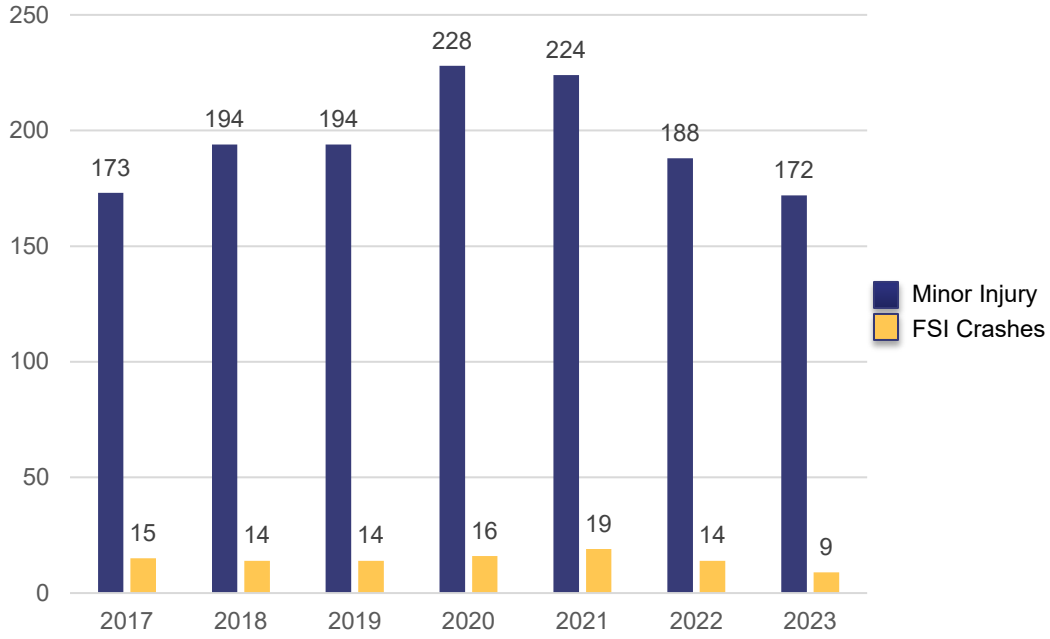
The following analysis reviews the who, when, where, and why of historical crash data in West Sacramento. Crash data was analyzed through multiple lenses, including mode and severity of injury, with a particular focus on crashes that resulted in death or serious injury.

[2] https://dot.ca.gov/-/media/dot-media/programs/safety-programs/documents/shsp/2023-shsp-full-report-2020-2024-a11y.pdf

# Who is Involved in Crashes?

In the seven-year period of 2017-2023, there were a total of **101 FSI crashes** (Figure 6). In those 101 crashes, **29 people died and 117 people were seriously injured.**

Figure 6: All Injury Crashes in West Sacramento 2017-2023




## Mode of Travel

**FSI Crashes by Mode and Victims of the Crashes between 2017-2023** included:
42 Motor Vehicle Crashes (82 people)
29 Pedestrian Crashes (31 people)
17 Motorcycle Crashes (20 people)
13 Bicycle Crashes (13 people)

**People walking, biking, and driving motorcycles** were much more likely to die or be seriously injured in crashes. These VRUs make up over half (59%) of FSI crashes. While people driving motor vehicles were far more likely to be involved in crashes, they were less likely to be killed or seriously injured than pedestrians, motorcyclists, and bicyclists that were involved in crashes. Additionally, while motor vehicles crashes had the highest total number of FSI victims, only 6% of people in motor vehicles during a crash suffered a fatal or serious injury. In contrast, 22% of pedestrians, 29% of motorcyclists and 10% of bicyclists involved in crashes suffered a fatal or serious injury (Figure 7).

Figure 7: All Injury Crashes by Victim and Mode 2017-2023

| Mode | People in All Injury Crashes | People Injured in Non-FSI Crashes | People in FSI Crashes | % of People Injured in Non-FSI Crashes | % of People in FSI Crashes |
|---|---|---|---|---|---|
| Pedestrian | 141 | 110 | 31 | 78% | 22% |
| Bicycle | 135 | 122 | 13 | 90% | 10% |
| Motor Vehicle | 1,471 | 1,389 | 82 | 94% | 6% |
| Motorcycle | 68 | 48 | 20 | 71% | 29% |

## Age

**People aged 20-24 years and 25-29 years represent 26% of FSI crashes** and are disproportionately represented in the crashes compared to their West Sacramento population share (each approximately 7% of the city's population).

## Gender

**Males are overrepresented in FSI crashes (74%)** compared to their share of the West Sacramento population (49%).

# When and Where Do Crashes Occur?

Most FSI crashes (59%) happened in the latter half of the week on **Thursday, Friday, and Saturday.**

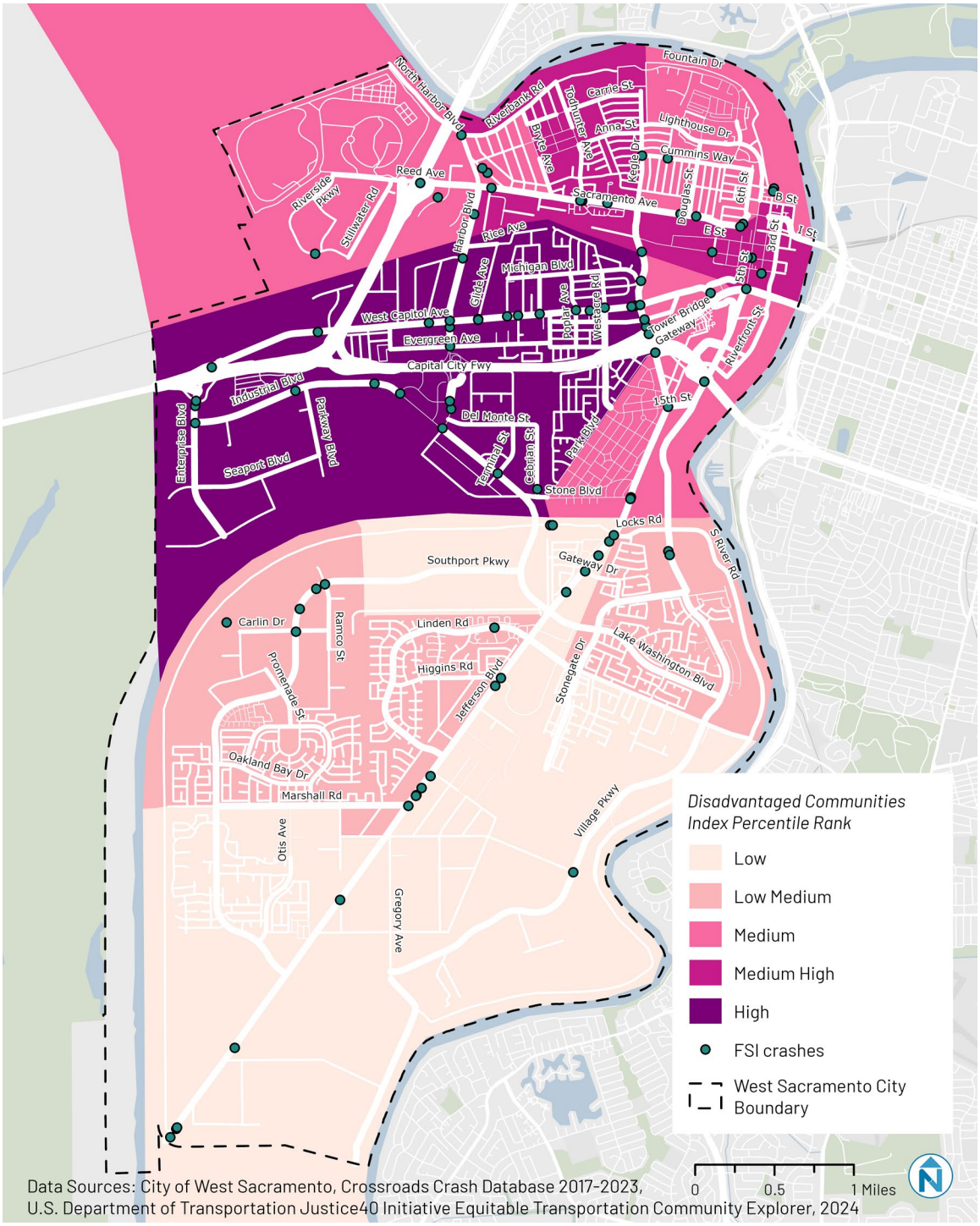
Just under half of FSI crashes (43%) took place in the evening between **6 p.m. and midnight.**

A greater number of FSI crashes occur in lighting conditions classified as **dark or dusk.**

Crashes were more frequent and dangerous on roadways with a **posted speed at or above 35 miles per hour (mph)**, and on **higher volume** roadways. These roads make up a smaller percentage of road miles in West Sacramento but carry a more severe crash risk**.**

Over half of FSI crashes (63%) occur in a **disadvantaged community**. Most of the FSI crashes involving VRUs (86% pedestrian-involved, 85% bicyclist-involved, 56% motorcyclist-involved) occurred in disadvantaged communities (Figure 8).

Figure 8: West Sacramento FSI Crashes and USDOT Disadvantaged Communities Index



# Why Do Crashes Occur?

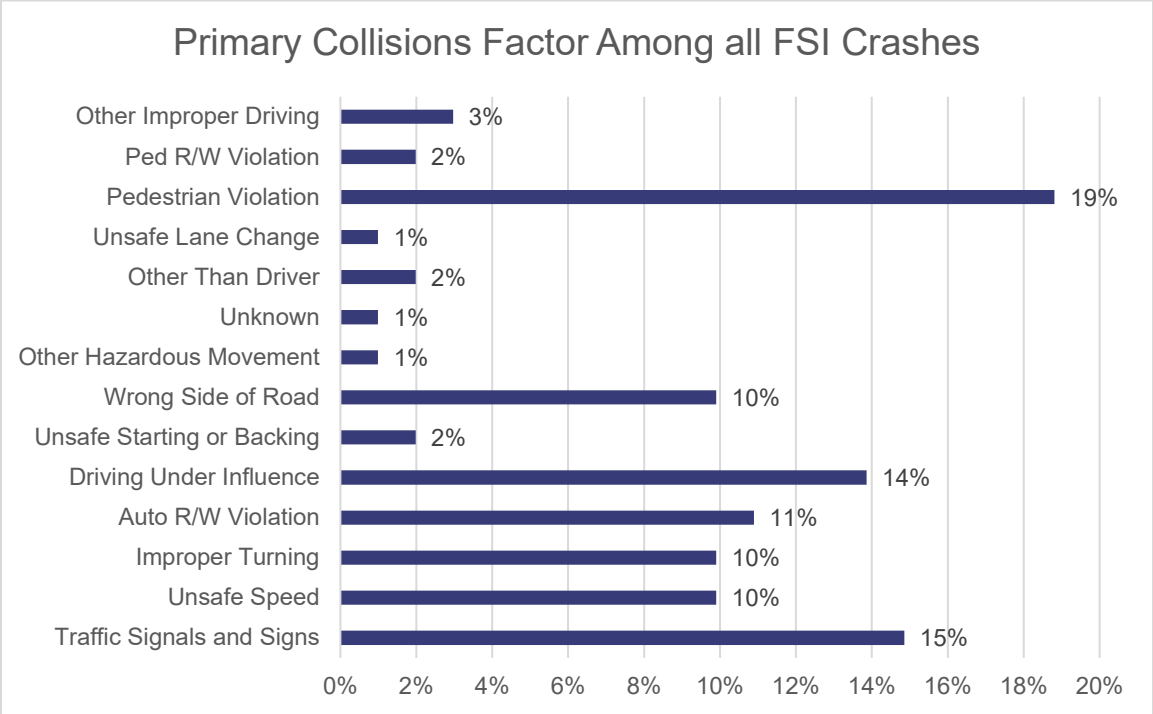
A primary collision factor is the one element or driving action that in the reporting officer's opinion best describes the primary or main cause of the collision (i.e., if the factor had not occurred, the collision would not have occurred). Figure 9 illustrates the primary collision factors for all FSI crashes in West Sacramento from 2017-2023.

**Driving under the influence** was the primary collision factor for 14% of all FSI crashes and 20% of FSI crashes involving a motor vehicle (28 FSI).

**Traffic signals and signs violation**[3] and **automobile right of way violation**[4] were cited as the primary collision factor for over a quarter (26%) of all FSI crashes, particularly those crashes involving people riding motorcycles and bicycles.

**Pedestrian violation**[5] was the most often cited primary collision factor among all FSI crashes (19%) and of the FSI crashes involving a pedestrian.

**Figure 9: Primary Collision Factor for All FSI Crashes, 2017-2023**




[3] A traffic signals and signs violation is when either party fails to obey a traffic signal or sign.

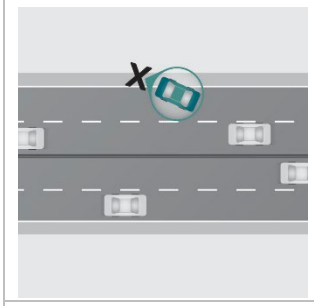
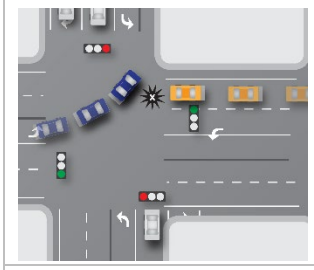
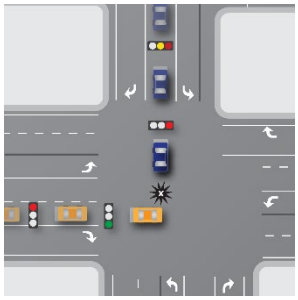
[4] An automobile right of way violation indicates failure to yield to a driver who has right of way.

[5] A pedestrian violation means the reporting officer found the pedestrian to have made an action in violation of the right-of-way.

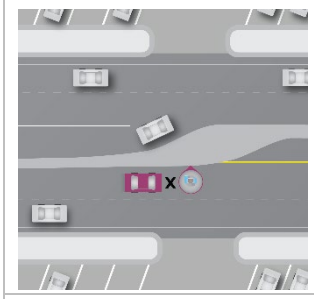
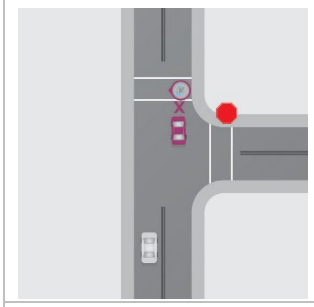
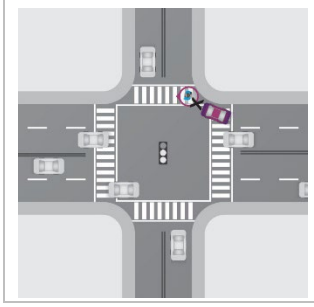
# What Are the Most Common Movements of Parties Involved in FSI Crashes?

Understanding the movements that those involved in a crash make just before the crash can help to identify solutions, or countermeasures, that may prevent and/or reduce the severity of crashes. In West Sacramento, the following movements were most common in FSI crashes:

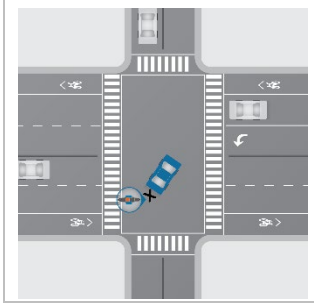
## Motor Vehicle FSI Crashes

| | |
|---|---|
|  | **10 FSI Crashes** – The driver of a motor vehicle ran off the road. |
|  | **6 FSI Crashes** – The driver of a motor vehicle making a left turn while another driver was proceeding straight. |
|  | **5 FSI Crashes** – The drivers of motor vehicles were both proceeding straight. |

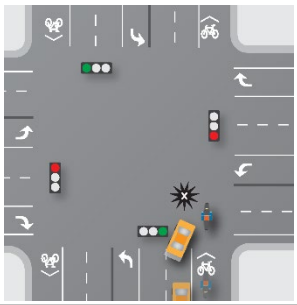
## Pedestrian-Involved FSI Crashes

| | |
|---|---|
|  | **14 FSI Crashes** – A pedestrian was hit by a driver of a motor vehicle when not crossing in a crosswalk. |
|  | **2 FSI Crashes** – A pedestrian was crossing in a crosswalk at an intersection and a driver of a motor vehicle proceeded straight |
|  | **2 FSI Crashes** – A pedestrian was crossing in a crosswalk at an intersection, and a driver of a motor vehicle made a right turn |

## Motorcycle-Involved FSI Crashes

| | |
|---|---|
|  | **5 FSI Crashes** – A motorcyclist was proceeding straight, and a driver of a motor vehicle was turning left. |

# Bicycle-Involved FSI Crashes

| | |
|---|---|
|  | **7 FSI Crashes** – A bicyclist and the driver of a motor vehicle were proceeding straight. |
|  | **2 FSI Crashes** – A bicyclist was proceeding straight, and a driver of a motor vehicle was turning right. |

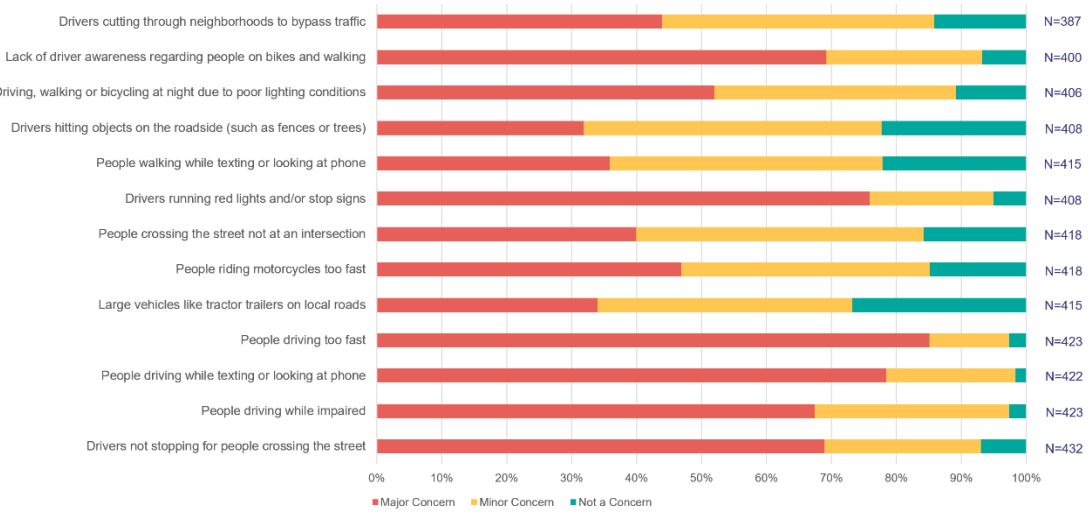
# Community Input on Traffic Safety

The survey conducted during Phase I engagement also highlighted traffic safety concerns from the community's perspective. Key takeaways related to safety concerns included unsafe drivers, lack of pedestrian and bicyclist infrastructure and amenities, and safety for school-age children walking and bicycling on West Sacramento streets.




Survey respondents identified some specific major and minor concerns related to traffic safety as well (Figure 10). Among survey respondents, over 97% were most concerned about "People driving while impaired" and "People driving too fast". Over 90% of respondents have concerns about the "visibility at intersections or driveways", "quality of sidewalks/walkways", "street lighting at night", and "sidewalk lighting at night". Meanwhile, few respondents feel safe crossing West Sacramento streets or believe it is safe for school-age children to walk and bike along streets.

Figure 10: Survey Responses Related to Traffic Safety Concerns



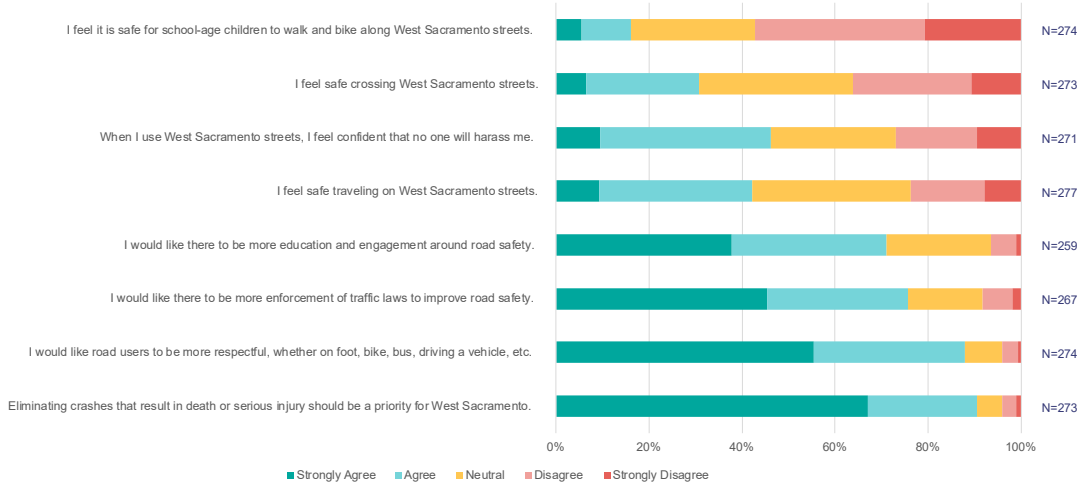
**“NO sidewalks. Lack of crosswalk infrastructure in the south side of town.”**

**“People swerve in and out of the other lane to avoid all the potholes in the roads.”**

**“NO lights leading to the city park… it’s scary for children to cross and very unsafe for all.”**

The survey results in Figure 11: Survey Responses to Level of Agreement for Statements Related to Traffic Safety show how the concerns shown in Figure 10 make them feel about the streets. Figure 11 also shows that the respondents strongly support Vision Zero goals. Over 90% agree with the statement, “Eliminating crashes that result in death or serious injury should be a priority for West Sacramento.”

Figure 11: Survey Responses to Level of Agreement for Statements Related to Traffic Safety




# HIGH INJURY LOCATIONS (HILs)

Traffic safety is a community-wide issue; however, FSI crashes are not evenly dispersed across West Sacramento. Some street segments and intersections experience a higher number of FSI and VRU crashes, indicating the presence of conditions that may lead to recurring safety issues. These locations are called High Injury Locations, or HILs. Identifying these HILs, along with High-Risk Locations (HRLs, which will be discussed later in the plan), can help the city focus improvements in key problem areas that can have the biggest impact on improving transportation safety in the community.

# Defining HILs

Street segments and intersections were identified as HILs if the following crash conditions existed:

- There were 2 or more FSI crashes involving motor vehicles only; or
- There were 2 or more FSI and minor crashes involving VRUs.

# HIL Summary

**70% of FSI crashes occur on just 3.5% of West Sacramento streets** (Figure 12).

The HILs represent:

- 76% of pedestrian FSI crashes
- 77% of bicycle FSI crashes
- 78% of motorcycle FSI crashes
- 61% of motor vehicle FSI crashes

***Among the street segments comprising the HILs, 79% of these segments overlapped with locations identified as challenging by the public (Figure 13).***

Figure 12: HILs

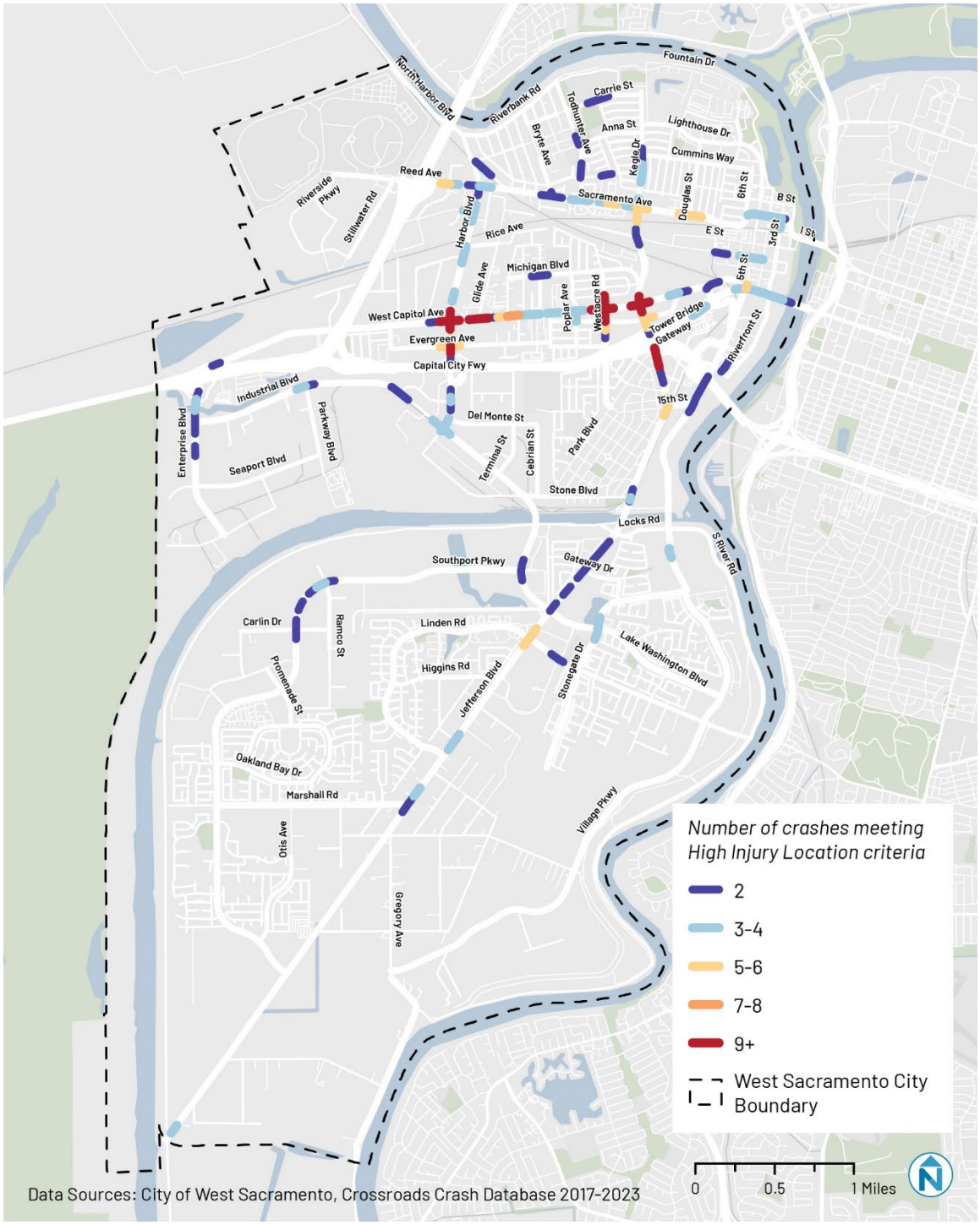
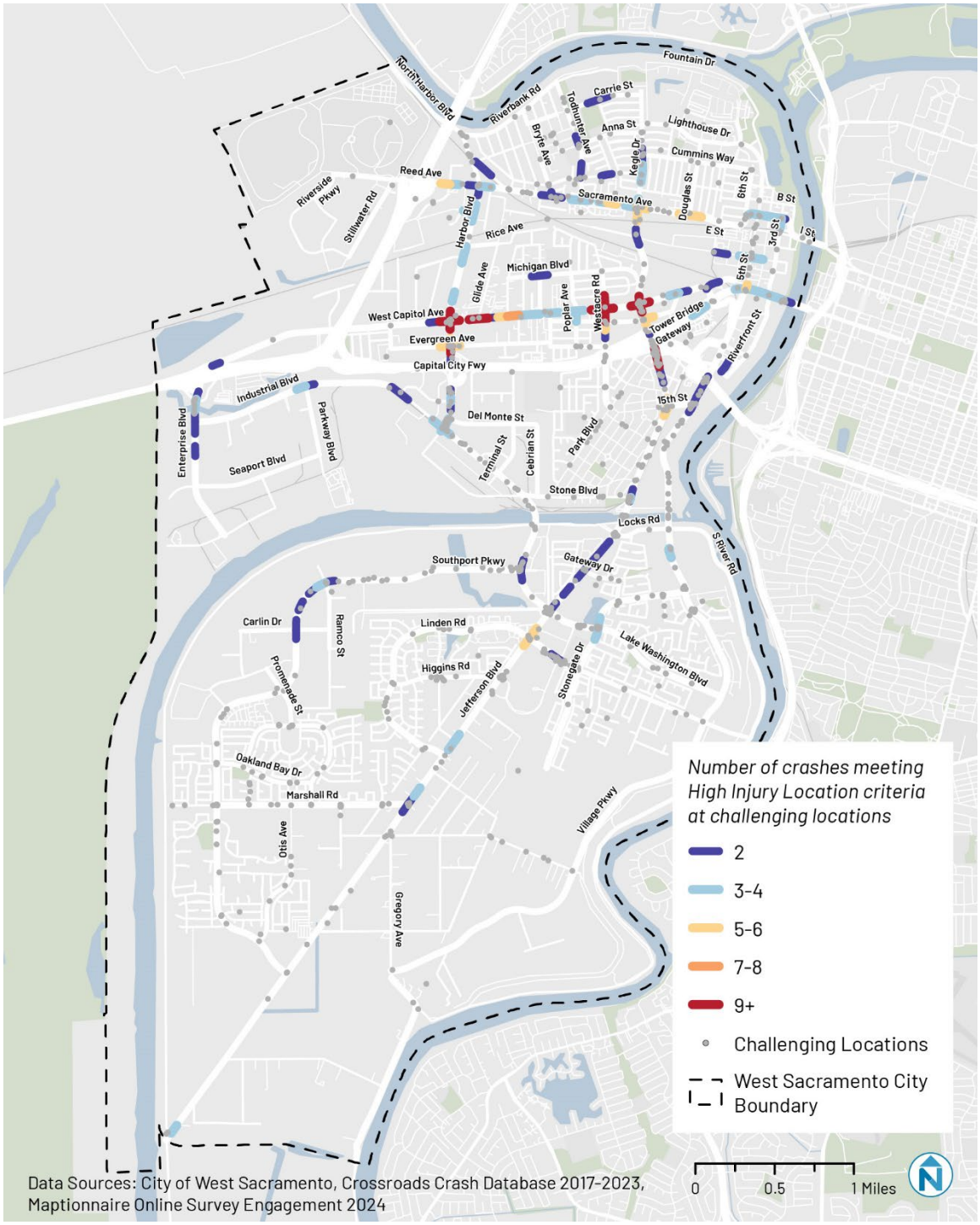


Figure 13: HILs and Community-Identified Challenging Locations



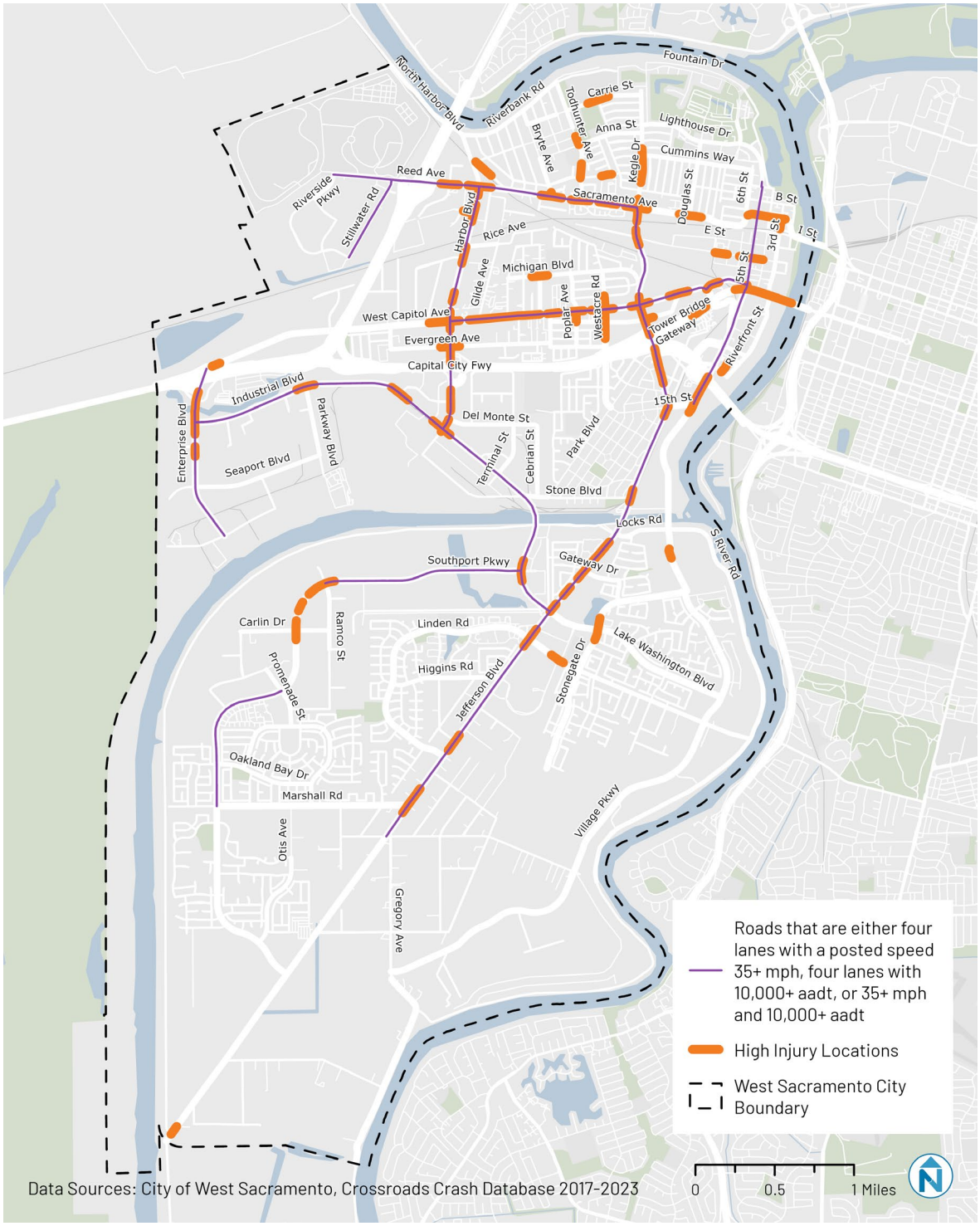
# HIGH RISK LOCATIONS (HRLS)

Proactive safety planning is not just based on examining where crashes have historically occurred. It also involves looking at the characteristics of those locations and seeing if they are present elsewhere in the community. The goal is to stop crashes from occurring where they already have and prevent them from happening at locations with similar characteristics—what we call HRLs—through proactive improvements based on the crashes that occurred at the historical crash locations.

Not surprisingly, roadway segments with four or more lanes, posted speeds of 35 mph or higher and daily traffic volumes exceeding 10,000 average annual daily traffic share characteristics with FSI crash locations. Additionally, a review of FSI crashes at intersections reveal they typically involved at least one roadway identified by the city as a principal arterial[6], and more than 50% occurred at signalized intersections (Figure 14). This information on HRLs can help the city to further prioritize transportation safety improvements on existing streets. It can also inform roadway design for new development in terms of reducing conflicts between road users through separation in time (e.g., protected left turns) or space (e.g., sidewalks and protected bicycle lanes).

[6] Street Classification | City of West Sacramento

Figure 14 Relation between High Risk and High Injury Locations



# 5 SAFETY COUNTERMEASURES AND DESIGN TREATMENTS TOOLBOX

Safety Countermeasures refer to solutions that are designed to reduce the severity of crashes or prevent them altogether by addressing the primary collision factors and the characteristics of crashes. Countermeasures address specific safety issues such as speed management, turning movements, or road user awareness. The Vision Zero Action Plan includes a Safety Countermeasures and Design Treatments Toolbox created to support West Sacramento's Vision Zero goals.

# TOOLBOX OVERVIEW

The Vision Zero Safety Countermeasures and Design Treatments Toolbox provides an overview of infrastructure improvements that are demonstrated to address the primary collision factors and common characteristics of FSI crashes in West Sacramento. The main sources for the countermeasures toolkit include the Federal Highway Administration (FHWA)'s Proven Safety Countermeasures[7], and other guidance such as FHWA Crash Modification Clearinghouse[8] and Caltrans Pedestrian Safety Countermeasures Toolbox[9].

The countermeasures identified in the Toolbox can be used in a variety of settings and locations across the city and are consistent with many of the countermeasures used in the city's former Residential Traffic Calming Program (dormant since 2008).

The toolbox provides countermeasures under the following six categories:

- Awareness, Signs & Markings (Figure 15)
- Pedestrian Crossings (Figure 16)
- Signals, Timing & Phasing (Figure 17)
- Intersection Design (Figure 18)
- Roadway Design (Figure 19)
- Speed Management (Figure 20)

Examples of countermeasures in each category are provided below. The full Toolbox with details on the application and effectiveness of each countermeasure can be found on the city's website.

[7] https://highways.dot.gov/safety/proven-safety-countermeasures

[8] https://cmfclearinghouse.fhwa.dot.gov/

[9] https://dot.ca.gov/-/media/dot-media/programs/safety-programs/documents/ped-bike/caltrans-ped-safety-countermeasures-toolbox-a11y.pdf

Figure 15: Awareness, Signs & Markings



**Backplates with Retroreflective Borders**

Photo credit: Nelson\Nygaard




**Red Light Cameras**

Photo credit: Unknown



**Enhanced Delineation for Horizontal Curves**

Photo credit: FWHA



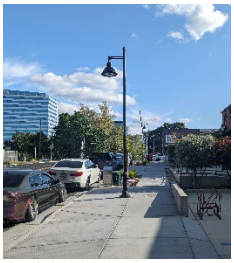
**Wider Edge Lines**

Photo credit: Nelson\Nygaard



**Rumble Strips**

Photo credit: Nelson\Nygaard



**Street Lighting**

Photo credit: Nelson\Nygaard

Figure 16: Pedestrian Crossings



**High Visibility Crosswalk**

Photo credit: West Sacramento



**Curb Extension**

Photo credit: West Sacramento



**Median & Pedestrian Refuge Island**

Photo credit: West Sacramento



**Pedestrian Hybrid Beacon**

Photo credit: Nelson\Nygaard



**Rectangular Rapid Flashing Beacon**

Photo credit: Nelson\Nygaard



**Raised Crosswalk**

Photo credit: Nelson\Nygaard

Figure 17: Signals, Timing & Phasing




**No Right Turn on Red**

Photo credit: Nelson\Nygaard



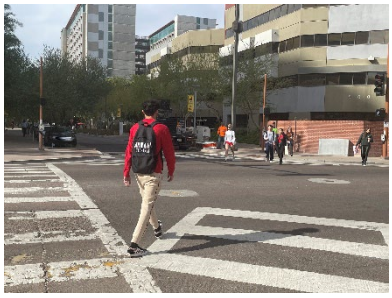

**Protected Left Turn**

Photo credit: Nelson\Nygaard



**Leading Pedestrian Interval**

Photo credit: Nelson\Nygaard



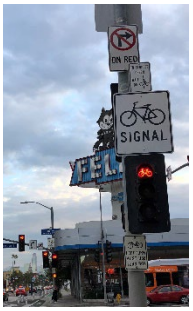
**Exclusive Pedestrian Phase**

Photo credit: Nelson\Nygaard




**Coordinated Signal Timing ("Green Wave")**

Photo credit: Unknown




**Bicycle Signal Phase**

Photo credit: Nelson\Nygaard

Figure 18: Intersection Design



**Intersection Daylighting**

Photo credit: Nelson\Nygaard



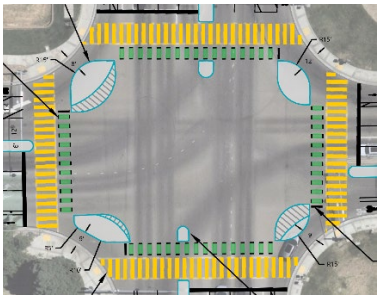
**Dedicated Left or Right Turn Lanes**

Photo credit: West Sacramento



**Roundabout**

Photo credit: Nelson\Nygaard



**Protected Intersection**

Photo credit: Nelson\Nygaard

Figure 19: Roadway Design



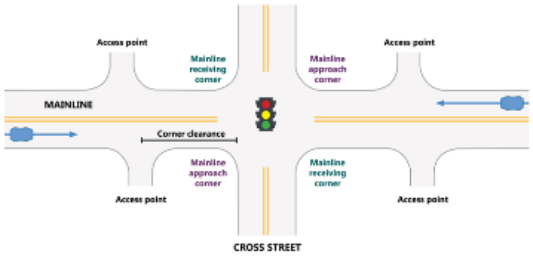

**Sidewalks**

Photo credit: Nelson\Nygaard



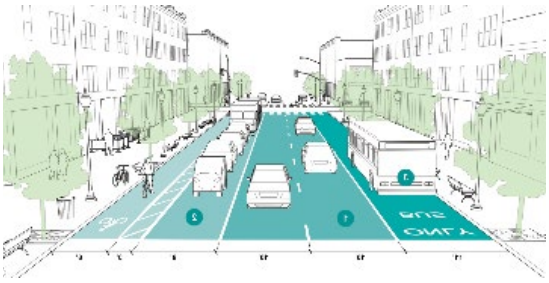
**Protected Bicycle Lanes**

Photo credit: City of West Sacramento




**Corridor Access Management**

Photo credit: FHWA



**Lane Reduction & Reconfiguration**

Photo credit: Nelson\Nygaard

Figure 20: Speed Management




**Appropriate Speed Limits**

Photo credit: Nelson\Nygaard



**Traffic Calming Measures (horizontal & vertical deflection)**

Photo credit: Nelson\Nygaard




**Speed Safety Cameras**

Photo credit: Nelson\Nygaard

# 6 VISION ZERO PRIORITY LOCATIONS

The prioritization process incorporated broad community values and priorities, and an understanding of City practices and policies to determine priority locations for safety improvements within West Sacramento. Community-supported prioritization scoring helped identify the important areas in West Sacramento to focus efforts to achieve Vision Zero goals. Prioritization will help with future project planning and funding.

## VISION ZERO PRIORITIZATION METHOD

The Vision Zero prioritization method identified physical locations with safety concerns that have the potential to become Vision Zero projects. An iterative process was used to develop the prioritization method. Prioritization goals were developed with associated scoring criteria based on publicly available data sources and community input garnered from project engagement activities. The goals and criteria were reviewed and validated by City staff, CAG, PDT, and through several community engagement activities.

Each street segment in West Sacramento was scored using the criteria and scoring thresholds for each goal (Figure 21), with a final cumulative score then used to identify street segments of high priority.

Scoring and prioritization of the city's streets using Vision Zero goals helps the city plan for future project development phasing and funding over the next several years. It also helps tie Vision Zero goals to project locations to track progress in safety improvements and actions.

Figure 21: Goals, Criteria and Scoring for Prioritization

## Goal: Maximize Impact for Improving Safety

| Criteria | Unit of Analysis | Scoring |
|---|---|---|
| Located along HIL | Centerline segment identified as along the HILs | Located on HIL – 6<br>Not located on HIL - 0 |
| Located along HRLs | Centerline segment identified as along the HRLs | Located on HRL – 4<br>Not located on HRL - 0 |
| Population density | Population density per square mile per block group or census tract within a quarter mile of centerline segment | High - 2<br>Medium - 1<br>Low - 0 |
| Proximity to key destinations | Density of key destinations (parks, trails, healthy food sources, future mobility hubs) per square mile within a quarter mile of a centerline segment | High - 2<br>Medium - 1<br>Low - 0 |
| Public input on safety concerns | Density of aggregated public comments from engagement activities per square mile of centerline segment | High – 2<br>Medium – 1<br>Low – 0 |
| | **Maximum Points Possible:** | **16** |

## Goal: Protect Vulnerable Users

| Criteria | Unit of Analysis | Scoring |
|---|---|---|
| Proximity to schools | Centerline segments located within a quarter mile of a school | Within quarter mile proximity of schools – 4<br>Not within proximity – 0 |
| Proximity to current school bus and transit stops | Centerline segments located within 500 feet of a school bus or transit stop | Within 500 feet proximity of transit stop serving as school bus stop – 4<br>Within 500 feet proximity of transit stop – 3<br>Not within proximity – 0 |
| Pedestrian/Bike Crashes | Density of all bicycle-involved and pedestrian-involved crashes per square mile | High – 4<br>Medium – 2<br>Low – 0 |
| Motorcycle Crashes | Density of all motorcycle crashes per square mile | High – 4<br>Medium – 2<br>Low – 0 |
| | **Maximum Points Possible:** | **16** |

### Goal: Encourage Equitable Safety Outcomes

| Criteria | Unit of Analysis | Scoring |
|---|---|---|
| <10% most disadvantaged according to CalEnviroScreen[10] 4.0 | Centerline segments within area scoring CalEnviroScreen 4.0 = 51.98-93.18 | 6 |
| 10%-<15% most disadvantaged according to CalEnviroScreen 4.0 | Centerline segments within area scoring CalEnviroScreen 4.0 = 47.55-51.97 | 4 |
| 15%-<20% most disadvantaged according to CalEnviroScreen 4.0 | Centerline segments within area scoring CalEnviroScreen 4.0 = 43.39-47.54 | 2 |
| 20%-25% most disadvantaged according to CalEnviroScreen 4.0 | Centerline segments within area scoring CalEnviroScreen 4.0 = 40.05 43.38 | 1 |
| Above 25% most disadvantaged according to CalEnviroScreen 4.0 | Centerline segments within area scoring CalEnviroScreen 4.0 = less than 40.05 | 0 |
| | **Maximum Points Possible:** | **6** |

The following two maps highlight how all street segments in West Sacramento scored in the prioritization process (Figure 22) and identifies eighteen priority corridors for safety improvements (Figure 23). Street segments with a score of 23 or higher were identified as potential priority corridor projects, particularly when the location had continuous high scoring street segments.

For each of the priority corridors, Figure 24 (on pages 50-52) outlines the location, details on crash history and potential countermeasure solutions that could be considered in project planning.

Some of the identified priority corridors have planned, under construction or recently completed projects. These corridors were kept on the list to highlight how they scored in the Vision Zero prioritization method, and, as mentioned previously, to more formally tie Vision Zero goals to the project locations.

[10] https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-40

Figure 22: Street Segment Prioritization Scoring

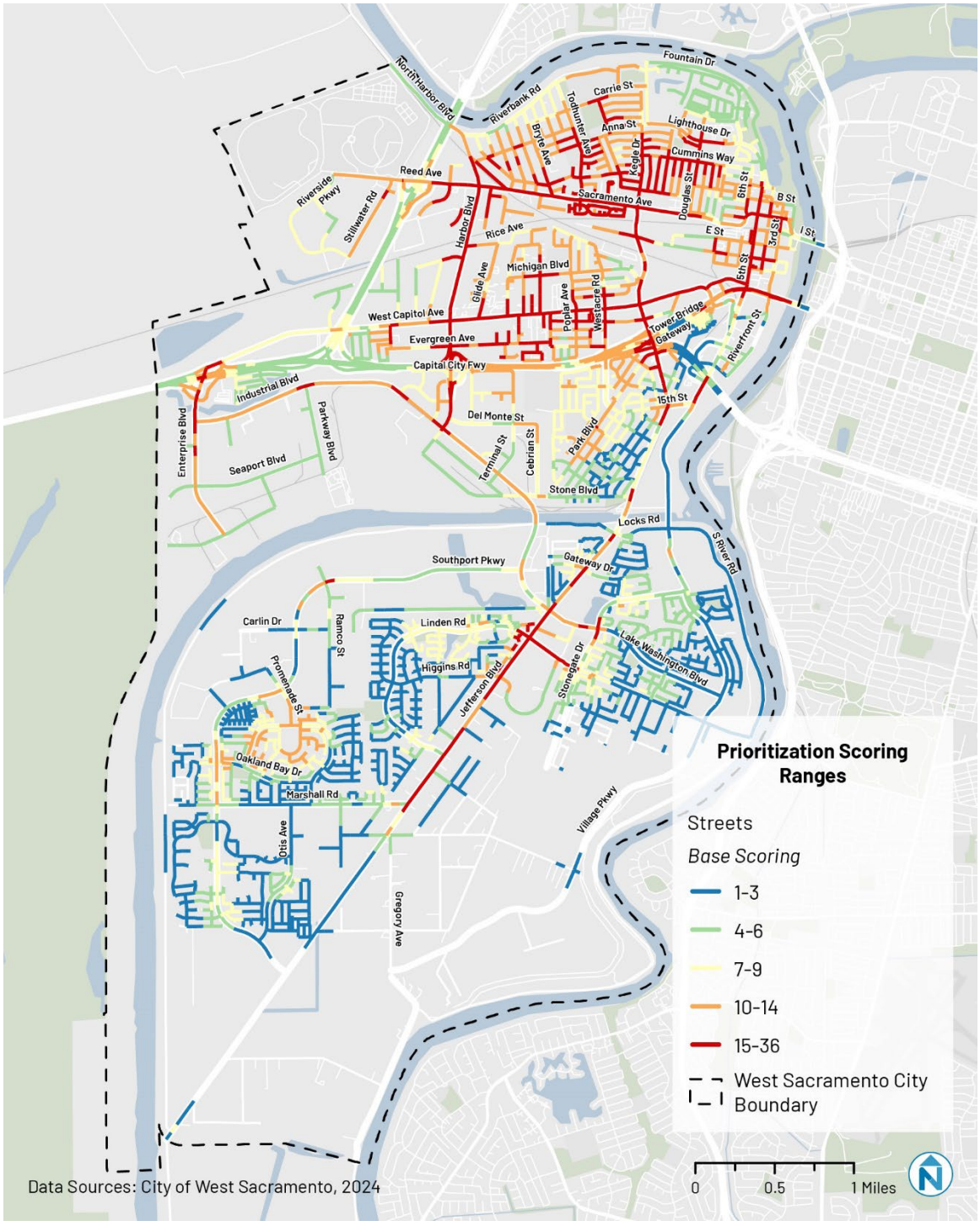


Figure 23: Priority Corridors

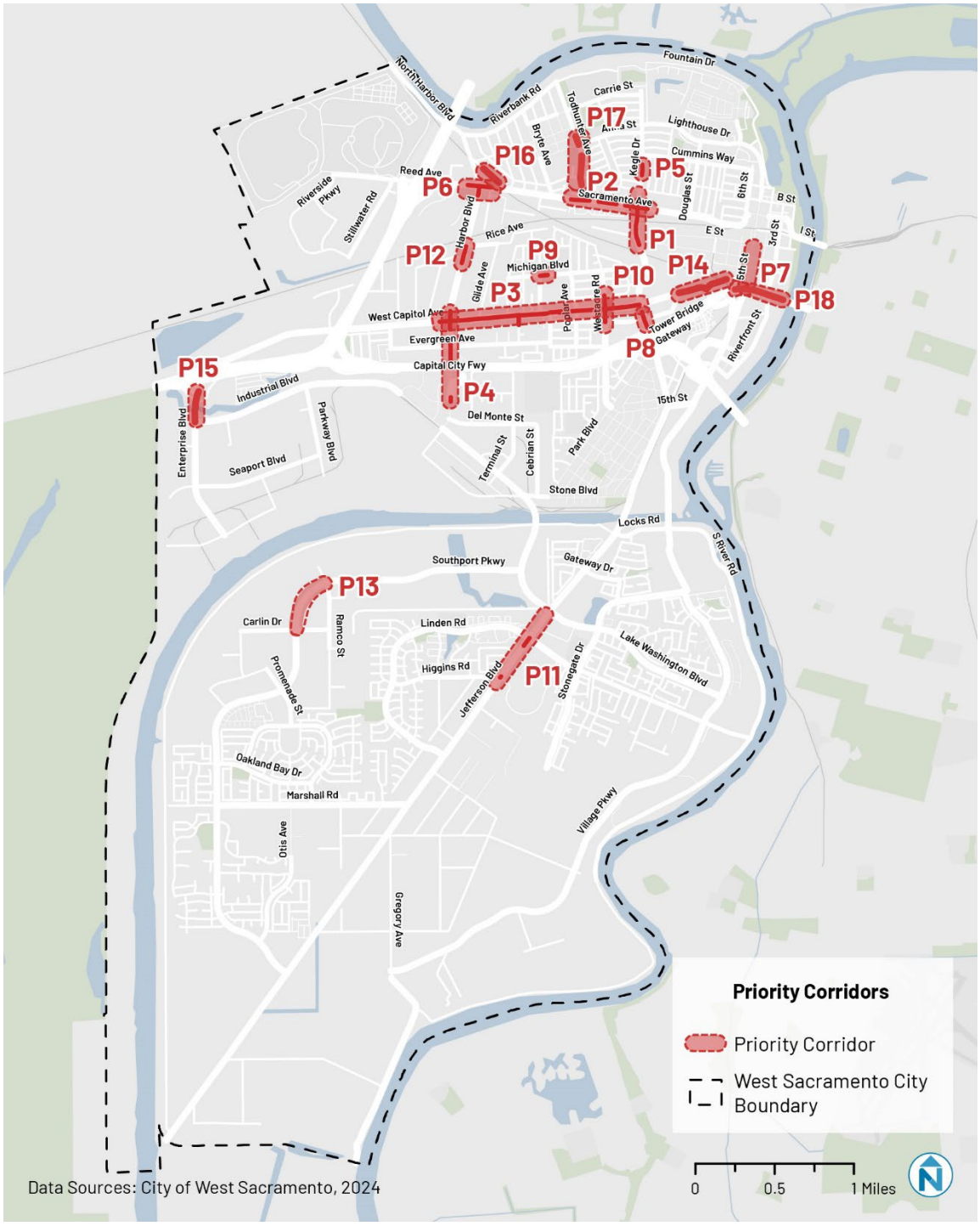


Figure 24: Priority Corridors and Potential Countermeasures

## PRIORITY CORRIDORS AND POTENTIAL COUNTERMEASURES

| PRIORITY CORRIDORS | | CORRIDOR LIMITS | CRASH DATA | COLLISION DATA | | | COUNTERMEASURES | RECENT TRAFFIC SAFETY INFRASTRUCTURE WORK |
|---|---|---|---|---|---|---|---|---|
| | | | | PRIMARY FACTORS | TYPES | MOVEMENTS PRECEDING | | |
| P1 | Jefferson Boulevard | Sacramento Avenue to F Street | FSI Crashes: 0<br>VRU Crashes: 5<br>Intersection Crashes: 77<br>(87% of all crashes) | Unsafe Speed<br>Improper Turning<br>Traffic Signals and Signs | Rear End<br>Hit Object<br>Sideswipe | Proceeding Straight & Stopped in Road<br>Both Proceeding Straight<br>Making Left Turn & Proceeding Straight | Road diet/roadway configuration<br>Improved lighting, extensions lines, and signage<br>Enhanced delineation | |
| P2 | Sacramento Avenue | Kegle Drive to Sierra Place | FSI Crashes: 4<br>VRU Crashes: 11<br>Intersection Crashes: 48<br>(71% of all crashes) | Unsafe Speed<br>Traffic Signals and Signs<br>Improper Turning | Rear End<br>Broadside<br>Vehicle Hit Pedestrian | Proceeding Straight & Stopped in Road<br>Both Proceeding Straight<br>Making Left Turn & Proceeding Straight | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Protected left turn<br>Crosswalk visibility enhancements<br>Curb extensions at intersections | Planned<br>Recently Completed |
| P3 | West Capitol Avenue | Jefferson Boulevard to Harbor Boulevard | FSI Crashes: 9<br>VRU Crashes: 50<br>Intersection Crashes: 273<br>(86% of all crashes) | Unsafe Speed<br>Improper Turning<br>Auto ROW Violation | Rear End<br>Broadside<br>Sideswipe | Proceeding Straight & Stopped in Road<br>Making Left Turn & Proceeding Straight<br>Both Proceeding Straight | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Protected left turn<br>Crosswalk visibility enhancements<br>Curb extensions at intersections | Planned<br>Recently Completed |
| P4 | Harbor Boulevard | West Capitol Avenue to Beacon Boulevard | FSI Crashes: 3<br>VRU Crashes: 22<br>Intersection Crashes: 285<br>(90% of all crashes) | Unsafe Speed<br>Traffic Signals and Signs<br>Improper Turning | Rear End<br>Sideswipe<br>Broadside | Proceeding Straight & Stopped in Road<br>Both Proceeding Straight<br>Changing Lanes & Proceeding Straight | Road diet/roadway configuration<br>Improved lighting, extensions lines, and signage<br>Enhanced delineation | Planned |
| P5 | Kegle Drive | Rich Street to Hobson Avenue | FSI Crashes: 0<br>VRU Crashes: 3<br>Intersection Crashes: 10<br>(91% of all crashes) | Improper Turning | Sideswipe<br>Rear End | No Standout Types | No right turn on red<br>Access management at intersections | Recently Completed |
| P6 | Reed Avenue | Oak Street to Riverpoint Court | FSI Crashes: 1<br>VRU Crashes: 3<br>Intersection Crashes: 45<br>(87% of all crashes) | Unsafe Speed<br>Traffic Signals and Signs<br>Improper Turning | Rear End<br>Broadside<br>Sideswipe | Proceeding Straight & Stopped in Road<br>Both Proceeding Straight<br>Both Making Left Turns | Protected left turn<br>Improved intersection lighting and signage<br>No right turn on red | Recently Completed |

# PRIORITY CORRIDORS AND POTENTIAL COUNTERMEASURES

| PRIORITY CORRIDORS | | CORRIDOR LIMITS | CRASH DATA | COLLISION DATA | | | COUNTERMEASURES | RECENT TRAFFIC SAFETY INFRASTRUCTURE WORK |
|---|---|---|---|---|---|---|---|---|
| | | | | PRIMARY FACTORS | TYPES | MOVEMENTS PRECEDING | | |
| P7 | Fifth Street | E Street to Cabaldon Parkway | FSI Crashes: 1<br>VRU Crashes: 5<br>Intersection Crashes: 30<br>(100% of all crashes) | Traffic Signals and Signs<br>Unsafe Speed | Broadside<br>Rear End | Proceeding Straight & Stopped in Road<br>Both Proceeding Straight<br>Making Left Turn & Proceeding Straight | Improved intersection lighting and signage<br>Access management at intersections | Recently Completed |
| P8 | Jefferson Boulevard | Merkley Avenue to Cabaldon Parkway | FSI Crashes: 0<br>VRU Crashes: 3<br>Intersection Crashes: 41<br>(87% of all crashes) | Auto ROW Violation<br>Traffic Signals and Signs<br>Unsafe Speed | Rear End<br>Broadside<br>Sideswipe | Proceeding Straight & Stopped in Road<br>Making Left Turn & Proceeding Straight<br>Both Proceeding Straight | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Enhanced delineation<br>Protected left turn | Planned |
| P9 | Michigan Boulevard | Maple Street to Maple Street | FSI Crashes: 0<br>VRU Crashes: 2<br>Intersection Crashes: 7<br>(100% of all crashes) | Improper Turning<br>Unsafe Speed<br>Improper Passing | Sideswipe<br>Broadside<br>Vehicle Hit Pedestrian | Proceeding Straight & Parked<br>Both Proceeding Straight<br>Backing<br>Entering Traffic & Proceeding Straight | Improved intersection lighting and signage<br>Access management at intersections<br>Enhanced delineation | Planned |
| P10 | Westacre Road | Madrone Avenue to Merkley Avenue | FSI Crashes: 1<br>VRU Crashes: 10<br>Intersection Crashes: 40<br>(49% of all crashes) | Traffic Signals and Signs<br>Auto ROW Violation<br>Improper Turning | Broadside<br>Rear End<br>Hit Object | Both Proceeding Straight<br>Making Left Turn & Proceeding Straight<br>Proceeding Straight & Stopped in Road | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Improved lighting, extensions lines, and signage<br>Curb extensions at intersections | Planned |
| P11 | Jefferson Boulevard | Lake Washington Boulevard to Higgins Road | FSI Crashes: 0<br>VRU Crashes: 5<br>Intersection Crashes: 61<br>(86% of all crashes) | Unsafe Speed<br>Traffic Signals and Signs<br>Unsafe Starting or Backing | Rear End<br>Broadside<br>Hit Object | Proceeding Straight & Stopped in Road<br>Making Left Turn & Proceeding Straight<br>Both Proceeding Straight | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Protected left turn<br>Curb extensions at intersections<br>Protected intersection | |
| P12 | Harbor Boulevard | Rice Avenue to Duluth Street | FSI Crashes: 1<br>VRU Crashes: 3<br>Intersection Crashes: 42<br>(95% of all crashes) | Unsafe Speed<br>Traffic Signals and Signs<br>Driving Under the Influence | Rear End<br>Broadside<br>Hit Object | Making Left Turn & Proceeding Straight<br>Proceeding Straight & Stopped in Road<br>Proceeding Straight | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Protected left turn<br>Improved intersection lighting and signage | Recently Completed |

# PRIORITY CORRIDORS AND POTENTIAL COUNTERMEASURES

| PRIORITY CORRIDORS | | CORRIDOR LIMITS | CRASH DATA | COLLISION DATA | | | COUNTERMEASURES | RECENT TRAFFIC SAFETY INFRASTRUCTURE WORK |
|---|---|---|---|---|---|---|---|---|
| | | | | PRIMARY FACTORS | TYPES | MOVEMENTS PRECEDING | | |
| P13 | Southport Parkway | Ramco Street to Carlin Drive | FSI Crashes: 4<br>VRU Crashes: 0<br>Intersection Crashes: 27 (66% of all crashes) | Traffic Signals and Signs<br>Unsafe Speed<br>Wrong Side of Road<br>Improper Turning | Hit Object<br>Broadside<br>Rear End | Proceeding Straight<br>Making Left Turn & Proceeding Straight<br>Proceeding Straight & Stopped in Road | Road diet/roadway configuration<br>Appropriate speed limits<br>Enhanced delineation<br>Protected left turn | Recently Completed |
| P14 | West Capitol Avenue | 7th Street to Merkley Avenue | FSI Crashes: 0<br>VRU Crashes: 5<br>Intersection Crashes: 13 (39% of all crashes) | Improper Driving<br>Unsafe Speed<br>Wrong Side of Road | Hit Object<br>Sideswipe<br>Rear End<br>Vehicle Hit Pedestrian | Ran Off Road<br>Proceeding Straight | Road diet/roadway configuration<br>Enhanced delineation<br>Crosswalk visibility enhancements | Recently Completed |
| P15 | Enterprise Boulevard | Lake Road to Industrial Boulevard | FSI Crashes: 0<br>VRU Crashes: 1<br>Intersection Crashes: 74 (93% of all crashes) | Traffic Signals and Signs<br>Improper Turning<br>Unsafe Speed | Sideswipe<br>Broadside<br>Rear End | Making Left Turn & Proceeding Straight<br>Both Proceeding Straight | Protected left turn<br>Access management at intersections<br>Improved lighting, extensions lines, and signage | Planned |
| P16 | Sunset Avenue | Harbor Boulevard to Reed Avenue | FSI Crashes: 1<br>VRU Crashes: 2<br>Intersection Crashes: 2 (25% of all crashes) | Unsafe Starting or Backing<br>Unsafe Speed | Rear End<br>Hit Object | Proceeding Straight & Backing | Road diet/roadway configuration<br>Pedestrian signal improvements (leading interval and decreased walking speed) | Recently Completed |
| P17 | Todhunter Avenue | May Street to Drew Street | FSI Crashes: 0<br>VRU Crashes: 3<br>Intersection Crashes: 9 (82% of all crashes) | Improper Turning<br>Driving Under Influence | Sideswipe<br>Rear End | Proceeding Straight & Parked<br>Ran Off Road<br>Both Proceeding Straight | Improved lighting, extensions lines, and signage<br>Enhanced delineation<br>High visibility crosswalks | Recently Completed |
| P18 | Cabaldon Parkway | Sacramento River to 5th Street | FSI Crashes: 1<br>VRU Crashes: 11<br>Intersection Crashes: 48 (96% of all crashes) | Traffic Signals and Signs<br>Unsafe Speed<br>Improper Turning | Broadside<br>Rear End<br>Sideswipe | Both Proceeding Straight<br>Proceeding Straight & Stopped in Road<br>Making Left Turn & Proceeding Straight | Pedestrian signal improvements (leading interval and decreased walking speed)<br>Protected left turn<br>Improved intersection lighting and signage | Planned |

# 7 ACTIONS TO ZERO

## Achieving a future without fatal or serious injury outcomes from crashes requires a systemic approach and commitment to action—a shifting of the safety paradigm.

The Safe Systems Approach goes beyond physical infrastructure projects to improve safety. Moving toward a paradigm of safe speeds, safe roads, safe users, safe vehicles, and post-crash care requires upstream and downstream action and collective commitment and leadership. Chapter 7 outlines goals, strategies, and actions that can work together to decrease the frequency and severity of crashes in West Sacramento. A high-level estimate of timeframe, level of effort, and cost is indicated for each action. A next step will be to identify funding sources and other resources needed to implement the actions recommended in this plan. The Actions Table Key (Figure 25) outlines how to read the tables that follow (Figure 26-Figure 36):

Figure 25: Actions Table Key

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Action description | <br>Near-Term: Within 1 year of plan adoption<br><br>Mid-Term: >1 year-5 years of plan adoption<br><br>Long-Term: >5 years | $<br>= <$2 million<br>$$<br>= $2-2.99 million<br>$$$<br>= $3-$5 million<br>$$$$<br>= Over $5 million | What department within the City of West Sacramento is responsible for leading action implementation (see list in next column for department names and abbreviations) | Departments and agencies that can support implementation:<br>CDD: Community Development Department<br>CMO: City Manager<br>CP: Capital Projects<br>EDH: Economic Development & Housing<br>F: Finance<br>FD: Fire Department<br>GIS: GIS & Mapping Division<br>PD: Police Department<br>PIO: Public Information Office<br>PR: Parks & Recreation<br>PW: Public Works Operations & Maintenance<br>TM: Transportation & Mobility Division<br>SACOG: Sacramento Area Council of Governments<br>SacRT: Sacramento Regional Transit<br>YoloTD: Yolo County Transportation District<br>YCTSS: Yolo County Traffic Safety Stakeholders |

# Goal: Create a Transportation System that Prioritizes Safety in West Sacramento

## Strategy: Invest in and Sustain Systems Change to Achieve Safer Streets

Figure 26: Invest in and Sustain Systems Change to Achieve Safer Streets

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Transition PDT to Vision Zero Implementation Team | | $ | TM | CDD, CMO, CP, EDH, F, FD, PD, PR, PW |
| Determine ongoing roles and responsibilities of working groups in implementing the Vision Zero Action Plan | | $ | TM | CDD, CMO, CP, EDH, F, FD, PD, PR, PW, SACOG, SacRT YCTSS, YoloTD |
| Confirm West Sacramento's Vision Zero work plan annually | | $ | TM | CDD, CMO, CP, EDH, F, FD, PD, PR, PW |
| Dedicate staff time in multiple City departments to support Vision Zero | | $ | All City of West Sacramento Departments | City Council |
| Align City staff time and budget to achieve Vision Zero goals | | $ | All City of West Sacramento Departments | CMO, F |
| Add Vision Zero report-out to Commission and Council meetings | | $ | TM | CDD, CMO, CP, EDH, F, FD, PD, PR, PW |
| Sustain support of elected officials and decision-makers through regular education, progress briefings, and opportunities for action | | $ | CMO, TM | CDD, CP, EDH, F, FD, PD, PR, PW |

## Strategy: Prioritize Safety and Multimodal Choice in Budgeting Decisions

Figure 27: Prioritize Safety and Multimodal Choice in Budgeting Decisions

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Update West Sacramento's Traffic Impact Fee to collect funds for local multimodal and safety projects |  | $ | F, TM | CMO, CP, EDH |
| Include Vision Zero implementation team members in capital improvement planning process |  | $ | CP, TM | CDD, CMO, EDH, F, FD, PD, PR, PW |
| Prioritize safety needs and HILs in the development of the Capital Improvement Plan |  | $ | CP, TM | CMO, EDH, F, PR, PW |
| Identify funding sources to implement lost-cost and quick build safety improvements |  | $ | CP, EDH, F, TM | CMO |

# Goal: Implement Safe Speeds Throughout West Sacramento

## Strategy: Design Streets that Compel Motorists to Drive at Safe Speeds

Figure 28: Design Streets that Compel Motorists to Drive at Safe Speeds

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Conduct a safe system review of City's roadway geometry and design practices |  | $ | TM, CP | F |
| Adopt Countermeasure Toolbox into street design processes |  | $ | TM, CP | CDD |
| Re-establish the Residential Traffic Calming Program and dedicate annual funding to staff time and implementation |  | $$ | TM | CP, CMO, F |
| Incorporate relevant Vision Zero Countermeasures and Treatments into the Neighborhood Traffic Calming Program |  | $ | TM | CP, PW |
| Conduct pilot of automated speed cameras at HIL intersections where speed was identified as an issue if/when allowed by law |  | $$ | PD | CMO |

## Strategy: Lower Speed Limits

Figure 29: Lower Speed Limits

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Leverage state law (e.g., AB43) to reduce posted speed limits where possible (business districts, schools, senior centers) |  | $ | TM, CP | PD, PW |
| Identify "Safety Corridors" according to California MUTCD for additional speed limit reduction considerations |  | $ | TM, CP | EDH |

# Goal: Ensure Streets Prioritize the Safety of All People

## Strategy: Improve and Analyze Safety Data Regularly to Inform Safe System Improvements

Figure 30: Improve and Analyze Safety Data Regularly to Inform Safe System Improvements

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Update the HILs map on an annual basis |  | $ | GIS, TM | |
| Develop and maintain comprehensive GIS database of urban design and roadway characteristics that are important to safety analyses and multimodal planning |  | $$ | GIS | PR, PW, TM |
| Develop a public-facing dashboard that communicates safety data such as traffic incidents, crash history and safety improvements |  | $ | GIS | PD, CP |
| Evaluate left- and right-turning movements for consideration of signal protection or geometric changes. |  | $$ | TM | CP |
| Develop a biannual bicycle and pedestrian count program with scheduled rotating locations throughout the city |  | $ | TM | CP, PW |
| Develop a data-driven list of signal upgrades based on safety, traffic conditions, and pedestrian and/or bicycle demand |  | $$ | TM | CP |
| Use data on HILs and crash factors to inform high visibility enforcement efforts |  | $ | PD | GIS, TM |

| | | | | |
|---|---|---|---|---|
| Develop an evaluation program to measure and communicate the impact of safety projects |  | $ | TM | CP, PD, PIO |

## Strategy: Integrate Safety in Project Development

Figure 31: Integrate Safety in Project Development

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Formalize a Vision Zero checklist for roadway projects to include items that consider safety of all modes |  | $ | TM | CP, EDH, PW |
| Formalize a Vision Zero design review checklist for site development to ensure multimodal and safety elements are considered in decision making and approvals |  | $ | TM | CDD, CP, EDH |
| Coordinate road paving schedule to implement safety improvements such as high visibility markings, lane reconfigurations and bicycle facilities. |  | $ | CP, PW | CMO, GIS, TM |

*"There are NO stoplights, stop signs, or even pedestrian crossing lights on all of 5th.*
*People drive way too fast and very rarely do they stop for people to cross.*
*Nothing has been added especially with the large influx of new buildings in the neighborhood."*

## Strategy: Use New Tools, Guidance, Laws and Practices for Safe Streets Design

Figure 32: Use New Tools, Guidance, Laws and Practices for Safe Streets Design

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Develop criteria and design guidance for midblock crossings |  | $ | TM | CP |
| Develop criteria for the implementation of leading pedestrian intervals |  | $ | TM | CP |
| Develop criteria for the implementation of no right turn on red |  | $ | TM | CP |
| Create a quick build implementation program to target HILs and other safety concern areas |  | $$ | TM | CP |
| Continue to construct an all ages and abilities bike network as directed by the Bicycle, Pedestrian, and Trails Master Plan |  | $$$$ | TM | CP, EDH, PR |
| Dedicate resources to sidewalk repair as directed by the Sidewalk Equity Transportation Program |  | $$$ | CMO, F | CP, TM, City Council |
| Create program to evaluate roadway and sidewalk lighting and implement lighting improvements to increase transportation system safety |  | $$$ | TM | CP |
| Implement Daylighting law requirements and enforcement |  | $ | EDH, PD | CMO, PW, TM |

# Goal: Encourage the Community to Be Safe and Responsible Street Users

## Strategy: Actively Communicate Vision Zero Goals, Progress, and Education to the Community

Figure 33: Actively Communicate Vision Zero Goals, Progress, and Education to the Community

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Create and implement a Vision Zero public education campaign |  | $ | CMO | FD, PD, PR, TM |
| Issue annual Vision Zero report |  | $ | TM | GIS |
| Maintain Vision Zero website |  | $ | TM | CMO |
| Collaborate with advocacy groups and non-profits that support VRUs to advance safe street user education |  | $ | CMO, TM | FD, PD, PR, Schools |
| Collaborate with advocacy groups, non-profits and law enforcement on safe driver behavior such speeding, impaired driving and graduated license rules |  | $ | TM, CMO | PD, PIO, Schools |

## Strategy: Develop Policies and Programs to Encourage and Incentivize Mode Shift

Figure 34: Develop Policies and Programs to Encourage and Incentivize Mode Shift

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Reinstate Safe Routes to School program to involve and educate schools, parents, and youth on multimodal options and safety |  | $ | TM | CMO, FD, PD, PR, Schools |
| Develop local Transportation Demand Management program to support VMT reduction and traffic safety goals |  | $ | TM | CDD, YoloTD |
| Support community-wide programs that encourage safe users including giveaways for bicycle helmets and car seats |  | $ | CMO | FD, PD, TM, Schools, YCTSS |

# Goal: Create a Culture of Support

## Strategy: Improve Post-Crash Response and Investigation

Figure 35: Improve Post-Crash Response and Investigation

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Establish requirement with West Sacramento Police Department to report FSI crashes to the Vision Zero Implementation Team within 24 hours |  | $ | PD | FD, TM |
| Deploy multi-disciplinary crash response team to gather comprehensive information about the conditions surrounding FSI crashes to bring a Safe Systems lens to potential collision factors and solutions |  | $ | TM | CP, FD, PD |
| Work with West Sacramento Police Department to collaborate on improving crash reporting standards and officer training |  | $ | PD | TM |
| Regularly request EMS reports of traffic-related clinically significant injuries and connect to crash database |  | $ | FD | PD, TM |

## Strategy: Support Crash Victims, Their Loved Ones, and Communities Impacted

Figure 36: Support Crash Victims, Their Loved Ones, and Communities Impacted

| Description of Action | Phasing | Order of Magnitude Cost | Lead | Support |
|---|---|---|---|---|
| Develop standardized means of reporting FSI crashes out to the public and work with local press to incorporate the standard terminology |  | $ | CMO | FD, PD, TM |
| Create a procedure for reaching out to crash victims and their loved ones with supportive resources and information about how to get involved in Vision Zero and share their stories |  | $ | TM | CMO, FD, PD |
| Establish a network of crash survivors to guide and advocate for Vision Zero work |  | $ | TM | CMO |
| Create a crash victim memorial program that honors victims and raises awareness |  | $ | City Council | CMO, FD, PD, TM |

# 8 IMPLEMENTATION

Identifying safety issues and potential solutions are important early steps in the Vision Zero Action Plan process. However, commitment to action is the critical piece for progress towards reduction of fatal and serious injuries from traffic crashes. This chapter features six priority projects the city can act on in the near term, accountability measures that can be reported annually to assess progress toward goals, and a reminder of leadership's commitment to Zero.

## PRIORITY PROJECTS

The city and project team identified six priority projects as actions that could be taken in the near term to affect changes in traffic safety and the safety culture across the city. Four projects focus on improvements to the roadway environment that increase safety in HILs, while two projects focus on policy or programmatic actions that can increase safety at intersections across West Sacramento for all road users.

## Roadway projects

### Southport Parkway

The city identified the road segment of Southport Parkway between Carlin Drive and Ramco Street as a HIL and a priority corridor. The location has seen multiple FSI vehicular crashes. Unsafe speed is a primary collision factor for crashes in this area, with vehicles departing from the roadway in crashes. Community members also raised concerns about vehicle speeds on Southport Parkway.

The city is in the early design phase of the Southport to Harbor Roadway Project that includes this section of Southport Parkway. The city saw the Vision Zero Action Plan as an opportunity to apply a safety lens to a project concept and suggest improvements that address the road user behaviors and crash types occurring in this location. The project team recommended design modifications to reduce vehicle speeds, provide greater separation between vehicles and bicyclists and to increase awareness between road users. These improvements, along with those the city has already planned, can reduce the incidence and severity of crashes in this area.

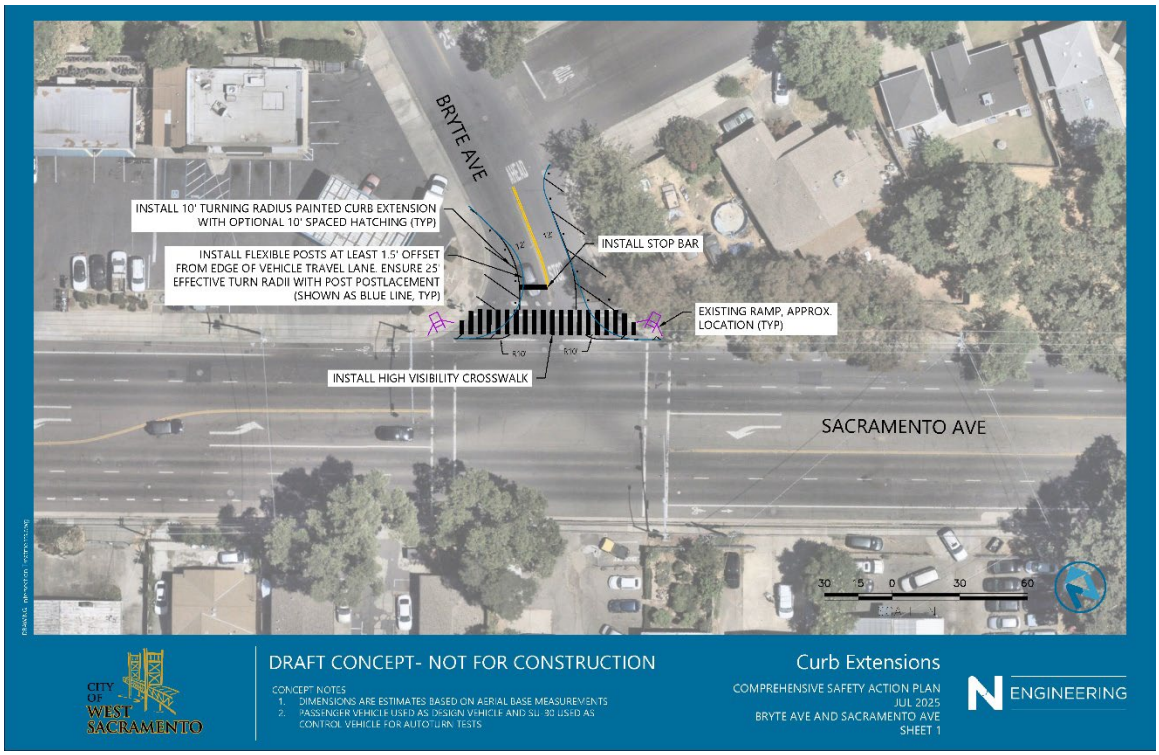
# Quick Builds: Intersection and Crosswalk Improvements

Many infrastructure changes take multiple years to design, fund and implement. However, some improvements can be made on an interim basis while waiting for a more permanent change. Quick builds focus on this idea of a proven safety countermeasure application with durable yet temporary materials. They are also useful for testing the impact of an improvement before investing in a more permanent change. Curb radii/extensions are an example of an effective lower cost, faster to implement countermeasure that can be used at intersections across the city.

Crashes between drivers of vehicles and pedestrians and/or bicyclists at intersections are prevalent in West Sacramento, resulting in a range of injury including severe injuries and death. Tightening the radius of a curb at an intersection can reduce the speed at which vehicles enter and exit the intersection. When drivers move at slower speeds, they have more time to observe other road users, particularly at potential conflict points like intersections. Adding an extension to a curb reduces the crossing distance for pedestrians, which reduces the amount of time they are exposed to drivers in the roadway. Delineators and high-visibility crosswalks can be added along with the curb extension if appropriate.

The project team developed quick build curb radii and curb extension design concepts for the city to consider at intersection locations throughout the city, including some that are on the priority corridor list (Figure 37).

Figure 37: Draft Curb Extension Concept at Intersection of Sacramento Avenue and Bryte Avenue

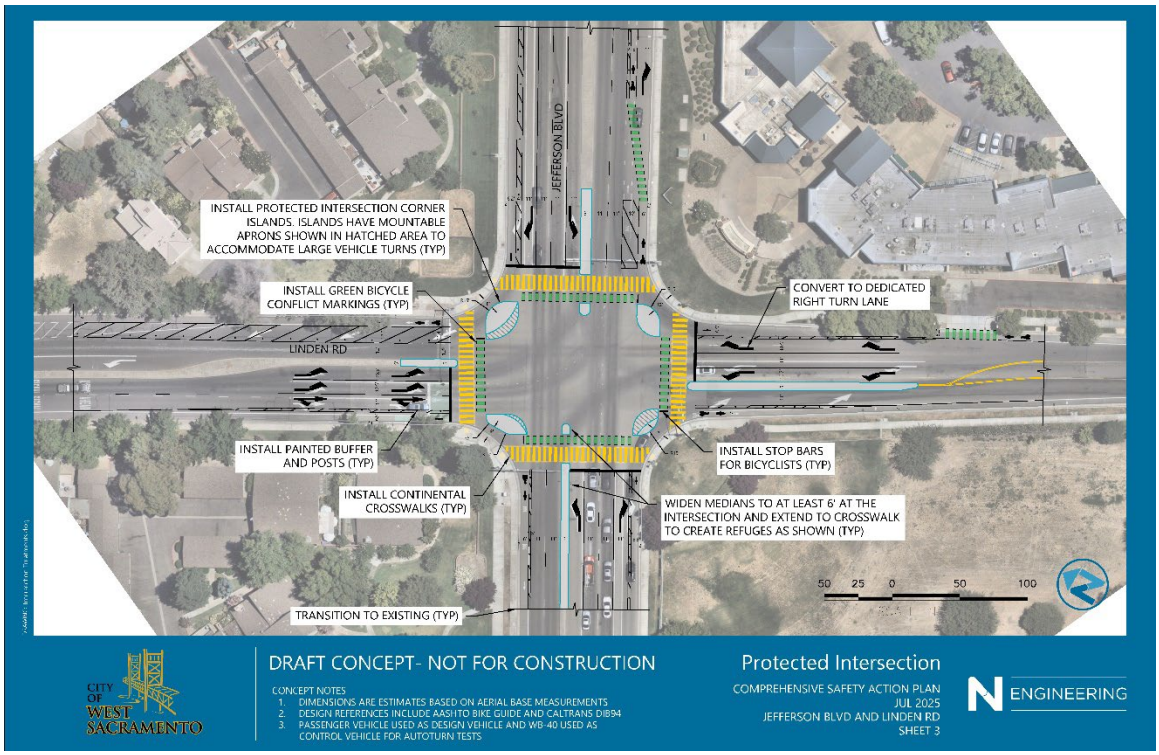


## Jefferson Boulevard & Linden Road Intersection

Several sections of Jefferson Boulevard are noted as HILs and priority corridors, including the intersection of Jefferson Boulevard and Linden Road. Jefferson is a main north-south roadway in the city, particularly south of the deep-water channel. Linden provides access to residential neighborhoods east and west of Jefferson, along with access to River City High School, shopping areas and the Clarksburg Branch Line Trail.

Motor vehicles, pedestrians and bicyclists currently traverse the intersection. However, given the crash history at this location and destinations that are strong attractors of VRUs (schools, shopping and trail access), the project team developed a protected intersection design that includes reduction of crossing distances for pedestrians, greater separation between motor vehicles and bicyclists and increased visibility during turning movements between road users through design (Figure 38).

Figure 38: Draft Concept for Protected Intersection at Intersection of Jefferson Boulevard and Linden Road




## Marshall Road Safety and Traffic Calming

Marshall Road is a collector street that is the only east-west motor vehicle connection between Jefferson Blvd and Southport Parkway. It attracts high volumes of private cars and also freight movement in violation of the truck prohibition. It is one of only two east-west bike/ped connections across the Main Drain Canal. VRUs use Marshall Road to access the Main Drain Canal Trail, Deep Water Channel Levee Trail, Bridgeway Lakes Community Park, Bridgeway Island Elementary School, and the Clarksburg Branch Line Trail via Seymour Avenue and Davis Road.

The Marshall Road Safety and Traffic Calming priority project is part of the Marshall & Higgins Public Safety and Traffic Calming project in the Capital Improvement Program (CIP-16014). It proposes to expand complete streets improvements by retaining the Class II bicycle facility, adding sidewalks to the south side, and completing Public Right-of-Way Accessibility Guidelines compliance. It proposes to calm traffic, restrict truck movements, and protect VRUs by adding a high visibility crosswalk with rapid rectangular flashing beacons at the intersection of Marshall Road and Martinque Street, all-way stop control at the intersection of Mashall Road and Jamaica Street, all-way stop control at the intersection of Marshall Road and Rivermont Street/Allan Avenue, improving the roundabout at the intersection of Marshall Road and Seymore Avenue, and adding a roundabout at the intersection of Marshall Road and Otis Avenue.

# Program/policy projects

## Daylighting Law Implementation Guidance

The California legislature passed California Assembly Bill 413 (AB 413) in 2023. AB 413, also known as the “Daylighting” law, prohibits stopping, standing, or parking within 20 feet of any marked or unmarked crosswalk or within 15 feet where a curb extension is present (Figure 39). Daylighting improves safety for pedestrians and bikes crossing the street, as well as for drivers by providing greater visibility for roadway users when approaching an intersection. The law took effect in January 2025.

**Figure 39: Example of Daylighting**



Photo credit: Nelson\Nygaard

Implementation and enforcement of the law involves several steps, including consideration of the method of communication about the law, visible notification via paint, signage or other means where stopping, standing or parking is prohibited, coordination between city departments on implementation and enforcement and the costs associated with the law. The project team developed implementation guidance for the city recommending a phased roll out of the daylighting law, taking into consideration based on safety (crash severity and types at intersection locations), road characteristics, key destinations, and parking.

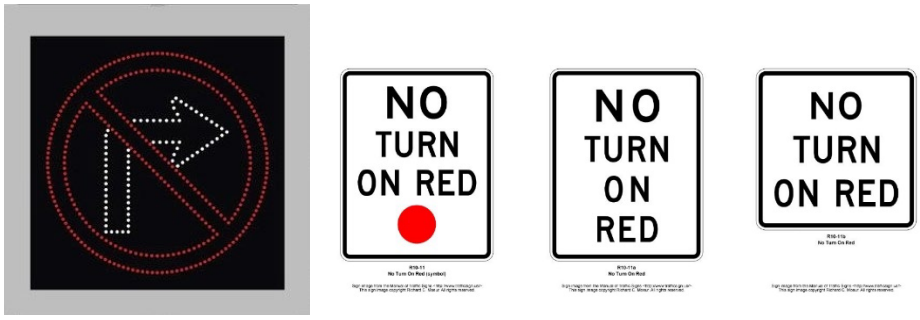
# No Right Turn on Red Guidance

Crashes related to right turns and that have high correlation with right turn on red are common incidents in West Sacramento. From 2017 to 2023, there were 292 crashes because of right turns, 34 of which involved pedestrians, bicyclists, or motorcycles. Incidents involving these VRUs had a much higher likelihood of injury and death. An analysis of crash history also indicated that right-of-way violations by drivers were a top primary collision factor. A high volume of crashes due to failure to yield right-of-way is a typical signal for intersections where right turn on red (RTOR) can result in a higher risk of injury.

The city's Code of Ordinances (Ord. 88-17 Art. VII § 3; Ord. 99-2 § 1) includes a provision related to implementation of No RTOR in the city (Figure 40). When requested, staff take into consideration factors such as motor vehicles (passenger, cars and trucks), pedestrian and bicycle movements, priority, conflict points, and sight distances.

Based on best practices and existing considerations, the project team developed guidance to create a more formal process for a phased approach to broader application of No RTOR restrictions across the city. In particular, the addition of criteria that incorporate intersection crash history is an important recommendation for West Sacramento, given the high volume of crashes involving vehicles turning right, including five that resulted in the death or serious injury of pedestrians, bicyclists, and motorcyclists.

Figure 40: Examples of No RTOR signage



# ACCOUNTABILITY

This plan creates a framework of actions in accordance with the city's Vision Zero Goals and the Safe System Approach, with the nearer term goal of halving fatal or serious injury crashes by 2035 and the ultimate goal of bringing them to zero by 2050.

A critical component to building a culture of safety in West Sacramento is keeping the city and the community accountable for their actions and implementation of this plan. In addition to annual reporting of FSI crashes, the city can track broader actions that help demonstrate progress towards safer streets in West Sacramento (Figure 41). The city will share the highlighted findings on its website and at public events related to health and safety, and in an annual report.

Figure 41: Annual Reporting

| Recommended Annual Reporting on Progress toward Vision Zero Action Plan Goals |
|---|
| What is the progress that has been made toward the adopted goal of zero roadway deaths by 2050? |
| What is the change in: 1) total crashes and 2) FSI crashes by mode on the HIL corridors and intersections since adoption of the Vision Zero Action Plan? |
| What is the change in 1) total crashes and 2) FSI crashes by mode on all West Sacramento roadways since adoption of the Vision Zero Action Plan? |
| What is the change in primary collision factors and crash characteristics by mode for 1) total crashes and 2) FSI crashes since adoption of the Vision Zero Action Plan? |
| How has safety as a transportation priority been institutionalized in the City of West Sacramento? |
| What new programs, project recommendations, or policies have been implemented that fulfill the Vision Zero goal by 2035? |
| How are local and regional partners collaborating and coordinating to improve transportation safety in West Sacramento? |
| What is the budgetary allocation that goes to policies, programs and projects that positively impact transportation safety in West Sacramento? |

# CONCLUSION

Achieving a future without fatal or serious injury outcomes from crashes requires a systemic approach and commitment to action. Through the development of a Vision Zero Action Plan, the City of West Sacramento took an important step forward to improve transportation safety for all road users in the city. That, along with the City's commitment to halving the number of FSI crashes by 2035 and bringing them to zero by 2050 and the collective action across the community to improve traffic safety across West Sacramento provides the foundation for positive change.

*"Thank you for being so intentional about soliciting community comments and concerns about this project, especially with the walking audits and the focus on the voices of youths, the Spanish-speaking and Russian-speaking communities. Such work is incredibly painstaking but deeply important."*